



Evaluation of the European Commission corporate communication campaign

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Final Report

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Abstract

This is the Final Report of the Evaluation of the European Commission pilot corporate communication campaign. The pilot was intended to test an important new way of communicating. For the first time, the European Commission attempted to show how the EU makes a difference to people's lives, by using video clips shown on TV, digital and through print, which highlighted a range of projects and people benefiting from European Union (EU) support, with the message: *'The EU working for you'*.

By first running a pilot, the European Commission, Directorate General Communication (DG COMM), took the important step of first testing a new concept and then using this evaluation and other research to better understand if and how this new corporate approach could be taken forward. The pilot was tested in six EU Member States (Germany, Spain, Finland, Latvia, Poland and Portugal) between June 2014 and March 2015.

Coffey and Deloitte were contracted by DG Communication to conduct an evaluation, which ran alongside the communication campaign and fed back into the on-going management of the approach. The evaluation took into account extensive campaign monitoring data provided by the communication agency HAVAS Worldwide, as well as data from four editions of telephone surveys conducted by TNS, an Ipsos MORI on-line survey, and focus groups in the six test countries.

The pilot achieved a very high level of reach across the campaign countries, 115 million citizens were reached out of a total target universe of 131 million (aged 15-70). Although not an intended goal of the campaign, the data suggests that the campaign had an overall positive impact on citizens' feelings about the EU, and that citizens welcomed the idea of finding out more about what the EU does in their country. The pilot provides lots of food for thought for future corporate campaigns, as highlighted in the findings, conclusions and recommendations to DG Communication, described in this document.

Acronyms

AD	Advertisement
CPC	Cost per click
CPM	Cost per thousand
DE	Germany
DG AGRI	Directorate-General for Agriculture and Rural Development
DG CLIMA	Directorate-General for Climate Action
DG COMM	Directorate-General for Communication
DG EMPL	Directorate-General for Employment, Social Affairs and Inclusion
DG JUST	Directorate-General for Justice and Consumers
DG MARE	Directorate-General for Maritime Affairs and Fisheries
DG REGIO	Directorate-General for Regional and Urban Policy
EB	Eurobarometer
EC	European Commission
ECB	European Central Bank
ES	Spain
EU	European Union
GRP	Gross Ratings Point
FI	Finland
LV	Latvia
OTS	Opportunities to see
PL	Poland
PT	Portugal
TNS	TNS (Market research company)
TV	Television

0. Executive Summary

This document is the Executive Summary of the Final Report on the evaluation of the European Commission (EC)'s pilot corporate communication campaign. The Executive Summary provides the key findings, main conclusions and recommendations of the evaluation.

0.1 Key Findings

Reach and recall

- It is estimated that 115¹ million people were reached by the campaign, and that the cost per person reached was of €0.08². The digital aspect of the campaign achieved the highest reach (122.8 million³), followed by television (TV) (101.5 million) and print (72 million). At least 28 million citizens saw⁴, heard or read about the campaign following the first advertising wave, whereas at least 33 million citizens saw, heard or read about the campaign following the second advertising wave (source: Directorate General Communication (DG COMM) based on the TNS survey).
- Levels of recall varied. The highest recall of the campaign⁵ was achieved in Finland (33%), Poland (37%) and Latvia (43%). In Germany, Spain and Portugal recall ranged between 14% and 18% (source: TNS survey, waves 3 and 4). Citizens with positive and negative views on the European Union (EU) recalled the campaign more than those with a neutral view on the EU.

Federating message

- In focus groups, most participants in all countries suggested that the slogan was understood, easily memorable and recognisable. When asked whether the respondents agreed with the statement "The EU is working for you", the proportion of affirmative answers ranged from 46% in Portugal to 71% in Finland, with the other countries at 47% (Spain), 61% (Germany and Latvia) and 63% (Poland). There were, however, questions on the relevance and credibility of the main slogan relating to its translation in some languages.

¹ HAVAS calculated total reach taking into account de-duplication figures, i.e. people viewing the advert via different mediums. Reach provides an indication of potential to see.

² This cost is based on CPM using the media buying budget, which is the industry standard as a measure of the effectiveness of delivering the campaign.

³ HAVAS used different methodologies to calculate total reach and reach by channel, taking into account de-duplication figures. As a result, digital reach was estimated to be higher than total campaign reach.

⁴ When prompted with the slogan.

⁵ People who indicated in the TNS surveys that they had seen, read or heard about the campaign, when prompted with the campaign slogan.

Cost effectiveness

- To allow a comparison with other EC campaigns, the overall cost of the campaign per thousand contacts was €4.14⁶. This compares with €3.18 for DG SANCO's Ex-smokers campaign and €8.66 for DG TAXUD's Missing Part campaign. When considered by channel, the TV advertising costs were cheaper than the print and digital costs at €2.70, €3.07 and €5.51 per thousand contacts.

Sustainability

- The campaign adverts made some people feel more positive about the EU: the net positive impact was 11% in Germany, 21% in Finland and Latvia, 27% in Spain, 34% in Poland, and 55% in Portugal (source: Ipsos MORI survey).
- The results of the TNS surveys suggest that the proportion of citizens with a neutral stance on the EU increased in all countries, and the number of people with a negative stance towards the EU decreased.

0.2 Main conclusions

0.2.1 Key achievements

- Corporate communication is strategically and tactically important. This campaign was of high political significance to the European Commission as an institution, and of high relevance to citizens. The campaign **contributed to addressing the gap between the public and the EU institutions**, which had been identified at campaign baseline, including that:
 - Trust in the EU was at historically low levels;
 - Citizens did not feel well informed about the EU;
 - Citizens said that the EU needed a clearer message;
 - Citizens want to know what the EU does.
- The European Commission is comprised of more than 30 Directorates-General, each one responsible for a specific policy area and its communication to different audiences. A key achievement of this campaign was that **for the first time, the European Commission communicated to the public as one**, using the EU, a term that citizens use interchangeably when they talk about EU institutions.
- **The campaign met and surpassed the goals that were set for reaching the general public.** The campaign achieved a **very high level of reach**, circa 115 million EU citizens across 6 EU Member States, with a combined total population (aged 15 – 70) of circa 131 million citizens⁷. This reach was built using a multi-

⁶ This number is calculated based on the total number of contacts generated from the campaign, divided by the total cost of the campaign (to the Commission, including e.g. production of videos), multiplied by 1000 (citizens). This total cost is used to allow comparisons with other EC campaigns, even though the industry standard is to use media buying budgets.

⁷ Source: Eurostat

channel approach, combining TV, print, digital, PR and e-PR channels, which is good practice.

- The individual adverts were **striking and stood out**. They were not like any other adverts or information that the public saw during the period of the campaign.
- **The intention behind the federating message was clear and generally understood by the public** in the target countries. In addition, the message was considered to be memorable and people knew that the adverts were from the EU.
- **There is evidence that specific campaign adverts made some people feel more positive about the EU⁸**. The adverts had a net positive impact of 55% in Portugal, 33% in Poland, 27% in Spain, 21% in Finland and Latvia, and 12% in Germany. Also, whilst it is not possible to establish direct cause and effect of a public communication campaign, public opinion of the EU was higher after the campaign.
- **The approach to evaluation and monitoring was credible and thorough**. Many of the Barcelona Principles⁹ for effective campaign measurement were followed, including the:
 - Monitoring of individual channel usage throughout the campaign to provide data on outputs and their evolution over the process;
 - Gathering of structured and unstructured evidence of campaign outcomes using quantitative and qualitative data;
 - Measuring evidence relating to wide 'business / organisational' goals, including impact of adverts on people's feelings towards the EU;
 - Provision of on-going reports by the communication agency to ensure transparency;
 - Measurement of social media and measurement of quantitative and qualitative aspects of media outputs and outcomes.

0.2.2 Key areas for improvement

- **There was insufficient qualitative research into the views and motivations of the target group** (people with a neutral opinion of the EU) and this made them difficult to target. Quantitative data was used to define 'neutrals' in terms of channel and tool usage, age groups and locations of highest concentration. This approach helped to define how to reach people with neutral views and can be considered to have been successful. However, there was insufficient qualitative data to provide an understanding of the type of content, issues and approach to delivery that would resonate best with individuals with a neutral view. As a consequence, the adverts evoked very mixed feelings amongst the target group.

⁸ The Ipsos MORI survey was representative of the on-line population aged 18-55 in the target countries.

⁹ The Barcelona Principles refers to the Barcelona Declaration of Research Principles: a set of seven voluntary guidelines established by the public relations (PR) to measure the efficacy of PR campaigns.

- **The adverts could have been better targeted:**
 - Not everyone understood the symbolism of the morph-suited figures and many found the abstract approach confusing and / or too far from their understanding of the EU;
 - Although people liked to know about specific support actions, some of the projects selected were too specific to be relevant to people's everyday considerations;
 - The fact that two of the three adverts shown focussed on other countries, also reduced relevance for people;
 - Many of the adverts portrayed young people, which either confused people about who the target group actually was, or suggested to some that young people were in fact the target group, perhaps reflected by the higher numbers of young people who could recall the campaign.

- **The translation of the federating message 'The EU Working for You',** into the different languages did not always convey the intended message. This resulted in some differences in perceptions of the credibility and relevance of the message and some questions on whether 'working' was the right wording in all countries.

- **The TV adverts and video clips were too fast and crammed with information,** particularly for many older members of the public. Although some felt the print adverts complemented the TV adverts, their ability to convey messages was hindered by the small font size and, for some, it was not clear what the print adverts were trying to convey, when considered as standalone adverts. The print adverts (ads) were essentially a copy of the TV ads, and as such did not reinforce the impact of the TV ads in a complementary way. A clearer call to action may have enhanced the information value of the adverts.

- **There was scope to improve the website.** In focus groups, people liked the idea of a repository of additional information. However, they also observed that:
 - The website looked like a standard EC website and its look and feel was completely different to the adverts. This meant that the website did not contribute to establishing and confirming the campaign, and the adverts did not appear to be linked to the website;
 - There was insufficient promotion of the website. The website address was not clearly visible on the print adverts or in the TV adverts and there was no direct call to the public to find out more from the website.

- **The Public Relations (PR) aspects of the campaign could have been more focussed to support the advertising elements of the campaign,** with the PR telling the story and the advertising providing examples of the story. The launch events provided an opportunity to engage with the media, although this was limited in some cases. In part this was due to the fact that an information campaign is not usually news in itself. Journalists prefer to report on "success stories" rather than the existence of a campaign.

- **There was scope for a more extensive use of Key Performance Indicators (KPIs)** across the campaign channels and tools, which would have provided enhanced insights into campaign performance. KPIs were set for reach, but no KPIs were set for recall by the implementing agency. In addition, there were no KPIs set for the website and no qualitative KPIs set for media reach. When building an on-going approach to corporate communication, there is a need to set criteria to allow full measurement of all aspects of the campaign and their contribution to organisational goals. The evaluators did not have access to calculations of campaign reach, due to proprietary data restrictions. For future campaigns, access to data for evaluation purposes needs to be anticipated from the start.

0.2.3 Key learning points

The main learning points from this evaluation were:

- **There is a call and need for EU corporate communication.** People want to know more about the EU, but do not necessarily want to see these adverts again. A creative approach is required, but adverts should reflect the type of organisation that the EC is and then try to create stories so that they interest specific and clearly distinguishable target groups.
- **There is scope for greater alignment of communication performance with organisational goals,** which would confirm the added-value and strategic importance of corporate campaigns to the institution. The pilot had no call to action and no target set for campaign impacts upon the target public beyond reach and recall. Yet, the campaign demonstrated that it was possible for an EU campaign to generate impacts with target groups, and data was collected relating to the impact on those with positive, neutral and negative opinions.
- **Targeting by viewpoint can be useful in the selection of countries, for example, but this group is too broad to be considered as a target group.** People with a neutral view of the EU do not share other clearly identifiable characteristics. However, if there is a desire to change or impact upon people's opinions then it is recommended that different viewpoints should be included within the basic demographics (age, gender, level of education) used to collect public opinion data.
- Focus group research suggests that **people feel targeted when they see themselves or experiences they know or can relate to in the stories portrayed.** One of the ways to do this is to use life stage and / or age, as the main axes for targeting. For most people, the most important information they would like to take from a campaign is not the fact that the EU is working for them, but how they could and do **benefit from EU support personally.**
- There is a need for **qualitative research** to identify themes, concepts and ideas that will resonate with target groups and to use the insights gained in the design of final adverts. Asking for feedback on nearly final materials limits the ability of a campaign to target its materials so that they achieve the greatest possible impact.

- Public awareness **information campaigns work best when they work at the emotional level.** The provision of pure facts is unlikely to be effective.
- The campaign built reach using a multi-channel approach, which is good practice. However, **TV was by far the most effective medium.** Even if the digital campaign had the greatest reach, citizens remembered seeing TV adverts much more than the adverts in print and on websites and social media.
- **The art work was not critical** to the success of the campaign launches. On the other hand, having a Commissioner at the events helped to generate coverage.

0.3 Main recommendations

0.3.1 Pilot-specific recommendations

Use story-based approaches rather than dry facts alone, with the stories nonetheless rooted in reality.

The corporate strategy of using a creative advertising approach allowed the EC to go beyond the usual, bureaucratic style, but it generated a range of very mixed reactions. We recommend that the EC conducts future corporate advertising campaigns with a less 'poetic, abstract approach', taking into account the insights generated by the pilot campaign on communicating with the public:

- People were most interested in the stories happening in their country;
- Topics resonate most when people can see relevance to their everyday life;
- People are most interested when they see something that benefits them personally;
- People are targeted most efficiently when they see people like themselves in the adverts.

In this context, we recommend retaining a main federating message to convey what the EU does. 'The EU Working for You', was the right type of slogan, people broadly understood what was intended, but we recommend further research¹⁰ into what the actual wording of this message should be and how this should be translated in different languages to best resonate with target audiences, e.g. 'The EU helping you', 'What does the EU do for me?' etc.

Set Key Performance Indicators (KIPs) and targets at the outset of the campaign for all channels and tools, which link to overarching campaign outcomes¹¹ and organisational goals, and agree on a dashboard to monitor progress throughout.

¹⁰ Professional slogan generation techniques should be used rather than presenting target audience samples with a set of possible messages. This means that messages may be different in different countries, for different target audiences, example.

¹¹ An Intervention logic can be a useful tool to help to structure out individual channels that are intended to feed into intended campaign outcomes.

The need for detailed KPIs, targets and the dashboard should be made explicit in the Terms of Reference for the implementing agency.

The pilot did not set targets for campaign outcomes beyond reach. Recall was tracked, but no targets were set. Although these two indicators help the Commission to understand what the channels and tools delivered, they stop short of confirming if the campaign managed to influence what people know / think. The pilot campaign showed that it is possible for EC corporate of campaigns to have an overall positive influence and we recommend that this become an explicit goal. If the Commission tracks the performance of future editions of corporate campaigns, it will be able to better understand target audiences and how to adapt approaches to getting the message across¹². Consideration could be given to including a control country in this type of approach.

The approach to data management before, during and after the campaign should be discussed and agreed between the EC, the agency and the evaluation team prior to the campaign process. The on-going monitoring of the campaign feeding into the evaluation is a good approach, however if an evaluation is required to make a thorough assessment it needs access to key campaign data and an overview of the data aggregation and calculation processes. In addition, it is recommended that KPIs should be set for all aspects of the campaign (including the website and PR) and that these should be both quantitative and qualitative in nature.

The sheer volume of documentation provided to report on the campaign made it difficult to understand its on-going progress and was resource intensive from an EC perspective. It is recommended that future contractors are asked to provide an on-line campaign dashboard to allow the progress and impact of different elements of the campaign to be visible to the Commission on an on-going basis and to allow a more efficient approach to decision making regarding whether and how to tweak the campaign approach. This type of dashboard is industry-standard and essential for the management of large campaigns.

Keep TV in the media mix, where possible

Based on the outcomes of this campaign, we recommend that TV should continue to be a key element of future corporate campaigns because it proved to be most effective at generating recall. This does not mean that other channels should be ignored as they can allow wider reach, increase synergies and create an overall stronger impact. However, it is recommended to pay greater attention to the planned GRPs and OTS for TV and their implementation, to reduce inconsistencies in the approach, which seem to have had a significant influence on campaign impact in different countries.

The website should serve as an effective gateway to more information. To do this it needs to be very easy to navigate and visually aligned with any future campaign.¹³

The website has the potential to be a gateway to information. This could be presented in a much simpler and more tangible format, with stories about concrete projects supported by the EU in each country. However, in future we recommend improving the user-friendliness of the website, by increasing the visual alignment and linkages with any future campaigns.

¹² This type of continuous learning approach to corporate communication is used by the European Central Bank (ECB)

¹³ Visual aspects can be updated if and when campaign visuals are updated.

We recommend a more proactive approach to the site by setting KPIs and developing a detailed plan of action to ensure greater promotion of the site as the main information resource of the campaign. Consideration needs to be given with regard to how to meet the requirements for websites hosted on Europa and the need for a more creative, dynamic approach, which is part and parcel of the campaign approach.

0.3.2 Institution-wide recommendations

Continue and develop the corporate EU approach

People want to know what the EC does and most people welcomed the Commission's attempts to increase visibility and plug the information gap at Member State level. The pilot demonstrated that the Commission is able to tell the man or woman in the street, those outside the groups of stakeholders who have traditionally acted as interlocutors for EC information, about the EU. Given that the benefits of the EU are frequently misrepresented, misunderstood and questioned at national level, there is a very strong strategic imperative for this type of corporate approach to be continued and it is recommended to continue to develop the corporate approach¹⁴ and create a consistent branding strategy.

We recommend that there are clear visual and textual linkages between all elements of future corporate campaigns, **to create a consistent approach / brand**. This should allow different elements of the campaign to contribute to the overall campaign presence, but this does not mean that the visual identity needs to be identical.

Carry out pre-tests at an early enough stage, and include a requirement for these in the Terms of Reference for contracted agencies

We recommend that for this type of corporate campaign, which aims to reach mass audiences, consideration should first be given to selecting a small number of broad general themes of relevance / benefit to all and then showing the benefit of these themes to different kinds of people (thus targeting). This means not deciding on a target group first, but using research to inform what we want people to know. We recommend researching possible topic ideas through campaign pre-tests, which should be used to test ideas and concepts and not semi-finished adverts.

Using local EC Representation knowledge and integrating advertising and PR activities (i.e. the communications with the political announcements)

To communicate at local / country level, local knowledge is critical. We recommend closer consultation with Representations on in-country timing issues and not allowing the process to drive the timing. Attention needs to be paid to the translation of any slogans. The presence of a Commissioner usually guarantees media coverage, but the issues may be specific to the Commissioner rather than the campaign, use with care. We do not recommend repeating the use of art installations at future events. We do recommend including success stories involving real people, which are always appreciated by journalists. Qualitative KPIs (e.g. tonality, share of voice and message penetration) for PR should be specified at the outset and made available throughout the campaign via an on-line dashboard.

We recommend that advertising and PR activities are better integrated in future campaigns. PR case study examples should reinforce the main messages of the campaign. Attention

¹⁴ Experience from the European Central Bank (ECB) suggests that developing a truly effective approach to corporate campaigning takes time.

needs to be paid to the relationship between the deadlines of the various media and the advertising timetable so that articles reinforce the advertisements.

Introduction

This document is the Final Report of the Evaluation of the pilot corporate communication campaign (the pilot) designed and implemented by HAVAS Worldwide in Germany (DE), Spain (ES), Finland (FI), Latvia (LT), Poland (PL) and Portugal (PT). This Final Report is submitted by Coffey International Development (Coffey) and Deloitte to Directorate-General Communication (DG COMM) of the European Commission.

The purpose of this Report is to provide evaluation results, conclusions and recommendations to DG COMM, on the performance of the pilot. This Report is structured as follows:

- **Chapter 1: Context and scope of the campaign:** describes the background to the pilot campaign, the objectives of the evaluation and the evaluation questions to be answered.
- **Chapter 2: Evaluation objectives and methodology:** provides an overview of the goals of the evaluation, the questions to be answered and the methods to collect and analyse data to do this.
- **Chapter 3: Evaluation questions** provides answers to the evaluation questions set drawing on the different sources of evidence taken into account throughout the evaluation process, on the below themes:
 - Reach and recall effect of the campaign
 - Extent that HAVAS achieved its KPIs for Advertising, PR, e-PR and Digital
 - Impact and relevance of the federating message of the campaign
 - Relevance and usefulness of content and specific messages for the target audiences
 - Relevance and sustainability of the campaign
 - Cost efficiency of the campaign

This report is accompanied by two separate documents containing the Annexes, as follows:

- **Annexes Part 1:**
 - **Annex 1A:** reports on **campaign launch events** in Berlin, Helsinki, Lisbon, Madrid, Riga and Warsaw.
 - **Annex 1B:** summary of results from the TNS studies¹⁵ launched to monitor the campaign.
 - **Annex 1C:** results of the Ipsos MORI **on-line survey** carried out with the members of the public in five of the six target Member States.
- **Annexes Part 2:** results of **focus groups** held with members of the public in the six target Member States.

1. Context and scope of the campaign

This section provides a concise overview of the background to the pilot, including the political rationale for the pilot, the need to communicate and the implementation of the campaign.

¹⁵ TNS telephone surveys: Flash Eurobarometer 2004; Flash Eurobarometer 2006; Flash Eurobarometer 2009; Flash Eurobarometer 2012; Flash Eurobarometer 2014; Flash Eurobarometer 2015

1.1 The political context

The 2010-2014 (Barroso II) Commission

In the political guidelines for the Commission 2010-2014, President Barroso recognised that there was a need to rekindle "*a passion for Europe, a new pride and feeling of connection between the EU and its citizens*"¹⁶. To achieve this, it was suggested that there was a need to communicate with greater clarity and strength the political priorities, which are delivered collectively by the Commission and other EU institutions.

The Working Methods of the Commission 2010-2014¹⁷ placed new emphasis on the importance of communication, stating that successful external communication is "*firmly anchored in the principle of collegiality*". Yet the allocation of communication resources was based on individual portfolios, without specific resources for corporate communication on major political priorities.

In its Communication "A Budget for Europe 2020 – Part II"¹⁸, the Commission emphasised that "*more efficiency in communication to the public at large and stronger synergies between the communication activities of the Commission are necessary to ensure that the Union's political priorities are communicated effectively*".

The proposed legal bases of the programmes under the 2014-2020 Multiannual Financial Framework (MFF) contained a **corporate/institutional communication clause**. This provision allowed for the funding of communication actions on the political priorities of the Union through contributions from the individual programmes' budgets. This was designed to allow DGs to pool resources together to fund corporate communication operations, which is what made the financing of the pilot possible.

The Communication to the Commission "Corporate communication under the Multiannual Financial Framework 2014-2020"¹⁹ issued in September 2013 aimed to make the corporate communication clauses operational. This is the first time that corporate communication at Commission level has been funded by **pooling together the resources of multiple DGs**, and hence the 2014 corporate communication campaign project was envisaged as a pilot exercise. The aim of the pilot, defined in the Communication, is to define a range of possible options for communication activities whose implementation can shape the future approach to corporate communication.

The 2014-2019 (Juncker) Commission

In the European Parliament on 15th July 2014, Jean-Claude Juncker emphasised that trust in the European project is at a historic low and that it is critical to rebuild bridges in Europe after the crisis to restore European citizens' confidence: "*Citizens are losing faith, extremists on the left and right are nipping at our heels, our competitors are taking liberties. It is time we breathed a new lease of life into the European project*". His proposal was to renew the European Union on the basis of an Agenda for Jobs, Growth, Fairness and Democratic Change²⁰. Importantly, this agenda was to concentrate on the areas (10 political priorities)

¹⁶ José Manuel Barroso, Political guidelines for the next Commission, p.11 [online]: http://ec.europa.eu/archives/commission_2010-2014/president/pdf/press_20090903_en.pdf

¹⁷ Communication from the President: The Working Methods of the Commission 2010-2014,, C(2010)1100, 10.02.2010

¹⁸ COM(2011) 500/II final, 29.6.2011

¹⁹ Communication to the Commission from Vice-President Reding and Commissioner Lewandowski In Agreement with President Barroso: Corporate communication under the Multiannual Financial Framework 2014-2020, SEC(2013) 486 final

²⁰ Jean-Claude Juncker, A New Start for Europe: My Agenda for Jobs, Growth, Fairness and Democratic Change, Political Guidelines for the next European Commission, 15 July 2014 [online:] http://ec.europa.eu/about/juncker-commission/docs/pg_en.pdf

where the European Union is able to make a real difference. This notion is to an extent being taken forward in the pilot, which features concrete EU-funded projects.

The 10 political priorities set out by President Juncker provided the basis for the Commission's 2015 Work Programme²¹ and the political initiatives contained therein.

1.2 The communication focus

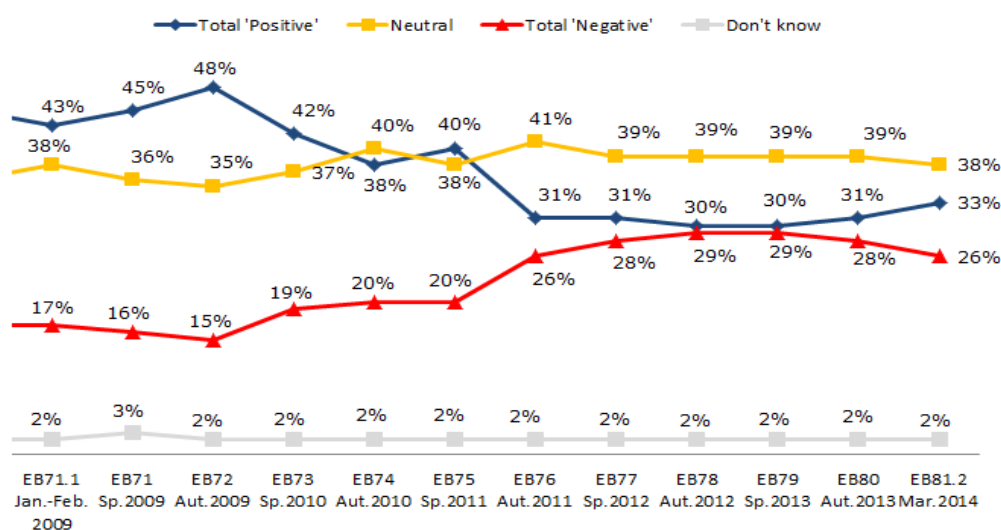
A number of factors were considered to be indicative of a growing gap between the EU and its citizens, as follows:

- positive image of the EU had been falling for a number of years;
- Trust in public institutions was at historically low levels;
- Citizens did not feel well informed about the EU;
- Citizens said that the EU needed a clearer message.

According to the Eurobarometer survey conducted prior to the campaign in March 2014²², a quarter of respondents at that time had a **negative image of the European Union** (26%). From the peak in the autumn of 2009 to March 2014, 15% of European citizens who previously had a positive opinion of the EU had changed their position (see figure below). Levels of positive opinion were going down and negative opinion was rising. Yet the proportion of the population who felt neutral about the EU has remained relatively constant.

Figure 1: Perceptions of the EU over time

Q48. In general, does the EU conjure up for you a very positive, fairly positive, neutral, fairly negative or very negative image? - %EU



Source: Special Eurobarometer 415, p.55

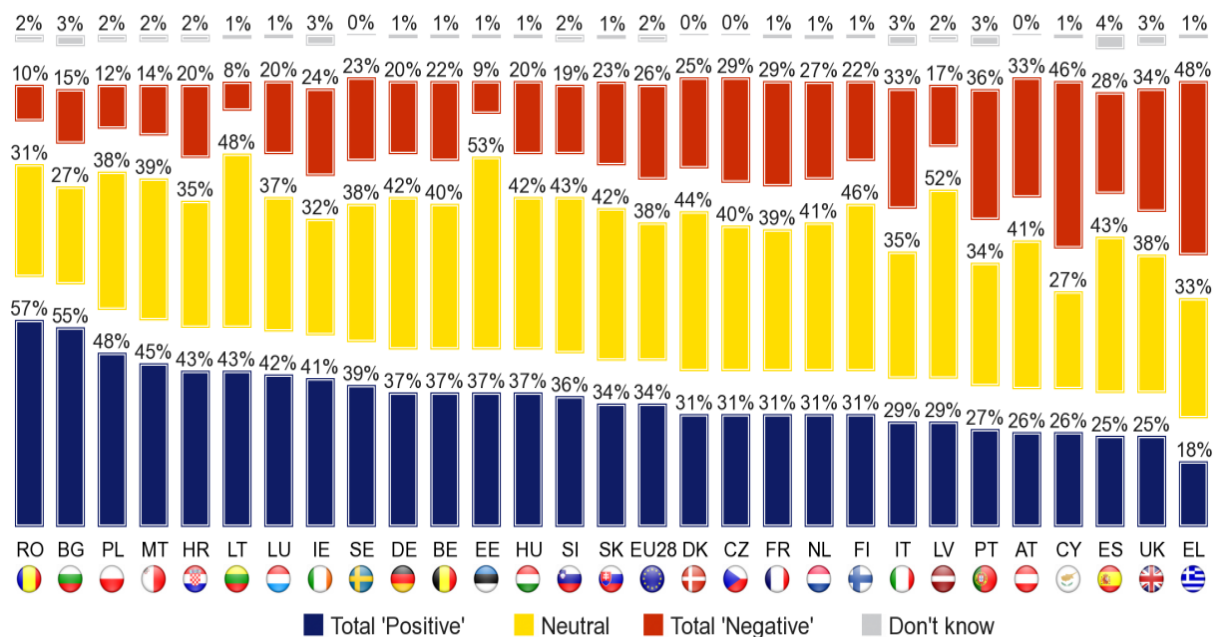
At the same time, it was evident that citizens' perceptions of the EU were not homogenous across the Member States.

²¹ http://ec.europa.eu/priorities/work-programme/index_en.htm

²² Special Eurobarometer 415, "Europeans in 2014". It should be noted that later editions of this study exist, but this edition is quoted because it is part of the background context to the campaign.

Figure 2: Image of the EU in different Member States

QA8. In general, does the EU conjure up for you a very positive, fairly positive, neutral, fairly negative or very negative image?



Source: Special Eurobarometer 415, p.58

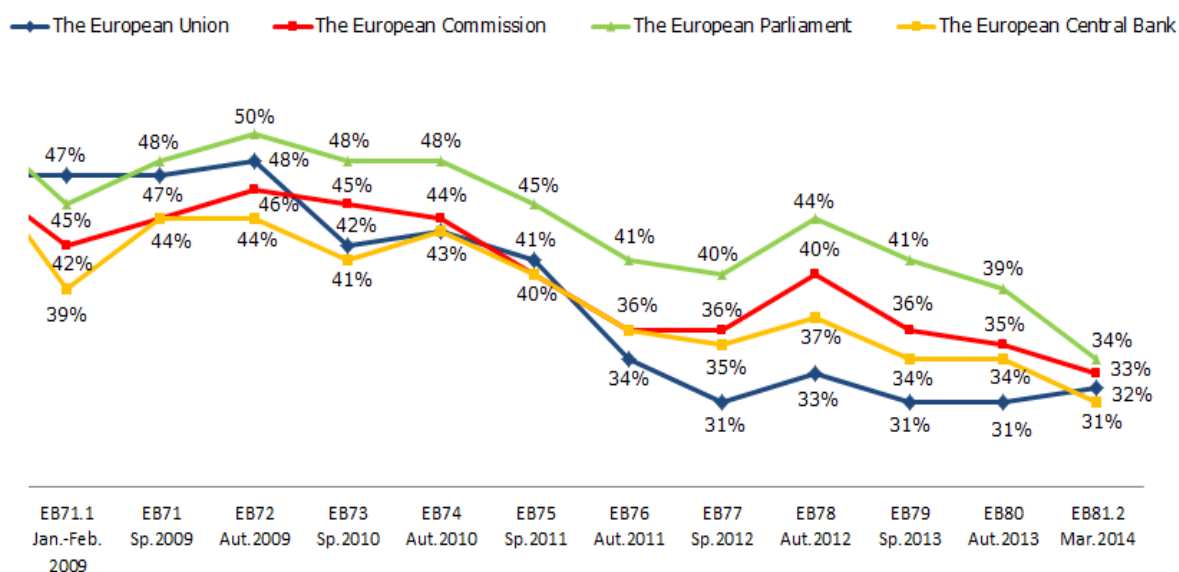
In 18 Member States, a majority of people had a neutral image of the EU, with over 50% in Estonia (53%) and Latvia (52%). Positive opinion outweighed negative opinion in 21 Member States, with over 50% of respondents saying that the EU had a positive image in two countries: Romania (57%) and Bulgaria (55%).

A further socio-demographic analysis conducted as a part of the Eurobarometer 415 showed that:

- Men (36%) are more likely than women (31%) to have a positive image of the EU
- 43% of 15-24 year-olds had a positive view of the EU (30% of people aged 55 +)
- Respondents who finished their education aged 20 or over were a lot more positive about the EU (41%) than people who left school aged 15 or below (23%).

With regards to citizens' **trust** in the European institutions, this was at its lowest ever level in March 2014. Less than a third of Europeans (32%) said they tend to trust the EU; six out of ten people (59%) tend not to trust the EU. The level of trust in the EU and its institutions (European Parliament, European Commission and European Central Bank) had generally reduced over time, with the level of trust similarly low in all four, at 31-34%.

Figure 3: Trust in the EU in different Member States



Source: Special Eurobarometer 415, p.50

Furthermore, data from previous Eurobarometer surveys (e.g. EB 79–Spring 2013²³) suggested that 80% of Europeans felt that the EU needed a clearer message. At the same time, the main issues recognised by the new Commission in 2014 were concerns over growth and jobs.

Based on Eurobarometer data, the EU's key communication challenge was **to provide a clearer message showing EU support to address citizens' key concerns and thereby increasing trust in the EU.**

1.3 Overview of the campaign

This Chapter provides a description of the pilot drawing on the documents and files provided by DG COMM, as background information. It is intended to highlight the thinking behind the campaign concept, which is critical to ensuring an appropriate assessment.

1.3.1 New corporate approach

This campaign brought together four new elements in the Commission's communication:

1. **A new way of financing communication and putting in place a governance structure for this approach:** pooling resources from a number of Directorates-General (DGs) to communicate effectively what the EU achieves collectively, not just what is achieved by the individual Commission services. The campaign's final contracted budget amounted to €13,090,075²⁴.
2. **A new way of structuring of messages:** one main federating message instead of explaining each EU programme and policy. The federating message was required to

²³ Standard Eurobarometer 79/ Spring 2013: "Public Opinion in the European Union"

²⁴ Invitation to submit bids No COMM-A1/20/2014, Annex 1: Terms of Reference and amendment 1 to the specific contract.

communicate a key fact about the EU, be translated in all EU languages and be broadly relevant, so that it could be reused in future years²⁵.

3. A decision to **target 'neutrals' based on audience segmentation** to address the concerns of the neutral group in the target MS. It was decided that raising awareness for people who feel positive or negative about the EU would be a collateral benefit²⁶.
4. A new focus on **monitoring and evaluation**: the implementing agency was required to set KPIs for reach and recall; propose an operational monitoring and interim evaluation plan to allow adjustments to the on-going campaign and provide weekly monitoring reports.

1.3.2 Campaign goal

The overarching goal of the campaign was to provide an **opportunity for every citizen in the six Member States to reach a more informed view of the EU**, its policies and programmes and the extent to which they contribute to growth and job creation. The pilot was implemented in **six countries** with the message: **'The European Union: Working for You'**. The message was translated into seven languages²⁷ and a specific theme was set for each country (see below). A common visual identity was established for the adverts, using the EU emblem.

Table 1: Campaign messages and themes

Message		Principle theme of the launch event	Adverts shown
DE	Die EU. Für Sie da.	Consumers in the Digital Single Market	Online consumer protection; Youth; Green jobs
ES	Unión Europea: trabajando para ti	Creating green jobs	Green jobs; Entrepreneurship / Innovation; Online consumer protection
FI	Euroopan unioni – Työtä sinun hyväksesi	Inclusion for the elderly	Help for the elderly; Entrepreneurship / Innovation; Online consumer protection
LV	Eiropas Savienība strādā mūsu labā	Helping students and first- time job seekers	Youth; Entrepreneurship / Innovation; Online consumer protection
PL	Unia Europejska: Pracujemy dla Ciebie	Entrepreneurship/SME's	Entrepreneurship / Innovation; Green jobs; Youth; Supporting farmers ²⁸
PT	União Europeia: trabalhamos para si	Technological innovation	Entrepreneurship / Innovation; Green jobs; Online consumer protection

²⁵ Request for a Communication Action: Corporate communication pilot, RC/2014/COMMA1_10/COMM, p.4.

²⁶ Idem, p.3.

²⁷ Finland has two official languages: Finnish and Swedish

²⁸ The "farmers" advert was only shown in wave 2 of the pilot campaign.

1.3.3 Campaign activities

The campaign was comprised of three main strands, which are described in more detail below:

- **Advertising:** TV, print and digital, including TV spots pre-roll on YouTube;
- **PR and e-PR activities:** launch events, on and off-line media coverage, social media paid and organic posts and Tweets on Facebook and Twitter;
- **Website:** showing the proof of EU support for EU citizens

Advertising: the advertising campaign consisted of six videos (30 second-long clips), six press advertisements and dedicated web banners. Each advert gave a snapshot of a specific EU funded project. In each country, three different clips and their corresponding print adverts were shown: one focussed on the target country, and the other two illustrated an EU project from a different country. The advertising campaign was rolled out in two waves: in November-December 2014 and January-March 2015 (see below)²⁹. The duration of the TV advertising campaign was twice as long in **Finland, Poland and Latvia**.

Figure 4: Timeline of the two advertising waves

MS	Wave 1:			Wave 2		
	TV	Print	Digital	TV	Print	Digital
DE	28 Nov-11 Dec 2 weeks	29 Nov-27 Dec 4 weeks	4.5 weeks	18 Jan-31 Jan 2 weeks	22 Jan-18 Feb 4 weeks	18 Jan- 18 Feb 4.5 weeks
ES	29 Nov-13 Dec 2 weeks	29 Nov-13 Dec 2 weeks	4.5 weeks	16 Jan-30 Jan 2 weeks	16 Jan-27 Jan 1.5 weeks	16 Jan -16 Feb 4.5 weeks
FI	29 Nov-27 Dec 4 weeks	29 Nov-27 Dec 4 weeks	4.5 weeks	15 Jan-15 Feb 4.5 weeks	15 Jan-15 Feb 4.5 weeks	15 Jan-15 Feb 4.5 weeks
PL	01 Dec-29 Dec 4 weeks	01 Dec-17 Dec 2 weeks	4.5 weeks	12 Jan-08 Feb 4 weeks	15 Jan-12 Feb 3.5 weeks	12 Jan-12 Feb 4.5 weeks
PT	29 Nov-13 Dec 2 weeks	29 Nov-13 Dec 2 weeks	4.5 weeks	16.01-29 Jan 2 weeks	15 Jan-6 Feb 3 weeks	16 Jan-16 Feb 4.5 weeks
	TV		Print	Digital		
LV ³⁰	04 Feb-08 Mar: 5 weeks		04 Feb-08 Mar: 4 weeks	04 Feb-08 Mar: 4.5 weeks		

The goal was to show the clips on national TV channels and to feature the print adverts in well-known national titles (e.g. *Der Spiegel*, *El Mundo*, *Helsingin Sanomat*, *Gazeta Wyborcza*, *Correio Da Manhã*, *Diena*) in prominent places such as the back page.

PR and e-PR

The launch of the pilot campaign was organised around a set of six press conferences, which took place in the six countries selected for the campaign, as shown in the table below.

Table 2: PR plan

Where	When	Location	Activities
Madrid, Spain	22 July 2014	Square in front of the Reina Sofía Museum	<ul style="list-style-type: none"> • Street art work • Press conference

²⁹ Based on the HAVAS Interim Report, DG COMM data and the evaluation's calendar

³⁰ The advertising campaign in Latvia consisted of a single wave

Berlin, Germany	14 November 2014	Main train station	<ul style="list-style-type: none"> • Art work on the floor • Press conference
Helsinki, Finland	18 November 2014	Lasipalatsi restaurant	<ul style="list-style-type: none"> • Artistic installation on the street (video) • Press conference
Lisbon, Portugal	20 November 2014	Torreão Nascente da Praça do Comércio	<ul style="list-style-type: none"> • Artistic installation • Press Conference
Warsaw, Poland	1 December 2014	SKWER (exhibition venue in the Old City)	<ul style="list-style-type: none"> • Artistic performance indoors • Press conference
Latvia, Riga	4 February 2015	House of Europe	<ul style="list-style-type: none"> • Artistic installation in a nearby shopping centre • Press Conference

The press conferences were intended to mark the official start of the campaign at national level in the capital cities. In addition to a press conference, in each location a work of art or installation had been created with a view to increasing media interest. The art work was intended to be a hook for the audio-visual media and the original concept was to link the art work with projects showing how EU support has been provided in each country. In addition to the PR plan, an e-PR plan was designed to "reach the largest number of connected communities and deliver the right messages on EU actions at the local level"³¹.

After having identified social media channels, defined key messages, and agreed on the timing and calibration of the device sponsored posts, the plan was launched in line with the following timing³²:

- Teasing phase before street art event;
- Reveal the stunt and live tweeting PR event;
- "Making of" video of the street art for social media use;
- Interviews with key stakeholders at the launch events for social media use;
- Relay different spots of the campaign.

The e-PR plan revolved around the use of three different channels: Facebook, Twitter and YouTube.

Website

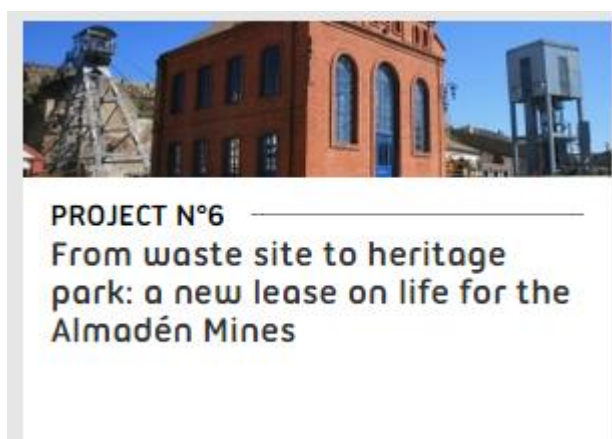
The third strand of the campaign was the website www.euworkingforyou.eu.

The objective of the project was to provide people with additional information about projects funded by the EU. A total of 80 projects financed by 16 Directorate-Generals of the Commission, including the one presented in the figure below, were thus collected, and showcased on the website.

³¹ HAVAS Interim Report, , December 2014

³² HAVAS Interim Report, , December 2014

Figure 5: Example of project on the website



The website went live at the end of November, and was available in nine languages: English, German, Spanish, Finnish, French, Latvian, Polish, Portuguese and Swedish.

1.3.4 Approach to monitoring and evaluation

The approach to monitoring and evaluation consisted of:

- Pre-tests
- TNS surveys
- HAVAS's on-going monitoring
- The present evaluation carried out by Coffey and Deloitte, which included a series of Ipsos MORI surveys in the six countries and focus groups.

The timeline of the monitoring and evaluation mechanisms in relation to the pilot campaign's advertising roll out in the six countries is presented in the figure below.

Figure 6. The campaign's monitoring and evaluation timeline

	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
Advertising EU-15:			Wave 1		Wave 2			
Advertising LV:						One wave only		
Pre-tests			EU-5	LV				
TNS survey: Wave 1	ES		FI, PL, PT, DE		LV			
TNS survey: Wave 2				EU-5				
TNS survey: Wave 3						EU-5	LV	
TNS survey: Wave 4							EU-6	
Monitoring								
Evaluation								
Ipsos surveys MORI					ES, PT	DE, FI, PL	LV	

Pre-tests

A few weeks prior to the launch of the TV campaign, the TV clips were assessed by a series of pre-tests (focus groups) carried out by TNS with members of the public in the six campaign countries.

TNS telephone surveys

As a part of the internal campaign monitoring, DG COMM launched four waves of TNS surveys. Wave 1, used as an initial baseline (i.e. not measuring the effects of the pilot), took place prior to the campaign's implementation. Waves 2 and 3 took place during and between the two advertising waves. Wave 4 was the post-advertising survey.

All of the surveys were conducted by telephone (landline and mobile) and comprised interviews with a representative sample of 1,000 members of the public aged 15 and over in each of the countries. Results from TNS telephone surveys are provided in the Annex 1B.

HAVAS's ongoing monitoring

HAVAS's on-going monitoring and evaluation approach consisted of five elements:

- Artemis, HAVAS Media's specialist data management capability;
- Ad-Effect, a tool developed by HAVAS's partner TNS;
- A PR monitoring tool developed by Kantar media;
- Google analytics; and
- Facebook Insight.

Evaluation – Ipsos MORI surveys

As a part of this evaluation, Ipsos MORI conducted an online survey of participants in the six campaign countries. The survey was timed to take place immediately after the second wave of TV advertising.

The details of the survey's organisation are described in the next section of this report, and the full results and findings are presented in Annex 1C.

2. Evaluation objectives and methodology

2.1 Overview

In November 2014, DG COMM contracted Coffey and Deloitte to conduct an evaluation of the pilot campaign. The evaluation is intended to provide evidence to confirm the relevance, effectiveness, efficiency and sustainability of the pilot corporate communication campaign approach, by answering following questions.

Table 3: Evaluation Questions

Evaluation area	Questions
1) Reach and recall effect of the campaign	1.1 What was the overall reach and recall effect of the campaign and what was the reach and recall effect on different segments of the audience (per country, on those with positive, neutral or negative opinion of the EU, on those living in urban areas or in villages, on those belonging to younger or older age groups)?
	1.2 What influenced the trends of the reach and recall effect in the different countries and target groups?
	1.3 Is there evidence that people might remember the campaign? To what extent have people remembered the campaign's messages/events/communication products?
2) Performance of each activity: *Advertising (TV, print, digital), * PR (launch event), * e-PR (social media engagement), * paid FB and Twitter promotion	2.1 To what extent has the campaign reached its objectives?
	2.2 Where expectations have not been met, what factors have hindered their achievement?
	2.3 What was the relative contribution of the different activities to the reach and recall objective?
	2.4 To what extent were the activities suitable to reach out to the target audience (neutrals)?
3) Impact and relevance of federating message	3.1 Was the campaign perceived positively in each country, in each language?
	3.2 Did the campaign pass the intended message through to the audience?
	3.3 Was it convincing? To what extent was it perceived as authentic and relevant?
4) Relevance and sustainability of the campaign's content and specific messages	4.1 To what extent were the chosen messages understandable for audiences in the target countries
	4.2 Were the messages positively received by audiences in the target countries?
	4.3 Were the messages coherent and complementary to each other and to the federating message?
5) Relevance, effectiveness and sustainability of the campaign as a whole	5.1 To what extent has the campaign proved effective at getting out an EU message to a large, broad-based audience?
	5.2 To what extent has the campaign proved relevant to audiences in each country?
	5.3 Has the campaign been undertaken at the right moment in each target country?
	5.4 To what extent has the campaign had an impact on people's opinion and trust?
	5.5 To what extent is the impact of the campaign likely to last?
6) Cost-efficiency	6.1 Were the communication activities cost-effective in comparison to their

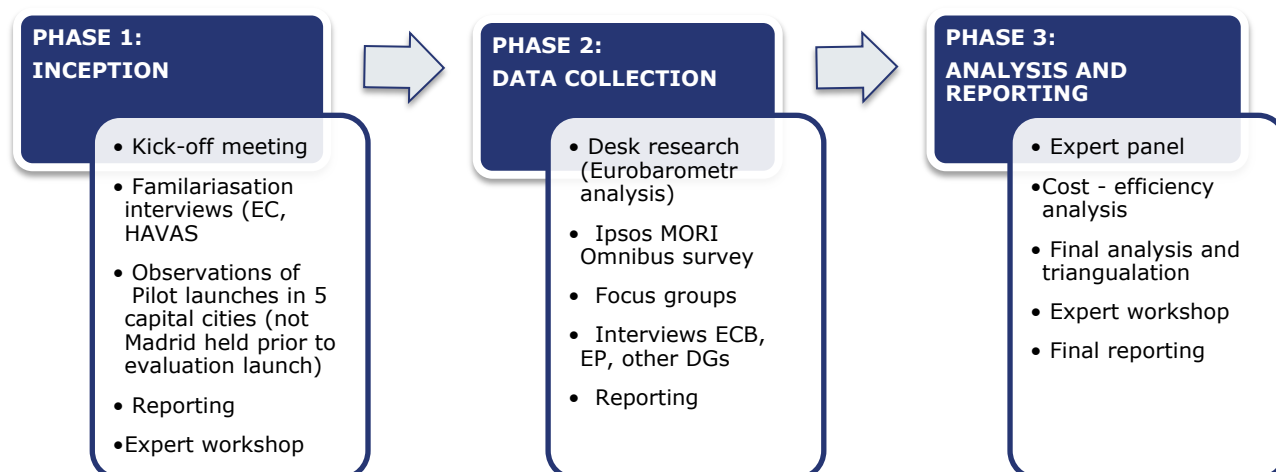
	outcomes?
	6.2 Could the same results have been achieved with less funding?
	6.3 Was the material produced at a reasonable cost in comparison to its reach?
	6.4 How could approaches, activities and the level of financing be changed (prioritised) to generate greater levels of awareness, with greater cost effectiveness/efficiency?
7) Evaluation	7.1 Was the overall evaluation process / methodology to obtain credible and accurate information about the effect of the campaign appropriate? (Incl. TNS and IPSOS surveys)
	7.2 What could be improved in the evaluation process to learn more about the effects of the campaign and about the target audience?
	7.3 What evaluation process / methodology could be used to improve overall campaign results? (incl. scoping and pre-testing the campaign)
8) Conclusions	8.1 What were the key achievements of the campaign?
	8.2 What are the key areas for improvement?
	8.3 What are the key learning points for improving the coherence, effectiveness, relevance and cost-efficiency of EU communication?

Answers to the above questions (sections 1 – 7) are provided in Chapter 3 of this report. Questions on conclusions are answered in the Executive Summary of this document.

2.2 Summary evaluation approach

The Commission took a much more comprehensive approach to monitoring the roll out of the campaign and its outcomes than is currently standard practice in European Commission communication campaigns. Our evaluation strategy was to complement and not duplicate the data that would be captured as part of the campaign process. The evaluation aimed to provide new insights, for example by testing prompted recall and target audience reactions to the different adverts.

The evaluation methodology was to conduct research on primary data designed and gathered by the evaluation team and to review existing and new data generated by the campaign monitoring and TNS public opinion surveys. Evaluation activity was grouped in three distinct phases, which are highlighted below. To reduce the length of this document we do not describe each evaluation activity in detail here. Each evaluation activity is described in detail, including the exact methodology used in the Annexes to this document.



2.3 Challenges and risks

There were a number of challenges and risks associated with this evaluation.

First of all, the **nature of the intervention** (the pilot campaign) is in itself difficult to measure. While the campaign designers have indeed carefully planned the campaign, at least some aspects of the intervention will always remain unscripted. For example, it is hard to determine with the diffuse media of television or the Internet who has been reached by a campaign, through which channels (the treatment) and to what extent (dosage). Mechanisms to measure communication campaign outcomes are imperfect because it is not possible to have absolute certainty about how an intervention worked and for whom.

Furthermore, there is the challenge of **context and confounding influences**. The pilot campaign was designed to affect an outcome (reach people with a memorable message) that can be affected by a complex and broad set of factors. As a result, it is difficult to isolate the effects of the pilot on audiences and target groups.

What is more, in order to generate outcomes beyond for example basic reach and recall campaign designers need to map:

- the prevailing awareness, knowledge and / or understanding of specific target group segments before the intervention and the reasons behind this starting point;
- the messages, and the channels and tools that will deliver these messages to the target groups and the
- the desired target group response to the communication intervention and the measurement thereof.

In other words, campaigns need to be based on theory of change³³. HAVAS made an effort to target the campaign to persons with a neutral stance towards the EU, people of certain age groups, in defined countries. However, it was clear from the outset that the targeting could not be exact and exclusive of other groups. Although the campaign did not expressly aim at changing attitudes or behaviour, this was nevertheless mentioned as a potential long term objective. For this to happen, **the campaign design** should be based on an underlying theoretical framework, log frame or **intervention logic** which was not the case for this campaign. Lack of such tool at the outset of the campaign's design made the evaluation a challenging endeavour.

Finally, since the pilot took advantage of broad-reaching media such as TV and the Internet, it was not possible to define **control** or **comparison groups**³⁴ within the six countries where the campaign took place.

The table below presents the particular risks associated with this evaluation and the mitigation strategies adopted by the evaluators.

Table 4: Evaluations challenges /risks and mitigation strategies

Challenge / Risk	Mitigation strategy
Difficulty in constructing a 'counterfactual' to measure what would have happened in the	Whilst we did not construct a counterfactual, we took utmost care to triangulate any findings

³³ At its most basic, a theory of change explains how a group of early and intermediate accomplishments sets the stage for producing long-range results. A more complete theory of change articulates the assumptions about the process through which change will occur, and specifies the ways in which all of the required early and intermediate outcomes related to achieving the desired long-term change to be brought about and documented as they occur. Source: The Aspen Institute – The Community Builder's Approach to Theory of Change

³⁴ By using control groups, it would, in theory, have been possible to have greater confidence in the impact of the campaign. However, even if control groups had been established, these groups could not have been considered representative for comparative purposes.

absence of the intervention: members of the target group cannot be isolated from exposure to the campaign.	relating to reach and recall.
As the evaluation was completed shortly after campaign implementation it was not possible to assess any possible long-term effects.	We measured the campaign's effects via an independent Ipsos MORI survey, incorporating a question about the campaign's impact on people's perceptions of the EU. In this report, we compared those with the TNS survey data.
The pilot generated vast amount of data. Sharing those between DG COMM, HAVAS and the evaluators might have been problematic.	At the outset of the evaluation it was agreed that DG COMM will send 'bi-weekly newsletters' containing all the data and information generated in the previous weeks. The newsletters were accompanied by ad-hoc communication when necessary.
The evaluation took into account vast amounts of quantitative data. There was a small risk of imperfect data.	We have carefully examined each set of data sent and inconsistencies were identified before the data were subject to analysis. When some inconsistencies could not have been resolved by the evaluators, we asked the contractor (HAVAS) for additional clarifications.
The evaluators were asked to attend the launch events in five of the countries. Although undoubtedly enlightening and useful, this was not foreseen in the Terms of Reference or the Proposal.	Attendance to the launch events was incorporated into the revised evaluation work-plan.
Comparable data on costs per campaign activity are likely to be hard to ascertain, due to the fact that we could only rely on data that is available from the campaign and not generate any new information.	We combined the detailed in-house examination of all available data with the rich experience of our external advertising expert, who provided valuable market insights.

3. Evaluation results

This section presents answers to the evaluation questions set by DG COMM. The answers are provided on a thematic / topical basis with a view to reducing overlap between areas.

The evidence for key findings are based on an integrated analysis of different data sources, which were plotted within the Evaluation Questions Matrix (EQM), the analytical framework that was developed during the inception phase of the project.

3.1 Reach and recall of the campaign

3.1.1 What was the overall reach and recall of the campaign in the target countries?

To assess this question we considered the results of the TNS and Ipsos MORI surveys, HAVAS data, as well as the pre-tests conducted prior to the campaign.

Two of the objectives selected for this campaign, as mentioned in the TOR were for:

- People to receive, understand and remember the corporate messages of how the EU, with its policies and programmes, positively affects their lives and the opportunities it opens up.
- People to recall the main message of the campaign "European Union. Working for you" and to associate it with the stories and the examples that were used in the campaign to illustrate it.

This section presents results on the overall reach and recall³⁵ of the campaign in the target countries, which we consider to be the 'reported outcomes' of the campaign. Reach can also be understood in terms of the 'outputs' of the different campaign channels as monitored by HAVAS, for example opportunities to see (OTS) and Gross Ratings Points (GRPs) for TV, which are described later under question 3.2.

Reach of the campaign

HAVAS's monitoring of the campaign provides information on the number of citizens that were reached by the campaign in the target countries. This is generally expressed in the number of contacts made with the target audience and the number of impressions achieved online. DG COMM also required HAVAS to calculate the estimated number of people reached in the different waves and by type of media, and to make a final estimation of overall global reach. Reach expresses how many people were potentially exposed to the campaign.

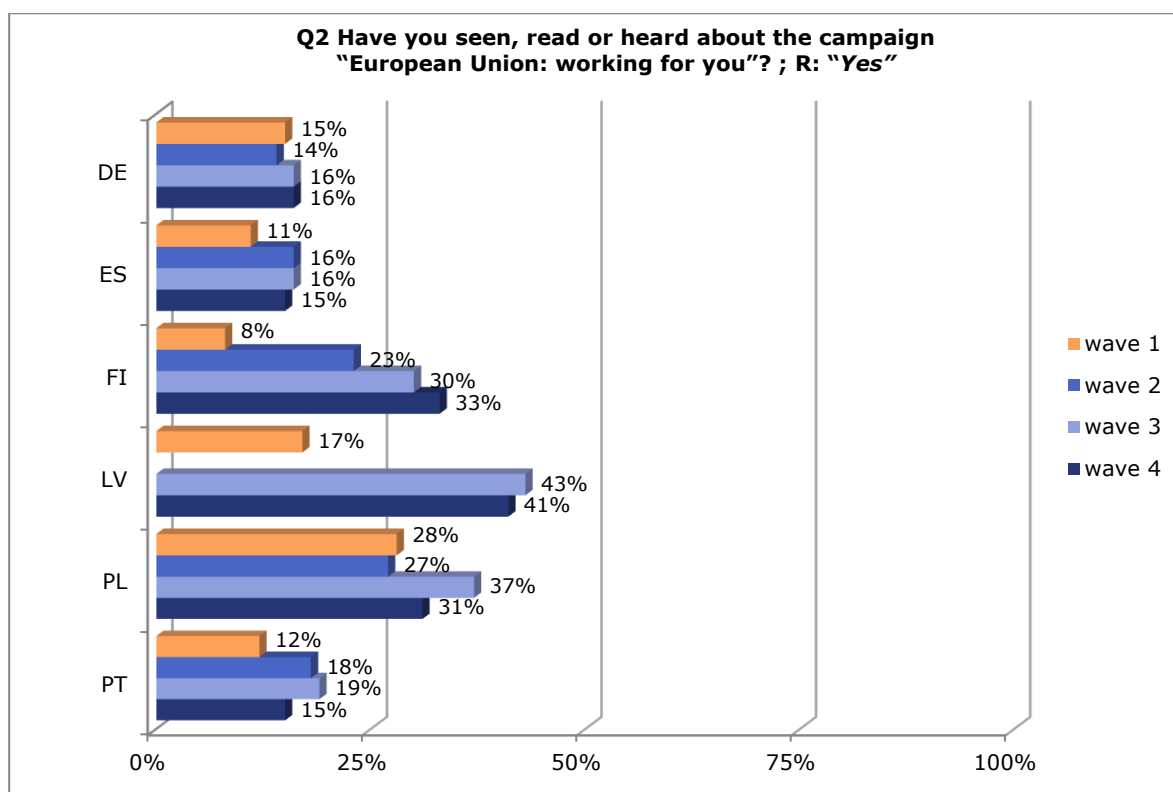
The results reveal that **115 million people were reached** with the campaign, and that the cost per person reached was of €0.08.

Recall of the campaign

In terms of recall, the results of the TNS telephone survey reveal that, when prompted with the campaign slogan, it is estimated that **at least circa 28 million citizens saw, heard or read about the campaign in Wave 1, whereas at least 33 million citizens saw, heard or read about the campaign in Wave 2.**

³⁵ According to the Barcelona Principles Advertising Value Equivalents are insufficient measures of advertising effectiveness. This campaign also considered recall as a measurement indicator. The Barcelona Declaration of Measurement Principles was developed by the International Association for the Measurement and Evaluation of Communication (AMEC).

Figure 7: Recall of the campaign by the campaign slogan per country³⁶



Source: TNS surveys: 2004, 2006, 2009, 2011, 2012, 2014, 2015, 2017.

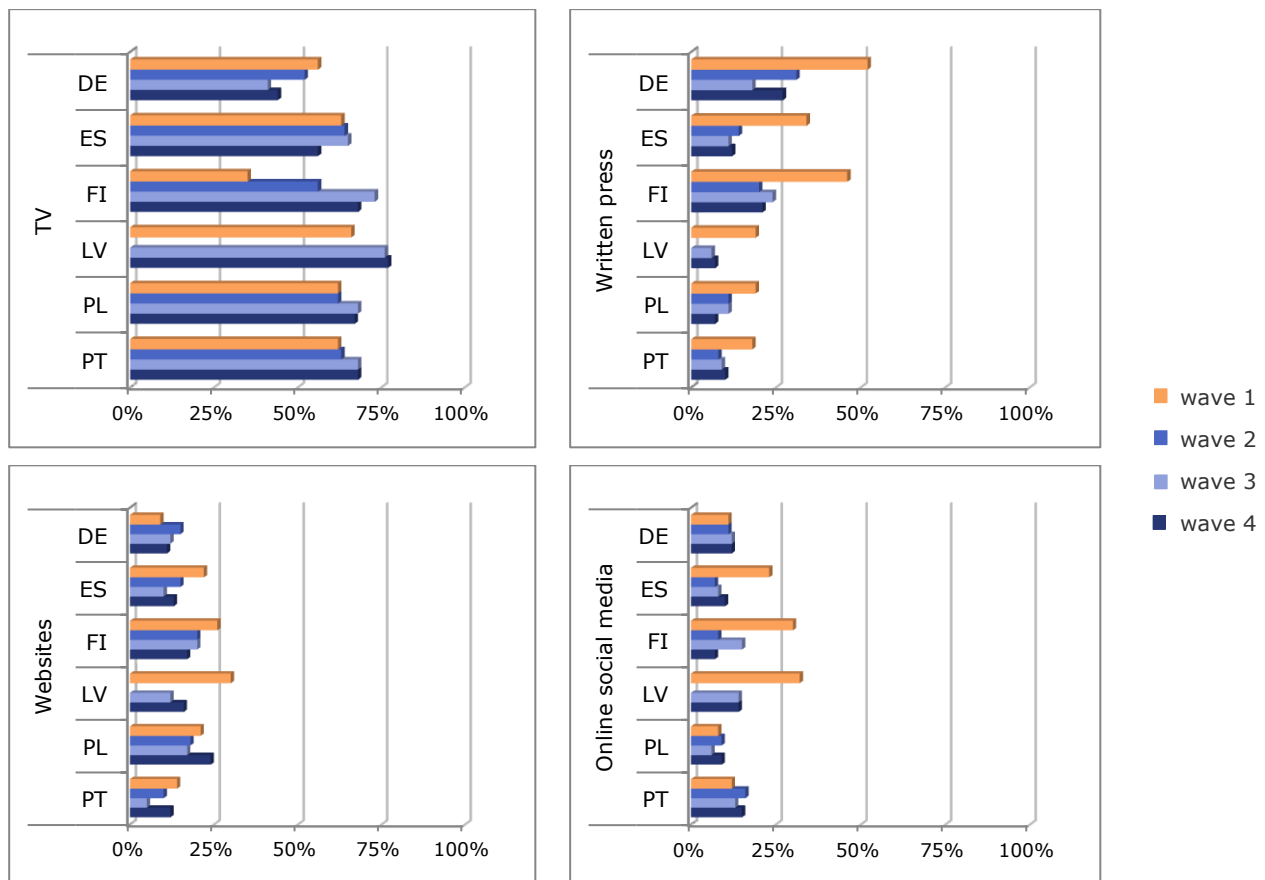
The results also suggest that there have been varying levels of recall of the campaign in the target countries which seems to be directly linked to the reach of the campaign in these countries. There are three countries: **Finland, Latvia and Poland**, where significantly higher percentages report that they have seen the campaign. In these countries, the number of citizens who saw the campaign rose to between a third of citizens and 43% (in Latvia).

Broadly, reach either stayed the same or increased from Wave 2 to Wave 3 of the survey, which corresponded to the two advertising waves. Wave 1 TNS survey figures refer to a situation where the campaign was recalled by a significant number of people even before the start of the campaign. This suggests that people's perception of seeing, hearing or reading about the "EU: Working for you" campaign might be influenced by other factors and by general information they might receive about the EU. Therefore, a more exact indication of recalling the campaign would have been to ask people whether they have seen the adverts shown in the campaign, as was done in both the TNS and Ipsos MORI surveys.

³⁶ Wave 2 of the TNS Survey was not conducted in Latvia. Wave one is included to show the pre-campaign baseline.

Figure 8: Recall of the campaign by channel

Q4a Did you see, read or hear about the campaign “European Union: working for you” through any of the following means....? (multiple answers possible)



Source: TNS telephone surveys: 2004, 2006, 2009, 2011, 2012, 2014, 2015, 2017.

Respondents that indicated that they had either seen one of the campaign adverts or claimed that they had seen, read or heard about the campaign, were then asked to indicate through which channels this had been the case. The results indicate that the **television adverts achieved greater levels of recall than the other mediums**. This confirms HAVAS's assessment that TV is the "top media in terms of reach in every country"³⁷.

When considered by country, **print adverts achieved proportionately better recall in Germany and Finland amongst respondents who say they saw the adverts**. For Germany, this is in line with HAVAS's strategy to "reach the core target by investing in print adverts"³⁸.

There is no indication from the results which websites the respondents refer to when they state that they have seen the adverts on websites.

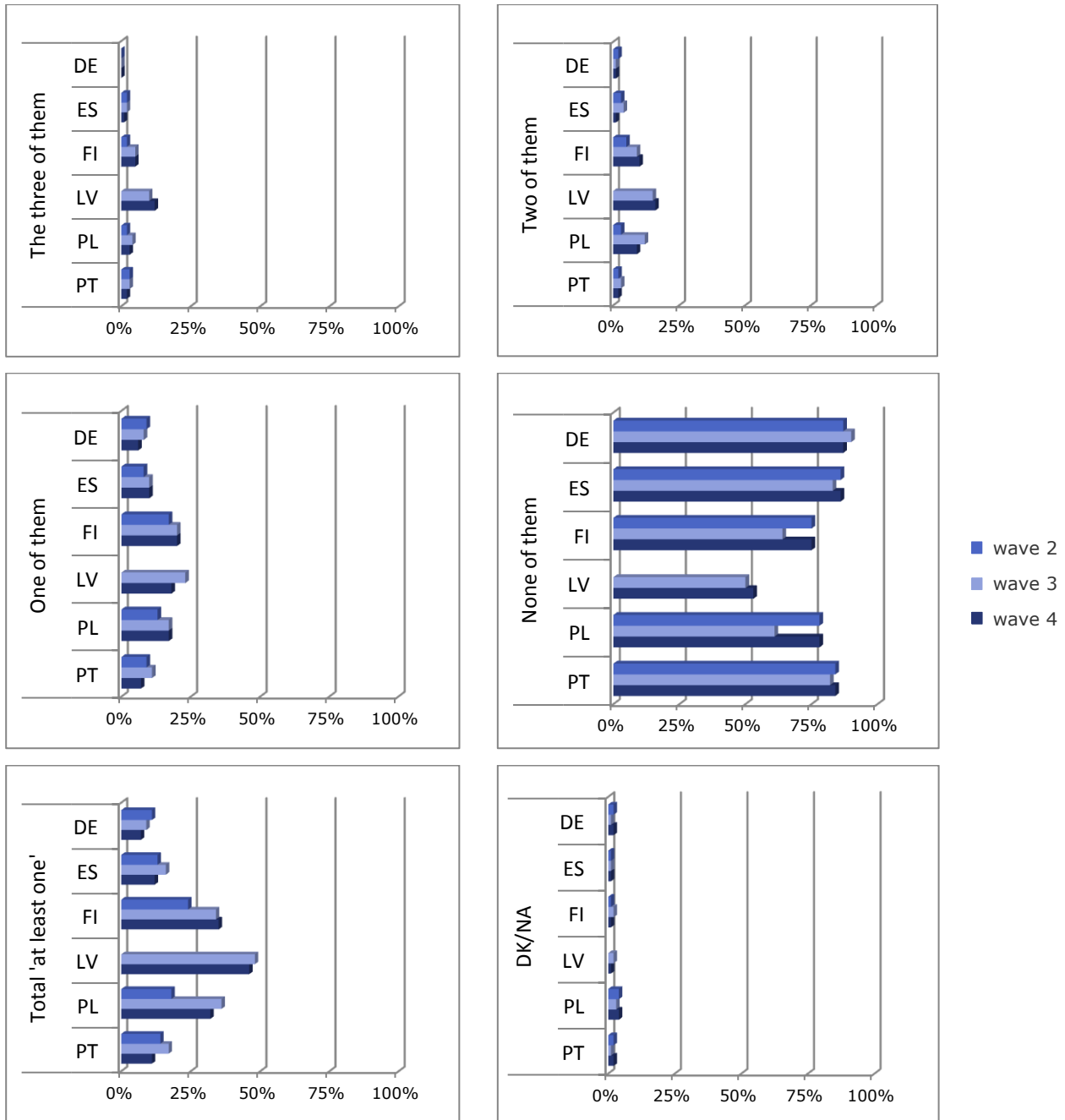
Again, when interpreting the results, caution should be taken, as the results for Wave 1 were higher than the majority of the outcomes in other Waves that took place once the campaign had actually started.

³⁷ HAVAS Interim Report, December 2014

³⁸ Idem.

Figure 9: Recall of the advertisements per remembered adverts³⁹

Q3a [Respondents were read descriptions of three advertisement campaigns that ran in their country] Have you seen...?



Source: TNS telephone surveys: 2009, 2012, 2014, 2015, 2017.

The TNS surveys also provide information on the number of respondents that indicated that they had seen one of the adverts after they were read descriptions of the three advertisements that were shown in their country.

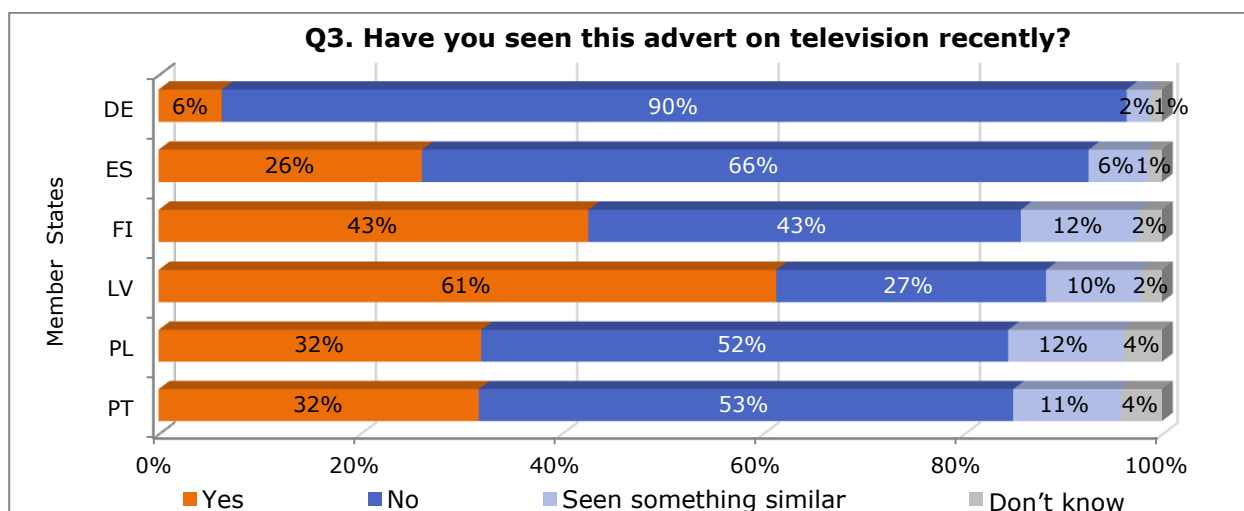
The results reveal that **circa 21 million citizens could recall at least one advert following the first advertising wave, and 28 million could recall at least one advert following the 2nd advertising wave. More than one third of the adult population**

³⁹ This question was not asked in Wave 1 of the TNS telephone surveys.

recalled seeing at least one advert in Poland, Finland and Latvia (43%). These figures are, therefore, consistent with the recall figures presented in Figure 7. In addition, following the end of the campaign, recall started fading in all countries except Finland.

The note of caution in the interpretation of these results is that respondents were asked to respond without seeing the advert, which could lead to mistakes in their appreciation of this question.

Figure 10: Visually prompted recall of the adverts



Source: Ipsos MORI survey 2015

The fact that on-line survey respondents were able to see an advertisement in the Ipsos MORI survey suggests greater certainty when they answered this question than those who answered the TNS survey.

Although it is not possible to make direct comparisons between results by percentage in the Ipsos MORI and TNS surveys, the Ipsos MORI and TNS survey results are similar in terms of country trends. As with the TNS survey, the Ipsos MORI survey suggests that there was a **high recall of the adverts in Latvia and Finland**. The on-line survey results show that more Latvian respondents reported that they had seen the adverts than did not (61% as opposed to 27%), whereas equal proportions of respondents indicated that they had or had not seen the advert in Finland (43%). The results for the other countries were 32% for Polish and Portuguese respondents, 26% for Spanish respondents and 6% for German respondents. In the case of Poland, the Ipsos MORI survey does not fully confirm the trend observed in the TNS survey.

It is also worth noting that visually prompted recall of adverts, collected through the Ipsos MORI survey, registered higher levels of recall in all countries, except Germany, than recall after a short description of the adverts, as presented in the TNS telephone survey. In Germany, the level of advertising pressure applied means that people were likely to have only seen the campaign once or twice and not the minimum of five or six times the adverts were seen by other nationalities.

Conclusion on overall reach and recall

The results from HAVAS's monitoring system suggest that 115 million people were reached by the campaign and that the cost per person reached was of €0.08.

In terms of recall, the TNS telephone survey suggests at least 28 million people recalled the campaign based on its slogan after the 1st advertising wave, and 33 million recalled it after the 2nd advertising wave. However, after having been provided with a description of the adverts, circa 21 million citizens could recall at least one advert in Wave 1, and 28

million could recall at least one advert in Wave 2.

For three countries, more than one in three citizens saw the campaign (Latvia, Poland and Finland). The campaign had the greatest reach and recall in Latvia and Finland, and the lowest in Germany. Finally, television adverts achieved greater levels of recall than the other mediums (print, websites and social media). The lower recall of the TV advert by German audiences seems to correspond to the low level of advertising pressure exerted in the TV campaign in Germany in comparison with other countries. This confirms the need for communications to be repeated to reinforce their impact.

3.1.2 What was the reach and recall on people with different views on the EU?

To assess this question we considered the results of the TNS telephone surveys and the Ipsos MORI on-line survey. One of the objectives of the campaign, as mentioned in the terms of reference of this evaluation, was to:

- Reach out to people for whom the EU conjures up a neutral image. Raising awareness among those for whom the EU conjures up a positive or rather negative image is a collateral benefit.

Reach effect of the campaign

It is not possible to measure the reach of the campaign among people with different views of the EU, based on the quantitative monitoring of the campaign carried out by HAVAS.

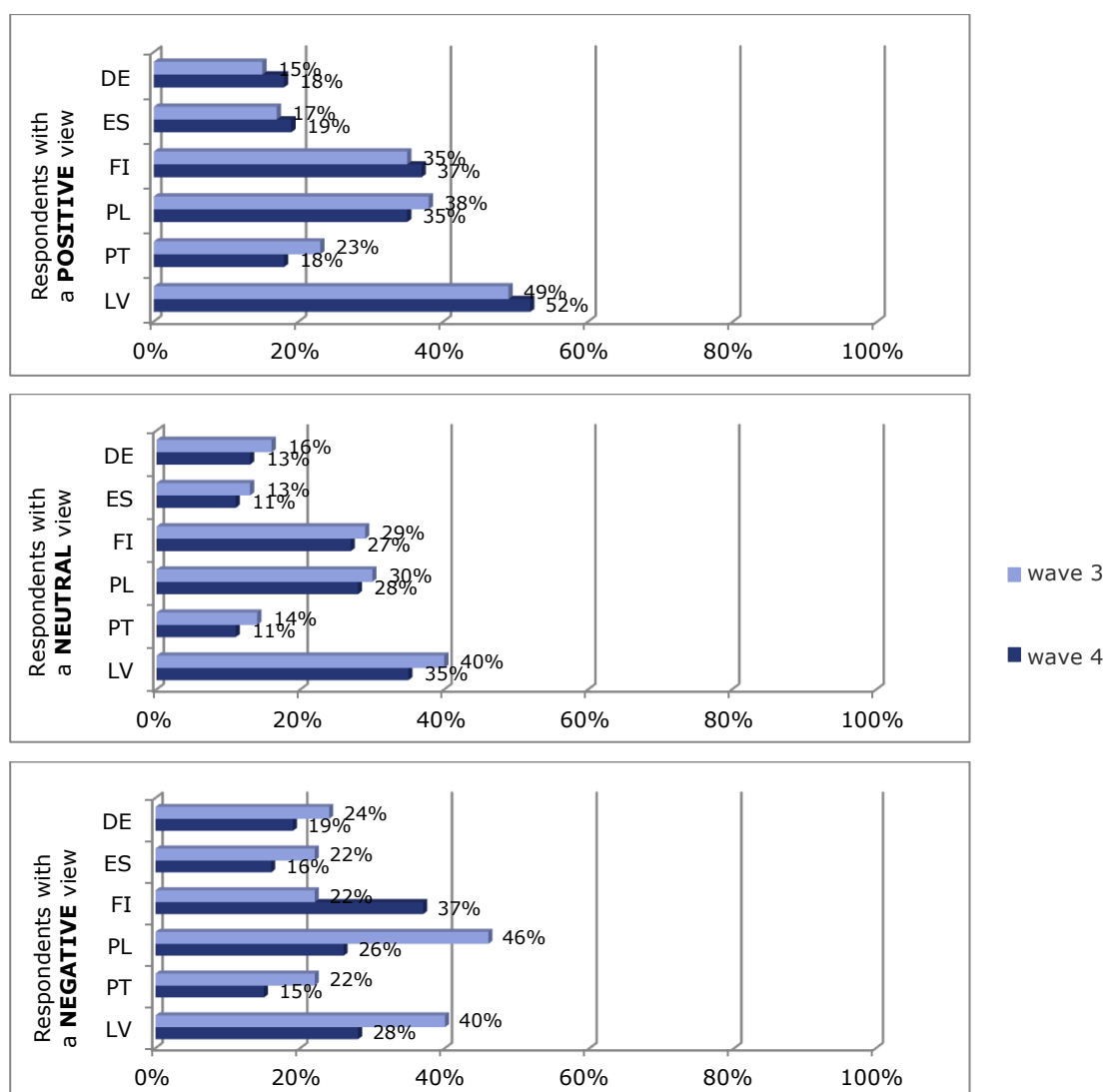
Recall of the campaign

It is possible to draw some conclusions in terms of the recall by looking at the data collected by TNS telephone surveys and the Ipsos MORI on-line survey. This data is, however, influenced by the attitudes of the people. Positives and negatives appear to be more strongly pre-disposed than neutrals to notice the campaign.

The below data was collected when individual respondents were provided with a description of the adverts over the telephone, rather than provided with actual adverts, as was the case in Ipsos MORI's survey.

Figure 11: Recall of the campaign in the countries, per view of the EU⁴⁰

Q2 Have you seen, read or heard about the campaign "European Union: working for you"?
R: "Yes"



Source: TNS telephone surveys: 2009, 2012, 2014, 2015, 2017.

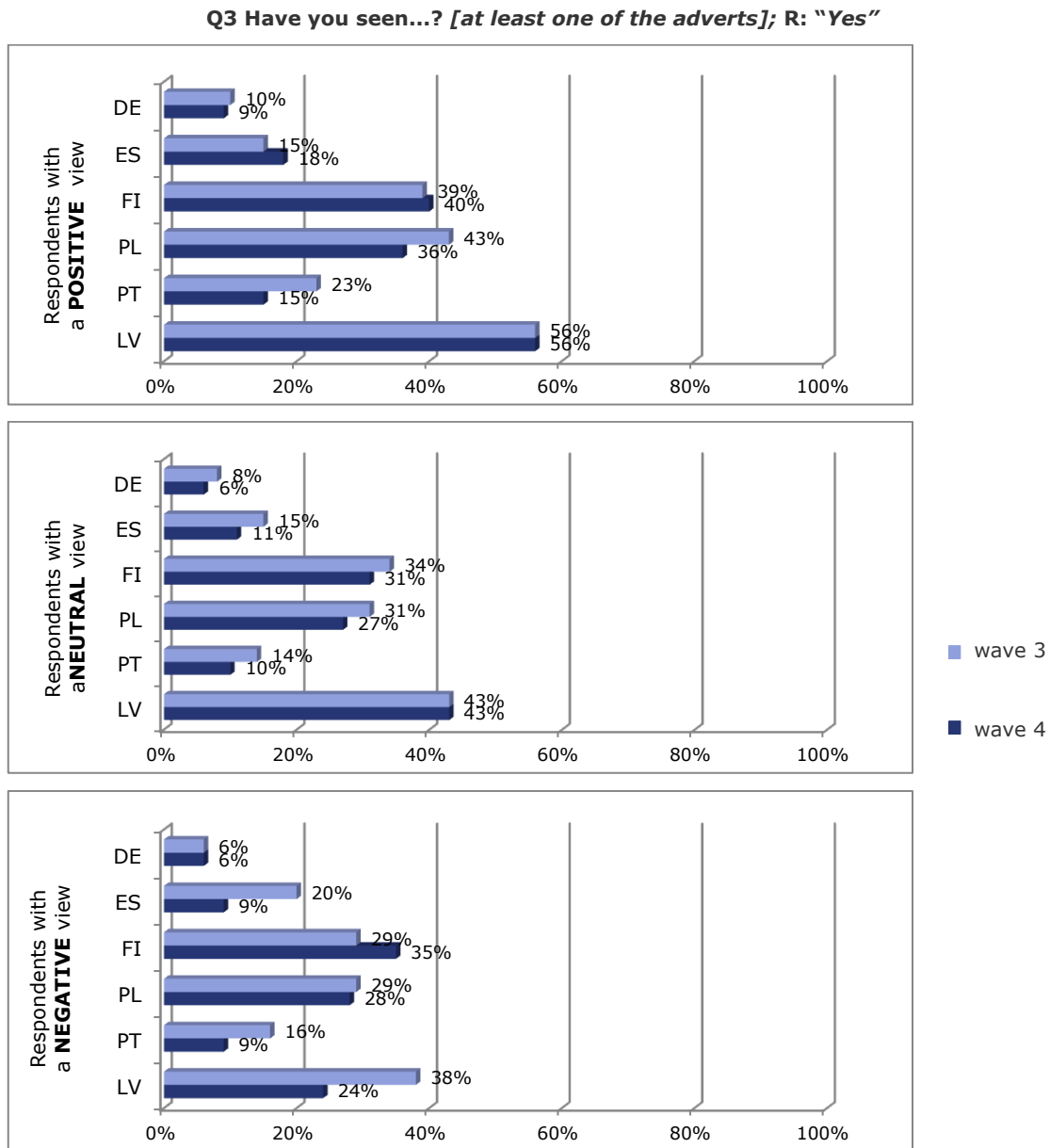
The results of Wave 3 of the TNS telephone survey show that in Finland, Portugal and Latvia more respondents with a positive image of the EU indicated that they had seen the campaign, whereas in Germany, Poland and Spain it was those with a negative image that were most likely to have seen the campaign.

In Wave 4, in all of the countries except Germany, most of the respondents who have seen the campaign had a positive image of the EU. In line with the results of Wave 3, in Germany it was the respondents with a negative image of the EU who were most likely to have seen the campaign.

The results of Wave 4 also reveal that in Germany, Spain, Finland and Portugal respondents with a neutral image of the EU were least likely to have seen the campaign.

⁴⁰ Data from the TNS telephone surveys for Wave 1 and Wave 2 did not disaggregate Q2 by respondents' views of the EU and is, therefore, not presented in the below charts.

Figure 12: Recall of advertisements, per view of the EU

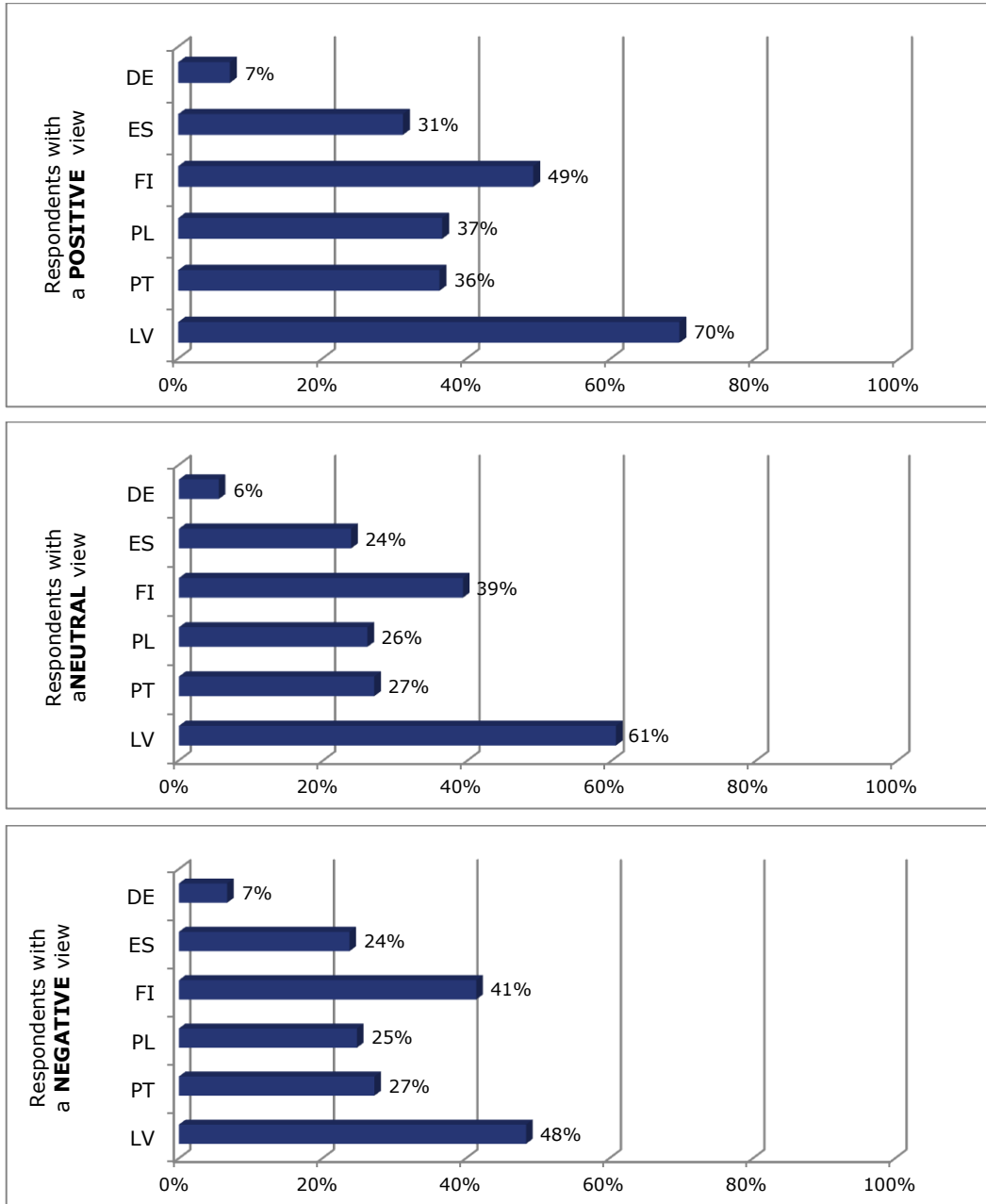


Source: TNS telephone surveys: 2012, 2014, 2015, 2017

After listening to descriptions of the three advertisements that were shown in their country, the highest levels of recall (56%) were reported among the Latvian respondents with the positive stance towards the EU, as visible from the graph above. **In all of the countries except Spain, people with a positive view were the most likely to recall at least one advert.** The response levels from respondents with neutral and negative opinion were similar. Although in Spain a larger proportion of those with a negative view (20%) reported seeing at least one advert, more than those with a neutral view (15%). In Latvia, more neutrals (43% in both waves) saw at least one advert than those with a negative view of the EU.

Figure 13: Visually prompted recall of adverts

Q3 Have you seen this advert on television recently? R: "Yes"



Source: Ipsos MORI survey 2015

The trends observed in the TNS telephone survey results are to a large extent also reflected in the results of the Ipsos MORI survey. **Respondents with a positive image of the EU were the ones that had most seen the advert on television in all countries.**

The results of the Ipsos MORI survey however differed from the ones of the TNS survey for Spain, The Ipsos MORI survey suggests as respondents with a positive image of the EU most saw the advert in the former, and those with a negative image of the EU most saw the advert in the latter.

It is, however, worth noting that in Germany, the country with lowest levels of reported recall, differences by opinion on the EU were minimal and there were equal proportions of respondents (7%) with positive and negative stances on the EU.

Finally, respondents with a neutral image of the EU least saw the advert in Germany (5%), and most saw the advert in Latvia (61%). Finally, an equal proportion of respondents with a neutral and negative image of the EU saw the advert in Spain and Portugal.

Conclusion on reach and recall when views on EU taken into account

One of the objectives of the campaign was to reach out to people for whom the EU conjures up a neutral image, while reaching those with a positive or negative view was viewed as a collateral benefit.

In terms of recall of the campaign, respondents with a positive image of the EU remembered the campaign most in all countries, except in Germany. However, respondents with a neutral opinion proved more difficult to reach and were the ones that least saw the campaign in Germany, Spain, Finland and Portugal.

The TNS telephone survey and Ipsos MORI on-line surveys provide very similar results in terms of recall once respondents were provided with a short description or shown the adverts. They indicate that respondents with a positive image of the EU most recalled the campaign in all countries, except in Spain where the TNS survey indicates that respondents with a negative opinion most recalled the campaign. Finally, differences in terms of opinion of the EU were minimal in Germany.

3.1.3 What was the reach and recall on those living in urban/ rural areas

To assess this question we considered the results of the TNS telephone surveys on recall. The data provided by HAVAS for reach does not enable an evaluation of the outcome of the campaign according to where people live.

HAVAS identified that people with a neutral opinion could be classified as falling into specific age groups in a mixture of urban and rural locations. These groups were further segmented to allow a focus on specific age groups and to allow HAVAS to understand where these groups of neutrals⁴¹ as being those that live in both urban and rural areas in Germany, Latvia, and Poland, in rural areas in Finland and mainly in urban areas in Spain.

⁴¹ Target age ranges DE (35+), ES (15-24 and 45-54), FI (35-54), LV (25-54), PL (25+), and PT (25+)

Figure 14: Characteristics of neutrals in target countries

	GERMANY	FINLAND	LATVIA	POLAND	SPAIN
NEUTRALS					
Age	35+	35-54 and 15-24	25-54	25-74	15-24/45-54/75+
Social class	Middle and lower	Upper and middle	Upper and middle	Middle and lower	Upper and middle
Urban	Mix urban/rural	Rural	Mix urban/rural	Mix urban/rural	Urban
POSITIVES					
Age	15-44 and 75+	15-34	15-34	15-54	15-24/65-74
Social class	Upper	Upper and middle	Upper and middle	Upper and middle	Upper
Urban	Urban	Mix urban/rural	Urban	Mix urban/rural	Rural
NEGATIVES					
Age	25-34 and 45-64	55+	45+	55+	25-44 and 55-64
Social class	Lower	Lower	Lower	Lower	Lower
Urban	Mix urban/rural	Urban	Mix urban/rural	Rural	Mix urban/rural

Source: HAVAS Interim Report 2014

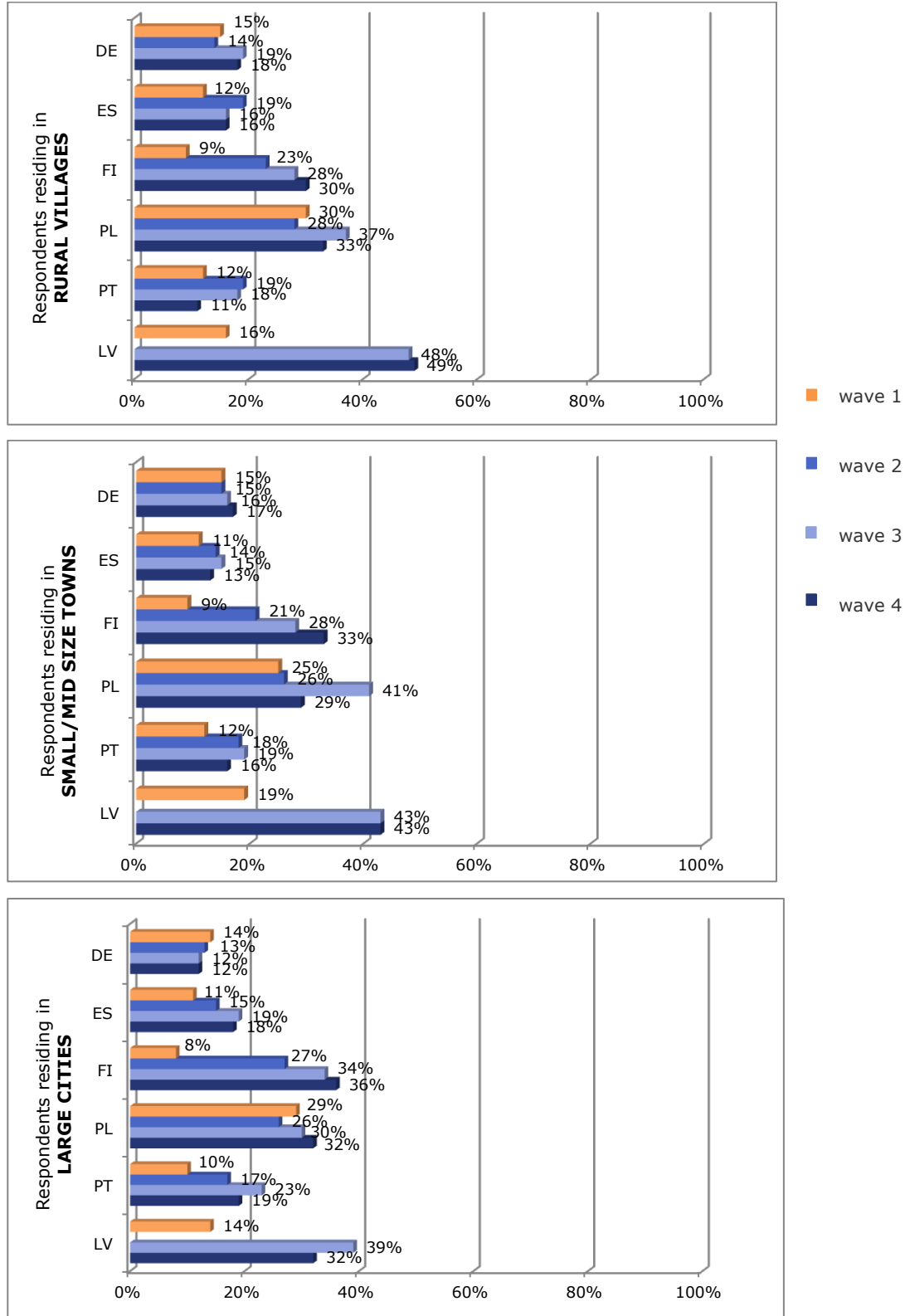
However, the TNS survey is more specific in its classification of respondents, segmenting them by rural villages, small and mid-sized town⁴² and large cities.

⁴² It is not possible to determine whether small towns would, for example, correspond to rural or urban. It is not possible to disaggregate small from medium-sized towns.

Recall of the campaign

Figure 15: Recall of the campaign, prompted by campaign slogan in the countries, by place of residence

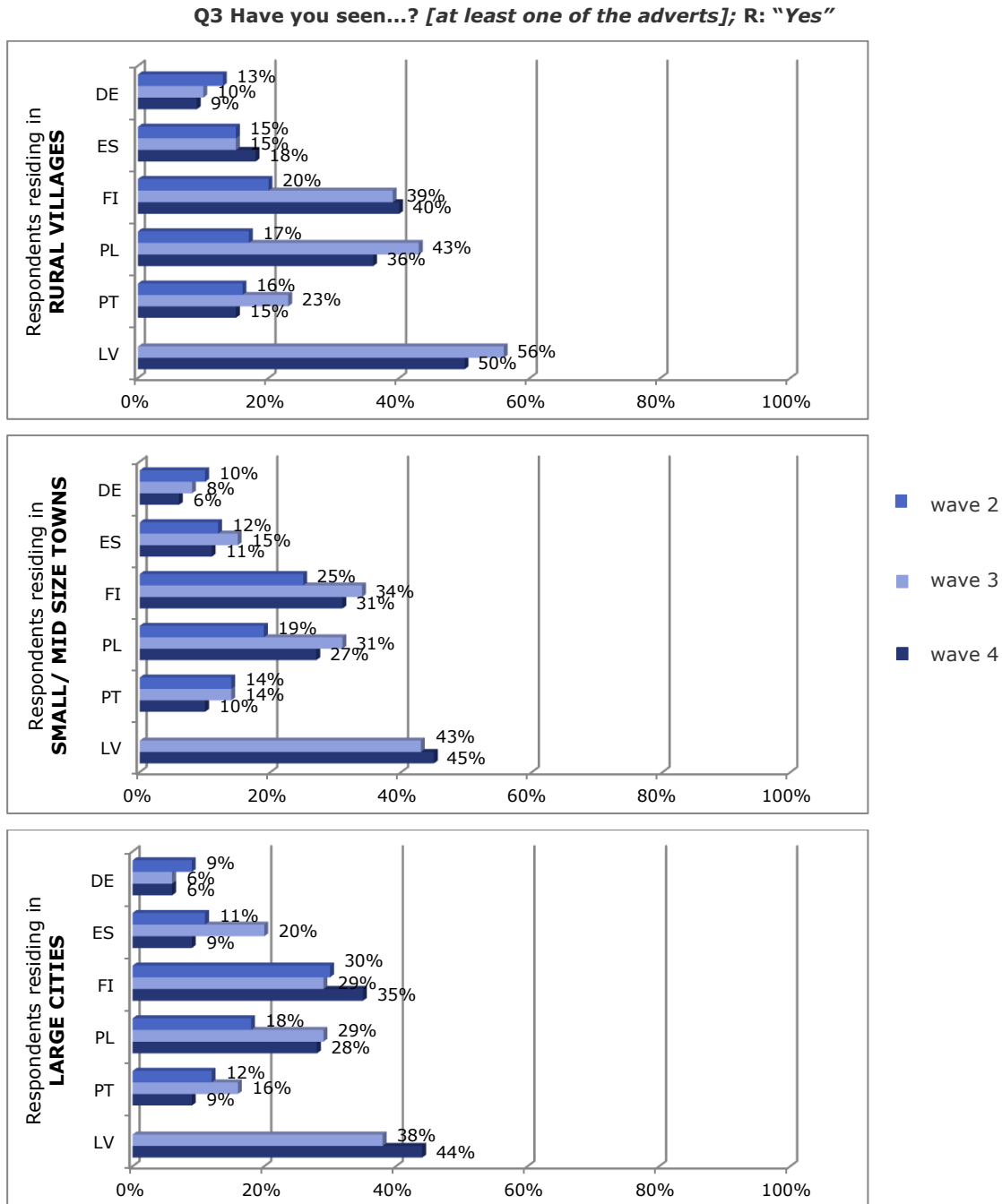
Q2 Have you seen, read or heard about the campaign "European Union: working for you"?
R: "Yes"



Source: TNS surveys: 2004, 2006, 2009, 2011, 2012, 2014, 2015, 2017

The results of the TNS telephone surveys suggest that the campaign is remembered by a mix of individuals living in cities, towns and rural locations. More specifically, respondents living in rural villages or small/mid-sized towns were the group that most saw the campaign in Germany, Latvia and Poland. Conversely, respondents living in large towns were the group that most saw the campaign in Spain, Finland and Portugal.

Figure 16: Recall of the advertisements, by living place



Source: TNS surveys: 2012, 2014, 2015, 2017

The TNS surveys also provide information on the proportion of respondents that recalled seeing the advert once they were provided with a small description of their content, according to respondents' self-reported place of residence. Similarly to the campaign reach results, the picture is quite homogenous across all levels. More specifically, in the case of

Latvia, a distinguishably high level of recall can be noted among rural residents (56% reported in Wave 3), compared to small and mid-size towns (43% in Wave 3) and large cities (38% in Wave 3). In Poland, in Wave 3, 43% of rural residents reported to have seen at least one advert, compared to 31% and 29% in mid-size towns and large cities, respectively. Finally, more respondents from rural areas recalled the adverts in Portugal and Germany, and the results varied across waves in Spain and Finland.

Conclusion on reach and recall by living place (urban / rural)

The targets of the campaign were specific groups of neutrals living in urban and rural areas in Germany, Latvia and Poland, rural areas in Finland and mainly urban with some rural areas in Spain, whereas there was no specific target for Portugal.

The campaign was designed to reach neutrals, pinpointing their location by urban / rural setting. However, the monitoring data on reach is not disaggregated by this characteristic, which means that it is not possible to assess reach by location.

The TNS telephone survey results do however indicate that HAVAS reached most of its targets by location with regards to recall based on the campaign slogan. More specifically recall was highest in the pre-defined target locations in four of the six countries (Germany, Latvia and Poland (rural and urban) and Spain (urban)). In Finland, citizens living in large towns most saw the campaign.

These results are also in line with the results of recall based on a description of the adverts, although results varied across waves in Spain and Finland rendering it difficult to draw conclusions.

3.1.4 What was the reach and recall on those belonging to younger or older age groups?

To assess this question on recall we considered feedback on the whole campaign gathered through the focus groups and pre-tests, as well as the TNS telephone surveys. The data provided by HAVAS for reach does not enable to evaluate the outcome of the campaign according to the age of people that were reached.

In terms of age, the target group of the campaign were citizens aged 25 and older. As mentioned in HAVAS' interim report, the following additional 'core' targets' were selected per country⁴³:

- Germany: 35+
- Finland: 35-55
- Latvia: 25-54
- Poland: 25+
- Spain: 15-24 and 45-54
- Portugal: 25+

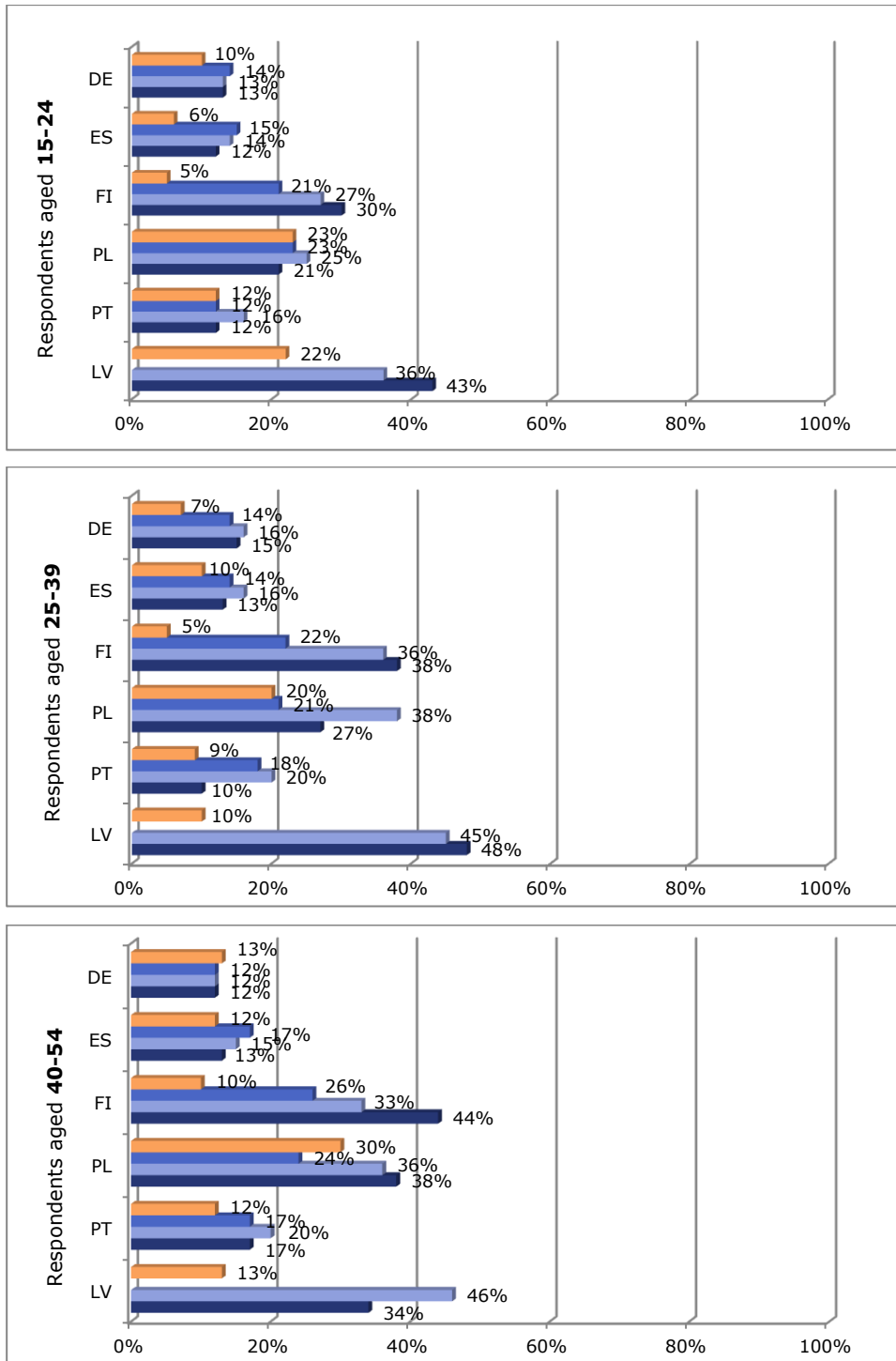
Recall effect of the campaign

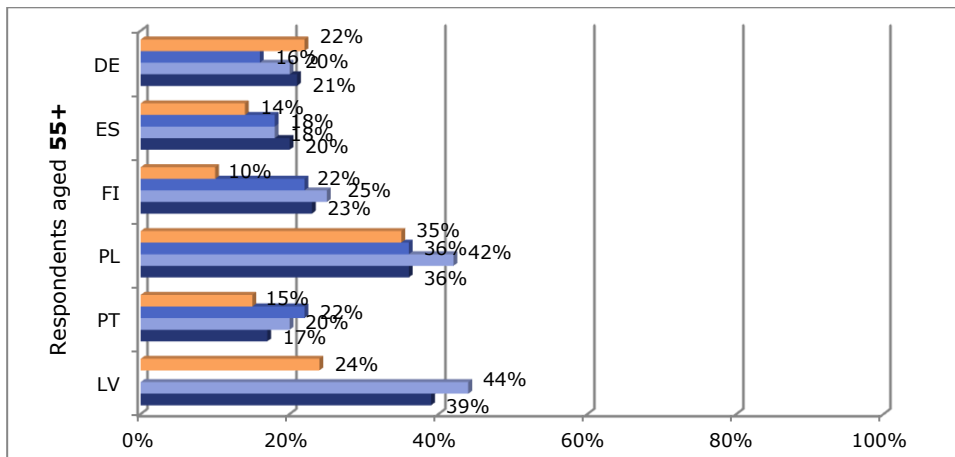
The recall of the campaign is assessed as corresponding to the numbers of people who reported seeing, reading or hearing about the campaign.

⁴³ It should be noted that in the Interim Report it is suggested that no specific core target groups had been set for Poland and Portugal. DG COMM later confirmed that these were people who were aged 25+ in both countries.

Figure 17: Recall of the campaign, prompted by campaign slogan in the countries, by age

Q2 Have you seen, read or heard about the campaign "European Union: working for you"?
R: "Yes"





Source: TNS telephone surveys: 2004, 2006, 2009, 2011, 2012, 2014, 2015, 2017.

With some exceptions, the TNS telephone survey results suggest that the campaign tended to achieve greater reach within the target age ranges set, which were in any case relatively broad.

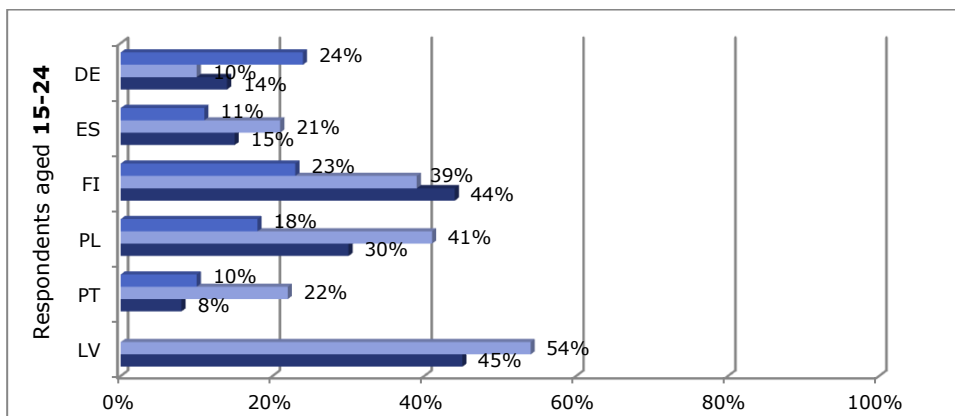
The results of the TNS telephone survey show that respondents over 55 were those that saw the campaign most in Germany and Spain. The results suggest that the campaign was less effective at reaching the 15-24 age groups in Spain, which was one of the target groups set for this country.

In Finland and Latvia, those who saw the campaign most were aged 25-39 and 40-54, which corresponds to the target age ranges set for these countries. In Portugal, the reach across the three older age groups (25-39, 40-54 and 55+) was almost equal, which also corresponds to the 25+ target group set. In Poland, those aged between 25 and 55+⁴⁴ saw the campaign more than those aged under 25. This outcome also corresponds to the 25+ target age range set by HAVAS.

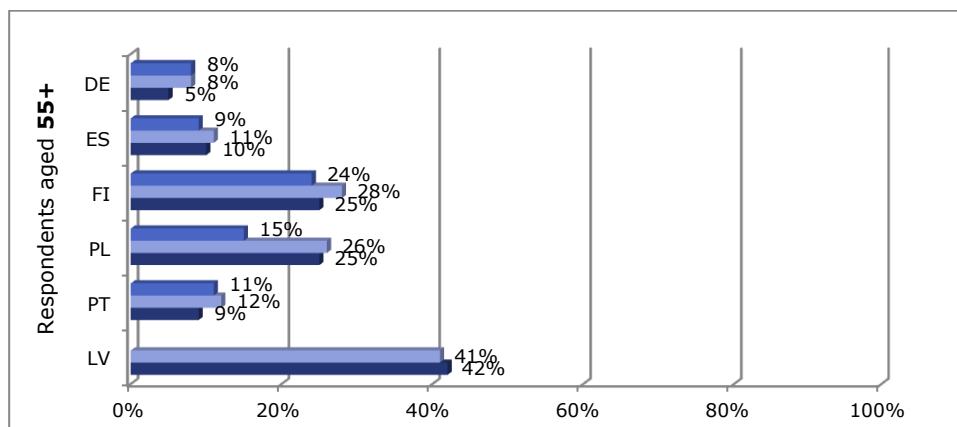
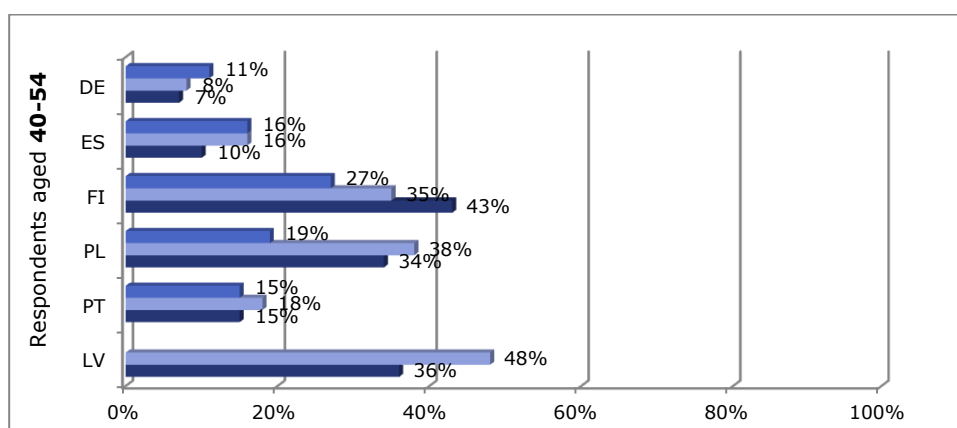
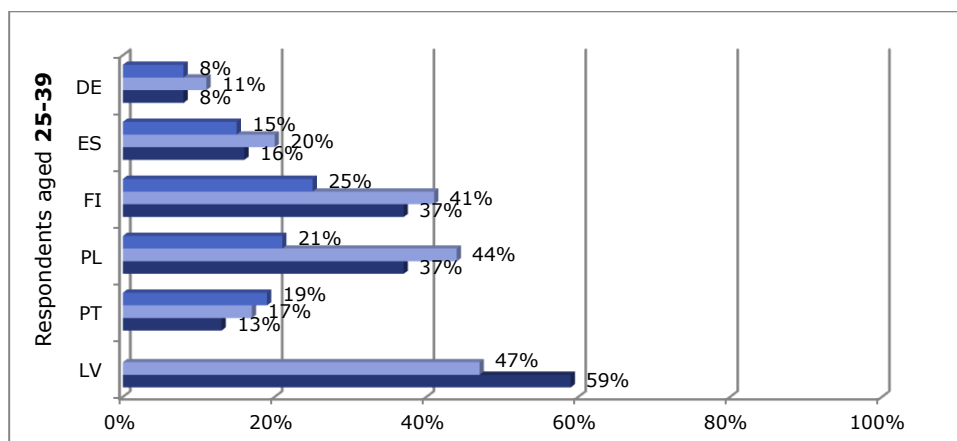
However, caution should be applied to interpreting the results for Germany and Poland, as in these countries the levels of recall reported in Wave 1 (when the campaign was not yet implemented) are very close – or even exceed in the case of Germany – the levels reported in the next waves.

Figure 18: Recall of the advertisements, by age

Q3 Have you seen...? [at least one of the adverts]; R: "Yes"



⁴⁴ The results of the TNS Survey Wave 3, which generated evidence of greatest recall indicates that 38% of 25-39 and 40-54 year olds recalled seeing the campaign and 42% for those aged 55+.



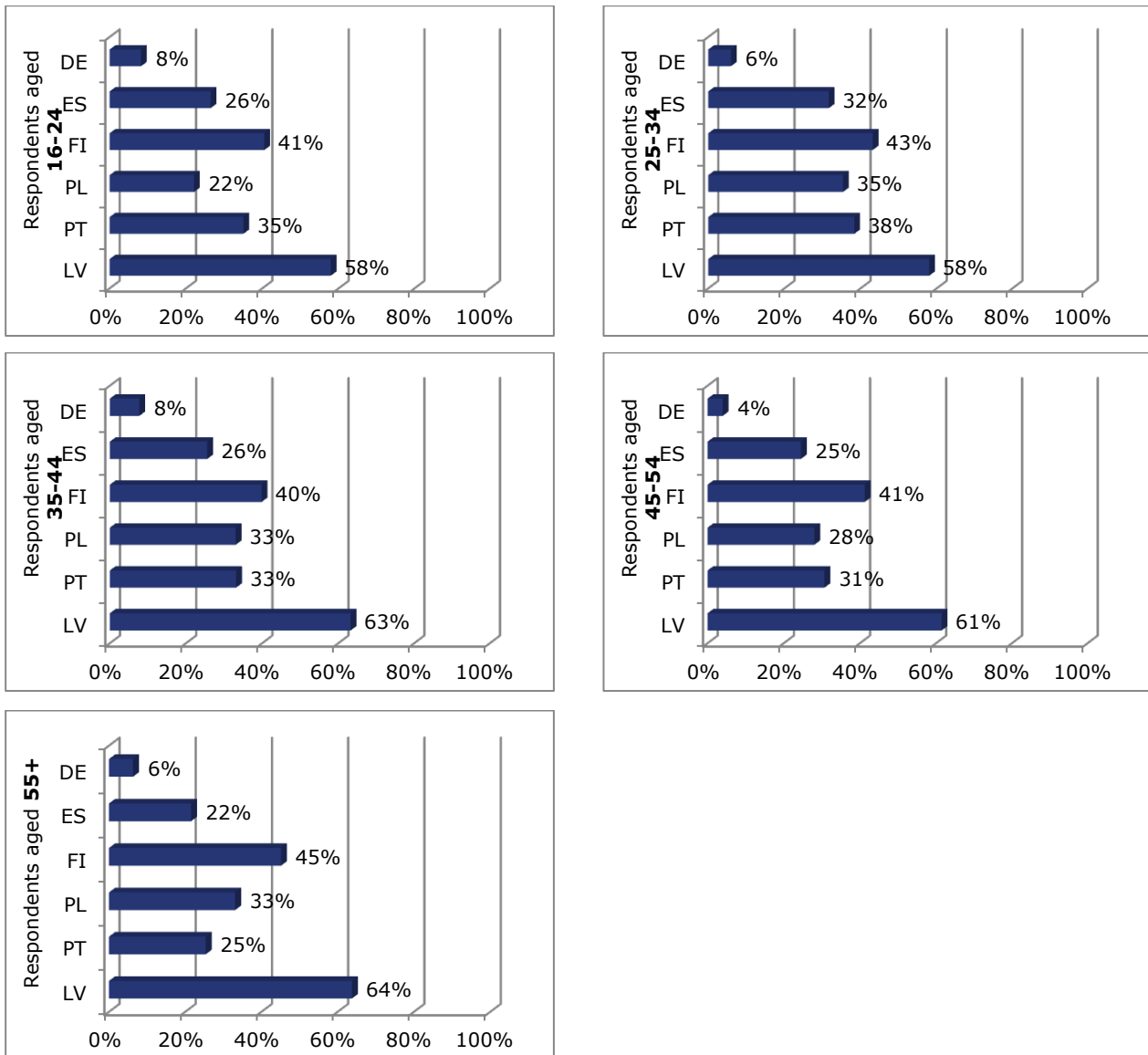
Source: TNS telephone surveys: 2009, 2012, 2014, 2015, 2017

Once respondents were provided with a description of the adverts, the results of the TNS telephone survey reveal that **respondents aged 15-24 and those aged 25-39 most recalled adverts** (19% saw at least one in wave 4), followed by those aged 40-54 (14%) and those above 55 (11%).

In Germany, Finland and Portugal, when taking into account the top values of recall from the three waves - the highest levels of recall were reported by those aged 15-24. In Spain, Poland and Latvia it was the respondents aged 25-39 who reported the highest levels of advert recall.

Figure 19 : Visually prompted recall of the adverts, per age group

Q3 Have you seen this advert on television recently? R: "Yes"



Source: Ipsos MORI survey 2015

The Ipsos MORI survey also provides information as to whether respondents had seen the adverts, once they were shown one of the videos.

The breakdown of the Ipsos MORI results per age category reveals that respondents aged 25-34 most saw the advert in Spain, Poland and Portugal. The figures are, therefore, in line with the TNS survey results for Spain and Poland. For Portugal, the highest levels of recall were reported by those aged 15-24 in the TNS survey.

The breakdown also shows a similar picture across all age groups in Germany, although respondents aged 16-24 and 25-34 most saw the advert. This is also in line with the TNS survey data.

Finally, the Ipsos MORI survey shows that in Finland and Latvia those over 55 were most likely to have seen the advert. This is not in line with the results of the TNS survey in which the highest levels of recall were reported by those aged 15-24 in Finland, and those aged 25-39 in Latvia.

Conclusion on reach and recall by age

The campaign was designed to reach neutrals taking into account age and most frequently used channels. However, the monitoring data collected did not allow reach data to be disaggregated according to demographic data. Therefore, it is not possible to make a specific assessment of the extent that the campaign met its age KPI on reach.

The results of the TNS telephone survey data do, however, indicate that with some exceptions, for example those aged 15-24 in Spain, the campaign tended to achieve greatest recall within the target age ranges set. This means that the campaign met its KPI for recall by age.

The results differed substantially between responses given when survey respondents were prompted with a description of the adverts, and the responses given when respondents were actually shown the adverts. This renders it difficult to conclude on whether HAVAS met its objective in terms of prompted recall by age.

3.1.5 What influenced the trends of the reach and recall in the different countries and target groups?

To assess this question⁴⁵ we considered feedback on the whole campaign gathered through the focus groups and pre-tests, as well as the background research reviewed by HAVAS in the structuring of the campaign. In answering this question, we considered that recall is linked to reach, in that to remember or understand a campaign an individual needs to have seen and been touched in some way by the campaign.

From the evidence available, at least three factors influenced the trends of the reach and recall effect in the different countries:

- The content and style of the TV and print adverts;
- The media budget per country and intensity of the campaign;
- The choice of media channels per country.

Content and style of the TV and print adverts

The focus groups enabled the team to collect qualitative information regarding how participants had perceived the TV and print adverts.

The crucial points expressed in the focus groups regarding the actual content of the adverts revolved around their clarity, credibility, and the extent to which participants identified themselves or people they knew with the adverts. These elements are further described in section 3.3, but it seems that differences in the appreciation of the individual adverts did have an impact in the overall reach and recall of the campaign.

Other findings that emerged across the focus groups were that in general people tend to 'switch off from adverts' and avoid them when they can. However, it seems that these **adverts stood out, with their bright colours and specific look and feel**. This seems likely to have influenced the extent that they reached people and were remembered and this assertion is aligned Ipsos research that **creative quality** accounts for about three-quarters of variance when explaining at recall levels. Ipsos report that:

"When looking at advertising and promotion spend, it's easy to assume that, because media comprises such a high proportion of overall spend it must be the most important factor. In

⁴⁵ There is a wide range of other cultural, economic, social and political and psychological / cognitive factors that influence reach and recall. However, this evaluation is required to limit appreciation to the sources of available aggregated data.

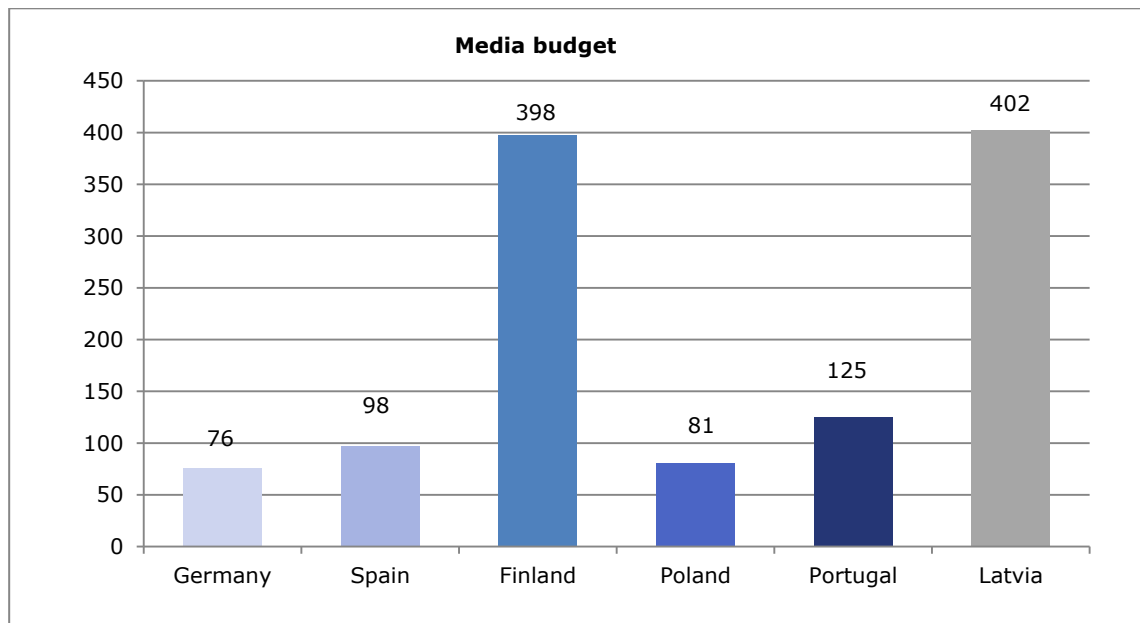
fact, 'creative' [quality] has a disproportionate influence on the success or failure of an advertising campaign."⁴⁶

At the same time, the extent that the adverts 'communicated / passed a message' seems also likely to have influenced particularly recall. Evidence from the focus groups suggest that this was influenced by the extent that people could associate themselves or people that they knew with those portrayed in the adverts.

Media budget per country

Another factor that could explain the discrepancy in results across the selected countries is the media budget that was allocated to each country. The figure here-under shows that the highest budget per capita was allocated for **Latvia** and **Finland**, which were the countries that recorded the highest reach and recall figures. Conversely, **Germany** was attributed the lowest media budget per capita, which would partly explain the lower reach and consequently recall figures in that country. It is understood that the allocation of media budgets was based on population of neutrals in each country (rather than the overall population), and the implementing agency made attempts to balance resources between larger and smaller Member States in order to maximise reach among the neutrals. However, whilst amount and type of media spend will impact upon reach, as highlighted above the creative quality of the advert may have played a greater role in terms of recall.

Figure 20: Media budget per thousand people (€)



Source: Coffey / Deloitte 2015

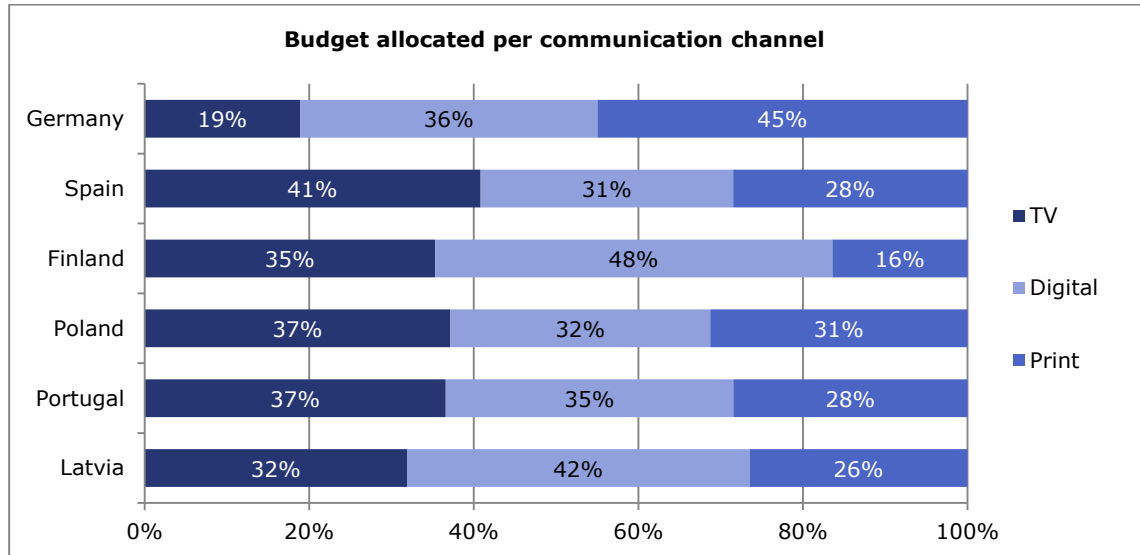
Variations in media budgets had an impact on the intensity of the campaign in each country. In Poland, Finland and Latvia, the TV campaign ran for 4 weeks, whereas it only ran for two weeks in the other countries. It is worth mentioning that the prints ran for 4 weeks in Germany. This could have also contributed to the difference in recall trends across countries, as the intensity of the campaign has both an impact on the number of people that saw the campaign, and the number of times that they saw it.

⁴⁶ ASI Top 10 Advertising Lessons Learned, 2010 (based on 2,600 tracked campaigns with combined media schedules).

Choice of media channels per country

Finally, the choice of media channels also had an impact on the reach and recall in each country because of differences in the level of reach that could be achieved by channel.

Figure 21: Distribution of budget per communication channel



Source: Coffey / Deloitte 2015

The figure above shows that TV accounted for 41% of the media budget in Spain, with comparable figures in Poland (37%), Portugal (37%) and Finland (35%), and slightly less in Latvia (32%). The corresponding figures were **considerably less in in Germany (19%)**. However, TV was clearly identified as the channel that could generate the highest reach, yet the fact that different channels were utilised takes into account the opportunities to extend reach by diversifying media touch points⁴⁷.

Conclusion on factors that influenced reach and recall

The trends in reach and recall were likely to have been influenced by a wide range of cultural, economic, social and political factors. From the data at hand it seems that the following factors also influenced the outcomes:

- The way that target audiences could relate to the individual TV and print adverts in each country was also a factor: some adverts were less appreciated because of their lack of clarity, credibility and the extent that the adverts managed to pass an immediately understandable message;
- The financial resources that were allocated to distribute the messages: there were significant differences in the budget per capita allocated for each country, which related to a balancing of resources between the proportion of neutrals in large and small countries, had an impact on the quantity of media space that was purchased in each country;
- The choice of channels that were selected was critical: TV (the medium with greatest reach) was underused in Germany.

⁴⁷ A touch point is defined as, all of the communication, human and physical interactions your customers experience during their relationship lifecycle with your organization. Whether an ad, Web site, sales person, store or office, Touch points are important because customers form perceptions of your organization and brand based on their cumulative experiences. Source: <http://www.imediaconnection.com/content/4508.asp>

3.2 Performance of each activity: Advertising (TV, print, digital), PR (launch event), e-PR (social media engagement), paid FB and Twitter promotion

3.2.1 To what extent have HAVAS reached their advertising objectives?

The following data was provided by HAVAS. (Data on channel performance in Latvia was limited to one wave of the advertising campaign.)

This is considered across the advertising mediums:

- TV
- Print
- Digital
- You tube pre-rolls

Television

Figure 22: Comparison of planned and actual KPIs for the TV campaign

	TV campaign PLAN ⁴⁸				TV campaign - ACHIEVED				COMPARISON BETWEEN PLAN AND ACTUAL			
		Final GRP's	Final Reach	OTS		Final GRP's	Final Reach	OTS		Final GRP's	Final Reach	OTS
DE	WAVE 1	155	53%	3	WAVE 1	133	53%	2.6	WAVE 1	-22	0%	-0.4
	WAVE 2	111	41%	2.8	WAVE 2	111	41%	2.8	WAVE 2	0	0%	0
ES	WAVE 1	355	50%	7	WAVE 1	333	76%	4.2	WAVE 1	-22	26%	-2.8
	WAVE 2	334	62%	2.9	WAVE 2	207	69%	3	WAVE 2	-127	7%	0.1
FI⁴⁹	WAVE 1	670	83%	8.1	WAVE 1	724	84%	8.1	WAVE 1	54	1%	0
	WAVE 2	670	83%	8.1	WAVE 2	730	85%	8.5	WAVE 2	59.9	2%	0.4
LV	WAVE1	566	82%	6.9	WAVE 1	3671	86%	43	WAVE 1	3105	4%	35.6
PL	WAVE 1	880	86%	10.2	WAVE 1	1,167	91%	12.8	WAVE 1	287	5%	2.6
	WAVE 2	720	86%	8.4	WAVE 2	792	88%	9	WAVE 2	72	2%	0.6
PT	WAVE 1	720	86%	8.4	WAVE 1	618	83%	12.8	WAVE 1	-102	-3%	4.4
	WAVE 2	566	82%	6.9	WAVE 2	631	84%	7.5	WAVE 2	64.9	2%	0.6

Analysis of campaign channel effectiveness shows that all KPIs for TV (GRPs, Reach and Frequency) were met in Finland, Latvia and Poland. However, performance is less satisfactory in Germany, where although reach has been achieved, the opportunities to see were less than were planned and under what we would consider to be effective, because there were fewer broadcasts than had originally been foreseen. However, HAVAS clarified that the campaign launch date postponements (requested by DG COMM) had an impact on

⁴⁸ It is understood that some changes were made to planned KPIs. The above reflect those provided in HAVAS interim report.

⁴⁹ There appears to be an inconsistency in the calculation of achieved figures across waves 1 and 2 for Finland.

reach levels, which they had estimated at circa 55% – 60%. In Spain, whilst reach was more significant than planned +26% in Wave 1 of the campaign, minimum opportunities to see were lower than planned. One further comment is that KPIs in Poland were set at a much higher level, more than would be thought to be effective (GRPs of 880 and minimum frequency of 10.2). The actual results for Latvia and Poland seem disproportionate with GRPs of 3105 in the first wave in Latvia and a minimum frequency of 35.6. However, HAVAS explained that although three waves were initially planned only two were carried out. It was, therefore, necessary to try to achieve the same levels of advertising pressure. In addition, with the campaign being timed to coincide with the Latvian presidency of the EU, it was possible to benefit from free negotiated media space, which enhanced coverage.

With regards to planning, our suggestion is that the planned GRP for TV in Germany was too low. By this we mean that the planned coverage would result in a low level of advertising pressure, i.e. the whole population viewing the advert between 1 and 2 times. Although there is no rule for levels of advertising pressure and rates so they need to be set according to campaign ambitions. However, we suggest that people tend to remember better if they see an advert more than once or twice. When it came to the actual roll out of TV advertising, there were many factors that came into play including difficulties in achieving premium placements in Germany and opportunities for free media coverage, particularly in Latvia. HAVAS managed to achieve certain economies of scale in media buying, and reported: *“Media strategy and channels selection and weight in final mix were tailored depending on each country specificities, target audience (and secondary targets) media consumption habits, and budgetary constraints. These factors explain why performance levels vary from a country to another.”*

These factors can be difficult for evaluators to pin down, particularly as they often relate to decisions which are the outcome of negotiations between the agency and the media channels, and because evaluators need to rely on final figures with limited input from the implementing agency.

Print

As highlighted by the below chart, HAVAS achieved its KPIs for the print aspects of the campaign. We note that the GRPs, Reach and Frequency in planned in Germany were exactly met, which reflected the fact that Germany is a stable print media environment and only one audience readership habits survey is conducted locally per year by the print agencies, according to HAVAS. Advertising pressure in Finland and Latvia was very high (frequencies of 6 and 6.2), whereas Spain had very low number of GRPs (advertising pressure) (80 in wave 1 and 58 in wave 2). It is at first sight unclear why the target GRPs were so low in Spain in comparison to the other campaign countries. However, HAVAS explained that Nordic populations have a very high print usage, particularly among the 35 – 54 target age segment that had been selected. Conversely, in Spain, local advertising clutter in print is high, making it less effective.

Overall, given that the print campaign was intended to be complementary to the TV campaign, we believe that the advertising pressure was probably about right. Also important to mention is that there was a very good placement of ads with many insertions being in good, strategic positions (back covers⁵⁰, 1st quarter of the magazines), which were negotiated by HAVAS local teams and are reported to have achieved placements worth circa €180,000.

⁵⁰ Prints were placed on the back covers of Spiegel and Bunte in Germany and Sabado and Visao in Portugal.

Figure 23: Comparison of planned and actual KPIs for the print campaign⁵¹

	print campaign PLAN			print campaign - ACHIEVED			COMPARISON BETWEEN PLAN AND ACTUAL					
	Final GRP's	Final Reach	OTS	Final GRP's	Final Reach	OTS		Final GRP's	Final Reach	OTS		
DE	WAVE 1	220	55%	4	WAVE 1	220	55%	4	WAVE 1	0	0%	0
	WAVE 2	220	55%	2.1	WAVE 2	220	55%	4	WAVE 2	0	0%	1.9
ES	WAVE 1	80	34%	2.35	WAVE 1	80	35%	2.3	WAVE 1	0	1%	-0.05
	WAVE 2	58	29%	2	WAVE 2	58	29%	2	WAVE 2	0	0%	0
FI	WAVE 1	165	50%	3.3	WAVE 1	165	52%	3	WAVE 1	0	2%	-0.3
	WAVE 2	358	48%	7.3	WAVE 2	358	58%	6.2	WAVE 2	0	10%	-1.1
LV	WAVE 1	188	57%	3.3	WAVE 1	362	66%	6	WAVE 1	174	9%	2.63
PL	WAVE 1	221	60%	3.7	WAVE 1	221	60%	3.7	WAVE 1	0.3	0%	0
	WAVE 2	219	60%	3.7	WAVE 2	219	60%	3.7	WAVE 2	0	0%	0
PT	WAVE 1	165	50%	3.3	WAVE 1	195	63%	3.1	WAVE 1	30	13%	-0.2
	WAVE 2	188	57%	3.3	WAVE 2	188	57%	3.3	WAVE 2	0	0%	0

⁵¹ PL had an initial and final print plan as reported in HAVAS' Interim Report. Here, the final one is used.

Digital

Figure 24: Comparison of planned and actual KPIs for the digital campaign

	digital campaign PLAN			digital campaign - ACHIEVED			COMPARISON BETWEEN PLAN AND ACTUAL		
		Impressions	Video ⁵² views		Impressions	Video views		Impressions	Video views
DE	WAVE 1	51,271,748	986,080	WAVE 1	134,756,359	44,928,540	WAVE 1	83,484,611	43,942,460
	WAVE 2	42,387,159	1,063,561	WAVE 2	147,650,645	42,877,037	WAVE 2	105,263,486	41,813,476
ES	WAVE 1	30,367,455	627,277	WAVE 1	155,082,412	59,456,171	WAVE 1	124,714,957	58,828,894
	WAVE 2	43,385,036	907,435	WAVE 2	156,289,563	40,378,491	WAVE 2	112,904,527	39,471,056
FI	WAVE 1	21,194,763	426,098	WAVE 1	37,553,879	11,706,161	WAVE 1	16,359,116	11,280,063
	WAVE 2	17,544,577	541,712	WAVE 2	36,242,500	9,657,421	WAVE 2	18,697,923	9,115,709
LV	WAVE 1	17,098,347	246,830	WAVE 1	46,520,491	2,834,391	WAVE 1	29,422,144	2,587,561
PL	WAVE 1	41,427,856	443,598	WAVE 1	117,795,785	32,640,975	WAVE 1	76,367,929	32,197,377
	WAVE 2	36,039,640	621,966	WAVE 2	119,287,976	35,961,068	WAVE 2	83,248,336	35,339,102
PT	WAVE 1	-	-	WAVE 1	51,330,246	16,256,407	WAVE 1	n/a	n/a
	WAVE 2	17,098,347	246,830	WAVE 2	49,782,279	13,636,411	WAVE 2	32,683,932	13,389,581

The digital advertising took the form of video banners. From the available data, it can be concluded that the whole population in each country is likely to have seen the campaign several times, although this is unlikely to be the case as not everyone is on-line. The number of impressions and video views achieved far exceeded the KPIs set, which can be considered to be an achievement. In Spain the number of impressions set in wave 1 was 30,367,455, whereas the number achieved was 124,714,957. HAVAS reported that they managed to negotiate additional digital value. Some caution needs to be used when interpreting these results in that, whilst the number of impressions gives an idea of reach this may be extremely fleeting and it not a sign of any type of engagement. However, video views to the end, as indicated by the YouTube counter, are a better measure. The above data reflects all video-views, including those not seen to end.

YouTube

As highlighted above the number of views of the videos via YouTube was considerably lower than those reported for the digital campaign. There were also very few likes in Finland and Latvia even though these were the countries which achieved the highest overall levels of reach and recall. Spain stands out as the only country where there were more likes than dislikes (21 as opposed to 4). Interestingly, Germany had the most likes after Spain (17).

Overall the small number of reactions suggests that the adverts did not have the wow factor that would have led to a high number of likes. However, at the same time we note that when we asked in the Ipsos MORI survey if participants would consider sharing the advert on social media 38% of respondents in Portugal indicated that they would consider sharing the advert on social media, compared to 23% in Poland, 19% in Spain, 13% in Finland, 10% in Germany and 7% in Latvia.

⁵² It should be noted that video views relates to all video views regardless of completion rates.

It however also noted that HAVAS does state that the objective of YouTube presence was not to trigger “likes” or to generate any other social interaction, but to generate video views.

Figure 25: videos on YouTube⁵³

Videos on YouTube								
	Population & video project number	No of views	%age of pop.	No. of likes	Likes/1000 views	Dislikes	Subscribers	Comments
DE	80,716,000							
	Project 18	334,101		7	0.020952	7	36	4
	Project 78	368,177		2	0.005432	12	36	4
	Project 41	446,633		8	0.017912	18	36	7
	Sum	1,148,911	1.42%	17		37		15
ES	46,704,314							
	Project 78	450,518		8	0.017757	1	1114	4
	Project 23	345,869		6	0.017348	2	1114	1
	Project 41	347,222		7	0.02016	1	1114	4
	Sum	1,143,609	2.45%	21		4		9
FI	5,470,820							
	Project 68	238,185		0	0	1	52	0
	Project 41	185,394		1	0.005394	4	52	0
	Project 23	183,691		0	0	2	52	0
	Sum	607,270	11.10%	1		7		0
LV	1,990,300							
	Project 23	48		0	0	0	21	0
	Project 18	107		0	0	0	21	0
	Project 41	51		0	0	0	21	0
	Sum	206	0.01%	0		0		0
PL	38,483,957							
	Project 42	253,042		5	0.01976	22	158	12
	Project 2	164,943		4	0.024251	4	158	6
	Project 78	254,972		2	0.007844	21	158	8
	Project 29	353,484		1		20	158	9
	Sum	1,026,441	2.67%	12		67		35
PT	10,427,301							
	Project 23	155,532		4	0.025718	1	194	1
	Project 78	157,923		3	0.018997	3	194	1
	Project 41	142,055		1	0.00704	0	194	2
	Sum	455,510	4.37%	8		4		4

⁵³ Checked 17.00 on 14 April 2014

Conclusion on the extent to which HAVAS reached their advertising objectives

With regard to TV, KPIs were broadly met or surpassed in most countries except Germany (where the planned level of advertising pressure seemed to be low). In the end, many factors influenced TV advertising pressure in Germany and Latvia, where a lot of free coverage was achieved as a benefit of running the campaign at the same time as the EU Latvian Presidency. The somewhat variable approach across the six countries did, however, provide insights into the impact of increased advertising pressure on reach and recall.

The print campaign broadly met its objectives and adverts were placed in prominent locations in print publications. Overall, the advertising pressure for the print campaign was probably about right although there were some inconsistencies, notably the much lower GRP KPIs set for Spain (although this may be an adaptation to the Spanish market). The results of the digital campaign exceeded the plan to a very great extent and suggest that the whole population in each country saw the digital campaign several times. However, the digital campaign did not prove as successful as TV when it came to campaign recall, reflecting the fact that impressions give a sense of reach, but video views to end are a better measure. The fact that KPIs were set for each channel as well as for the campaign overall in each country, provided insights to allow a better understanding of advertising pressure and the performance of different channels with regard to reach and recall.

3.2.2 To what extent have HAVAS reached their PR and e-PR objectives?

In terms of PR and e-PR, HAVAS did not have specific objectives set, that can be considered reached or not reached, however, HAVAS did carry out a number of activities.

For the launch in each country, HAVAS set up a launch event:

- **Germany - Berlin:** The event was held at the central train station in Berlin. The place of the exhibition of the artwork was chosen as the meeting point where journalists were welcomed by HAVAS staff. Unfortunately, the attendance was rather low (including only four journalists), but despite this press coverage of the event was achieved through distribution of the digital pack by HAVAS. According to their report, the information was positive in most of the news, describing in all cases the European Union's role.
- **Finland - Helsinki:** The campaign's launch event targeted at the Finnish press took place in the Lasipalatsi restaurant in central Helsinki on a Tuesday morning. There were about 25 people present including six beneficiaries of EU funding, representatives from three LivingLab organisations and four journalists. The launch event was well organised and had some nice ideas behind it. However, the launch event was more of a PR exercise which made it difficult for journalists to come up with a story they could tell in the news. The launch did present an opportunity to engage the media prior to the larger media campaign, but the messages remained unclear and the launch of the three videos on three different themes diluted the specific theme that had been selected for Finland (ageing population).
- **Portugal - Lisbon:** The event in Lisbon took place at a venue which usually hosts institutional and private events. The first part of the event took place in the morning and was for journalists and invitees only (The event was attended by 14 media organisations including three national TV stations). The event was attended by the European Commissioner for Research, Science and Innovation, who was in Portugal for his first official visit since he took office. This was the main driver of the event's success, being the main focus of media interest and coverage during the entire event. The press conference was considerably successful, in particular because of media

attendance. It was well presented and the links to the EU campaign were clear. The less positive aspect was that some presentations were a little too long and not very focused. There was very little involvement and engagement from the general public, although it was stated that this was not an objective of the event.

- **Poland – Warsaw:** The launch event took place entirely indoors. There were no members of the general public present. Twenty journalists and 15 other stakeholders were invited, most of whom showed up. Additionally, three beneficiaries of EU funds for entrepreneurship projects attended. The attendance of the Commissioner who recently took office in the field of entrepreneurship made the event relevant and interesting to the media, albeit less due to the launch of the campaign itself but rather because of the Commissioner's presence. The videos were received very well. The organisers reported certain issues that arose during the organisation phase, mainly linked to the change in the campaign's topic late in the process.
- **Spain – Madrid:** The Spanish launch event was the first to be organised as part of the corporate communication campaign. The event was organised in the square in front of the Reina Sofia museum (one of the three museums forming the so-called Golden Triangle of Art), around the topic of "Creating green jobs". It comprised of two main activities, "Empleos verdes" street art work, by Jean-Baptiste Colin and a press conference. The evaluation team was not present during the launch event as it was prior to the evaluation. Fifteen media organisations attended the event. The Spanish launch proved to be quite successful, particularly given that it was the first event organised as part of the corporate communication campaign, that it was organised within a very short time frame, before the summer holidays, and that it took place five months before the launch of communication campaign began in the media in Spain. The EC Representation did however lament that the organisation of the event had been steered too centrally from HAVAS' Paris office, whereas beneficiaries regretted that the event had been to EC centred.
- **Latvia – Riga:** The final launch event of the pilot series was held in Riga, the launch-month having been chosen to coincide with the Latvian Presidency. The location was originally planned to be the Galerija Centrs, a popular shopping mall on the edge of Riga's Old Town. Under pressure from the Representation, this was changed a few days beforehand to the House of Europe, next door to the Representation office and not far from the mall itself, where the artwork was to be installed. There were around a dozen journalists present. No questions were asked at the end, but this is apparently common in Latvia. Most journalists stayed behind afterwards to ask one-to-one questions to the speakers. Two facts stand out: there was a greater involvement of the Representation in decisions of timing, location and content than at some other events; and the Riga event went well even without the art installation.

In summary, the success of the launch events was somewhat mixed, however, did provide an opportunity to engage with media, although limited in some cases. Furthermore, there was a difficulty in the fact that an information campaign is not news in itself and this made it difficult for some to report on this. However, there were several instances where the media presence was important (e.g. three national TV stations present in Portugal).

The art installations generated mixed impressions. In Portugal, the artwork attracted interest, but insufficiently to fully capture the public's interest, as would have been the case with an actual exhibition. In Finland, the artwork also attracted considerable attention, but did not deliver the required messages or promote the work of the EU in Finland. In Germany, limited interest was shown for the artwork, and the audience did not seem impressed by the artwork in Poland. Finally, the artwork was not ready on the day of the event in Latvia, but this did not appear to have an adverse impact on the launch event.

Linked to the launch events, there was also Social Media activity as a part of the PR and e-PR activities. The table below present some key numbers relating to this activity.

Table 5: Key e-PR performance indicators

Number of Facebook posts (EU REP pages) - impressions	5 207 689
Facebook reach (EU REP pages)	528 881
Number of Facebook clicks	158 185
Facebook promoted posts cost per click CPC	€0.36
Facebook promoted posts CTR	3%
Number of Facebook new page likes through promoted posts	3 863
Number of Facebook likes on posts	9 039
Number of Facebook comments	1 842
Number of Facebook shares	2 387
Number of video views on Facebook	39 891
Overall CPM on Facebook	€4.68
Number of re-tweets	313
Number of tweets by REP	133
Number of Twitter accounts potentially reached	425 608

It is hard to judge these numbers as there is no benchmark for this, however, cost elements and CTRs are within expected ranges. Furthermore, the ratio of likes, comments and shares are within the norms. In terms of tweets, this is also an acceptable number, not outstanding in performance, but none-the-less good overall.

The table below shows the result of the media coverage.

Table 6: Media activity surrounding the events and the campaign

Number of issued press releases	667
Number of issued press packs	667
Number of journalists contacted	849
Number of journalists attending the press conference in all countries	86
Number of bloggers contacted	131
Number of engaged bloggers	10
Number of articles generated (online and offline with Kantar Media)	220
Tone of articles (with Kantar Media)	Neutral to positive

The figures in the tables are not bad as such, whilst 220 articles is not a large number in itself and can be considered relatively low compared to the number of issued press releases. However, keeping in mind the notion that an information campaign is not considered as a news event in itself. This fact may also be the reason for the relatively low ratio of journalists and bloggers who attended compared to the ones who were invited.

Conclusion on PR and e-PR

The success of the launch events was mixed due to their timing, the non-systematic involvement of Commissioners and the fact that the link to the EU was not always clear. Additionally, the artwork did not prove to be essential to the success of the events. The events did, however, provide an opportunity to engage with the media, although this was

limited in some cases.

One of the difficulties that the PR was confronted with was that an information campaign is not news in itself, thereby rendering it difficult for some media to report on this. The relatively limited number of articles that were published around the events compared to the number of issued press releases must therefore be seen in this light.

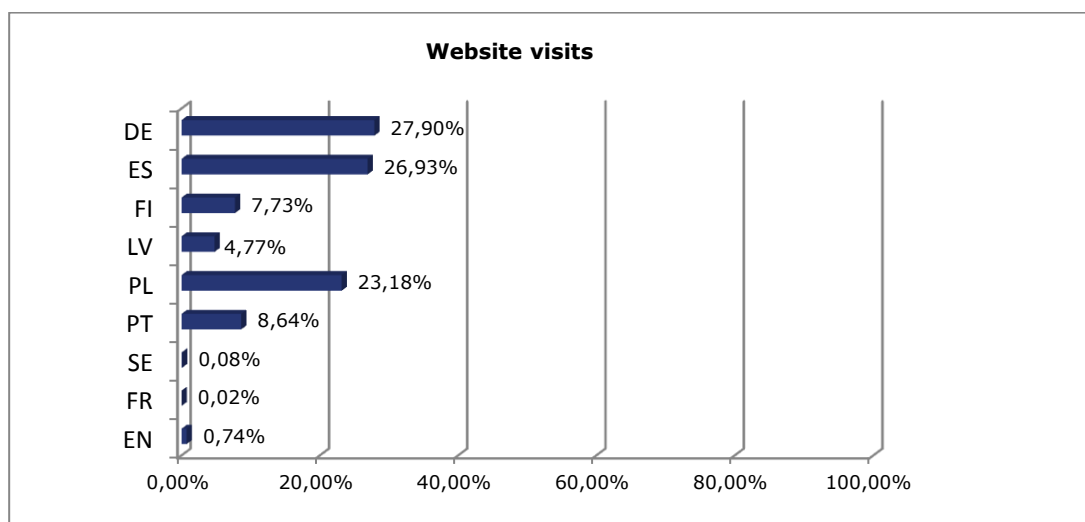
The key e-PR performance indicators, in terms of cost elements, CTRs, likes, comments and shares seemed to be within the expected ranges.

3.2.3 To what extent did HAVAS meet its objectives for the website

There were no specific objectives to be reached for the website. The data provided by the European Commission indicate that the website received slightly **over 1 million visits** (1,076,435) from November 2014 to March 2015, from **937,140 unique visitors**.

The very minor difference between the number of website visits and unique visitors indicates that **people that visited the website did not tend to return**.

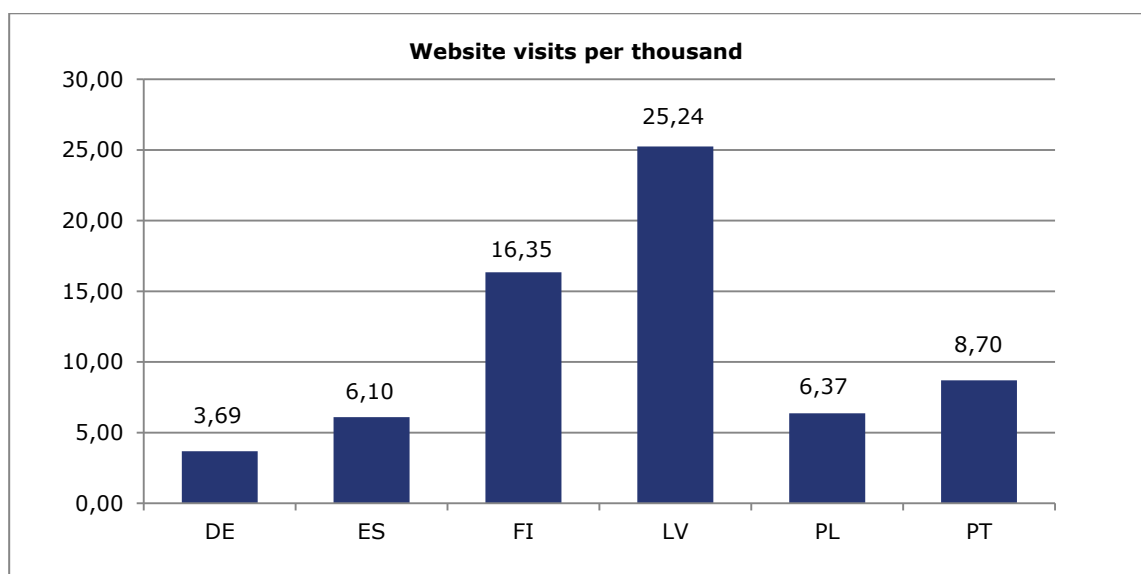
Figure 26: Website visits per country⁵⁴



A further breakdown of these results at the country level, as shown in the figure here-above, reveals that the **German, Spanish and Polish webs sections concentrated the most visits**. These web sections accounted for 78% of total visits.

⁵⁴ The English and French language versions of the website were not deliberately promoted and, therefore, direct comparisons with the other language versions cannot be drawn.

Figure 27: Website visits per thousand



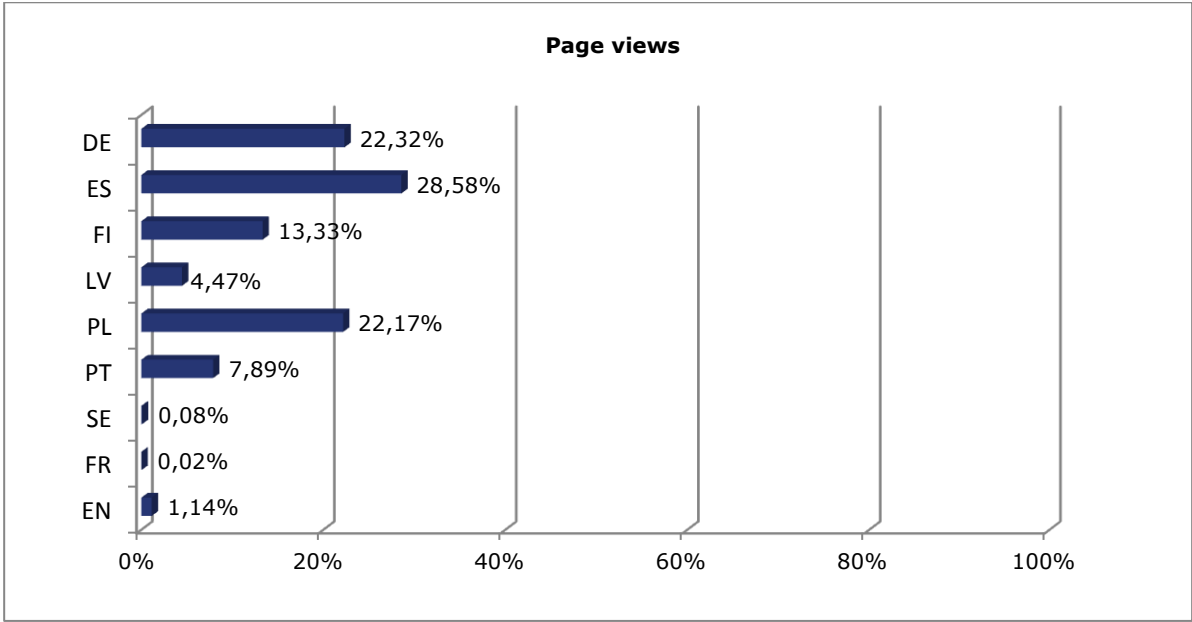
When population size is taken into account, **the trend of website visits per thousand is almost fully in line with the recall figures** presented in section 3.1. A greater proportion of people in Latvia and Finland, and to a lesser extent Portugal and Poland saw the web sections in their local languages. This reveals that there is a high **correlation between the number of people that saw the campaign and then looked for additional information online.**

This is also confirmed by the fact that the overwhelming majority of website visits occurred in the two weeks following each Wave of the campaign. Additionally, the English and French web sections accounted for less than 1.5% of website visits⁵⁵. As the results are considerably higher for the web sections in the languages of the countries in which the campaign was implemented, the **website was generally accessed after having seen the campaign**, and not through a “general” internet search.

Given that at least circa 33 million citizens remembered seeing at least one of the ads, **less than 3% of people that recalled the campaign then went on the website to find additional information about the campaign.**

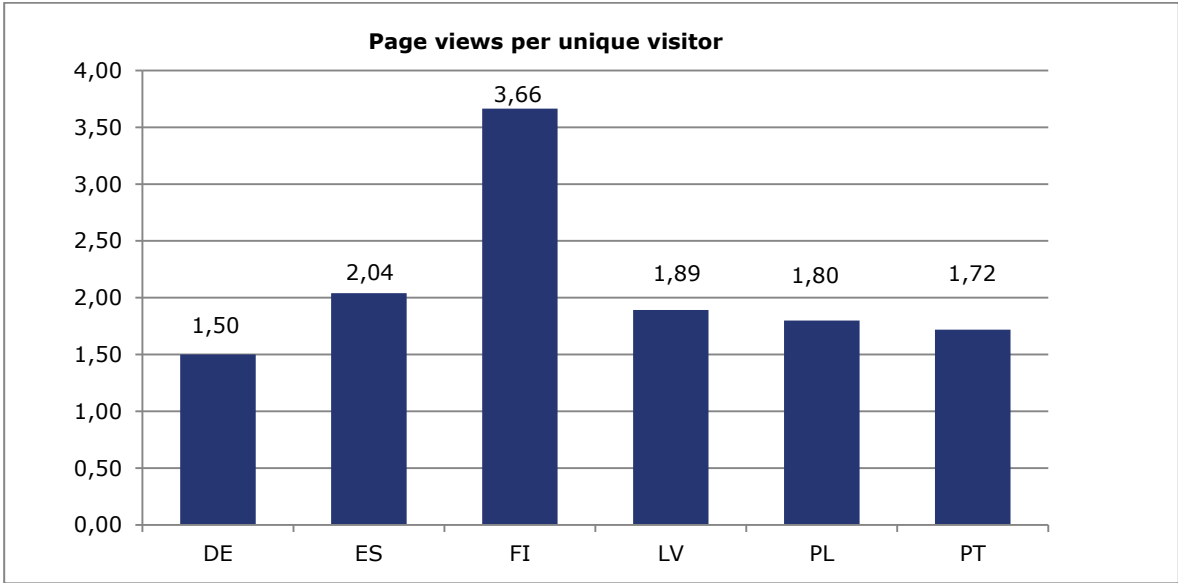
⁵⁵ Swedish is one of the officially national languages of Finland, but only spoken by 5.36% of the population (http://www.stat.fi/tup/suoluk/suoluk_vaesto_en.html#vitalstatistics), which could explain the low website visits.

Figure 28: Page views per language



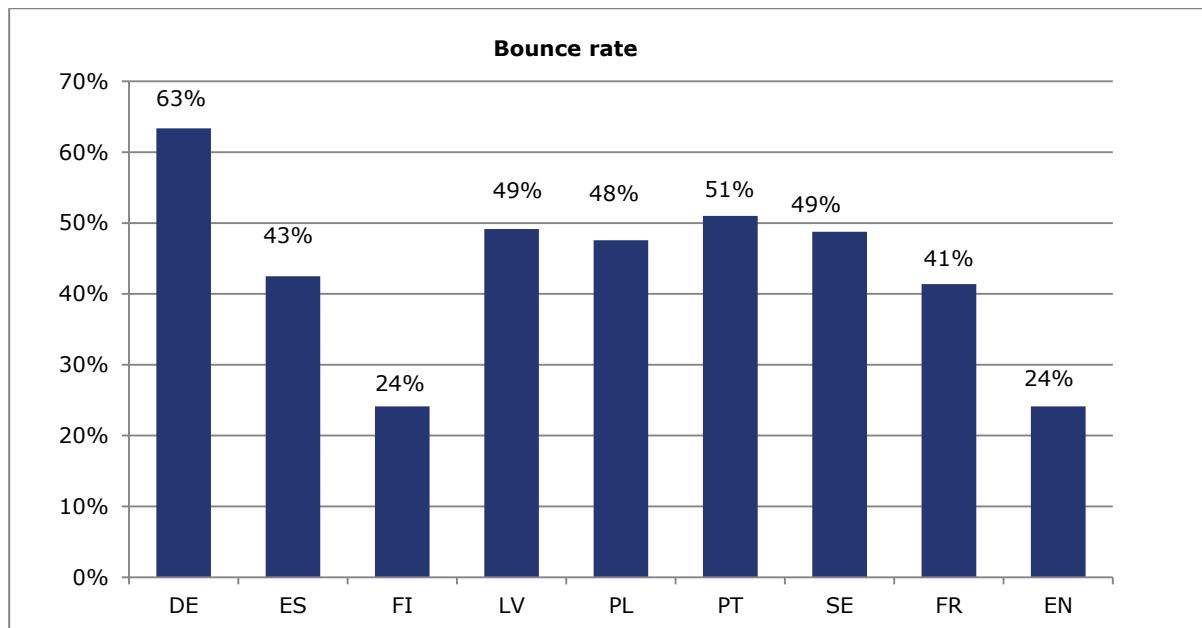
The results regarding page views show a slightly different picture, as they reveal that the people that visited the Spanish and Finnish sections tended to view more pages than in other countries.

Figure 29: Page views per unique visitor



This trend is confirmed by the figure above which illustrates that unique visitors in Finland saw almost twice as many webpages (3.66) as in all other countries. The average number of page views per unique visitor ranged from 1.5 in Germany to 2.04 in Spain.

Figure 30: Bounce rate



The bounce rate, which represents the percentage of visitors that only visited one webpage, was therefore considerably lower for the Finnish web section (24%), but also the English web section (24%). Conversely, the bounce rate reached 63% for the German web sections and around 50% for the other web sections.

The bounce rate figures, as well as the fact that most unique visitors on average saw only two webpages indicates that there is **room for optimisation in the content, feel and user-friendliness of the website.**

Conclusion on the extent to which HAVAS met its objectives for the website

The website attracted just under a million unique visitors, mostly from Germany, Spain and Poland. However, it was the Finnish web section that proportionately attracted the most visits. The number of page views was considerably higher for the Finnish web sections (3.6), whereas on average people saw less than two web pages in the other countries. The bounce rate of the website was of around 50%, except for the Finnish and English (24%), and German (63%) sections. These figures suggest that there is room for optimisation in the content, feel and user-friendliness of the website.

3.2.4 Where expectations have not been met, what factors have hindered their achievement?

Advertising

From the available data, there is insufficient evidence to allow us to answer the question on what has hindered the achievement of KPIs. However, as highlighted above some of the KPIs set for example for TV GRPs in Germany and Print GRPs in Spain meant that a lower level of advertising pressure was applied through these mediums.

The other issue that needs to be mentioned here relates to the creative approach. Research conducted by Ipsos MORI suggests that creative quality accounts for about three-quarters of variance when explaining at recall levels. Ipsos report that:

"When looking at advertising and promotion spend, it's easy to assume that, because media comprises such a high proportion of overall spend it must be the most important factor. In fact, creative has a disproportionate influence on the success or failure of an advertising campaign.

Ipsos ASI's global advertising database shows that creative quality accounts for about three-quarters of variance when explaining differences in ad recall levels. Weak creative rarely earns good recall based on heavy media. So, despite the high cost of buying media, the 'creative' is key for driving success. To ensure that creative is as strong as possible, it's important to pre-test creative and to consider the ad development process."⁵⁶

PR and e-PR

Some issues of inconsistency cloud the analysis. The communications objectives set out in the various country reports differ in content and order of priority.

For example, in Finland, the first priority is to "create a relationship with the journalists we can capitalize on in the perspective of the future communications activities of the European Commission." In Portugal, this is the third objective and the verb used is to "strengthen" not to create relationships. It is questionable whether making contacts with journalists should come before delivering the message as an objective. Also, measuring whether relationships have been created would require a database of previous media contacts and a new database post-event, showing which new contacts have been established, which by HAVAS and which by the Representation (in some cases, the Representations claimed to have had to do most of the work of contacting the media due to shortcomings by HAVAS at local level).

There is the additional question of what counts as a "contact": sending a press release, meeting the journalist, talking on the phone. We do not therefore regard this as a SMART objective. The problem is even greater with "strengthening" contacts.

In Poland, the first PR objective was to announce the launch of the corporate communications pilot campaign. In Finland, it was to "deliver the key messages of the campaign". It is generally accepted in the PR industry that the fact of a campaign is not the story, and that it is the message which counts. It is only the Advertising and PR trade press which will be interested in the details of the campaign, not the target audience. However, the launch events did align with generally accepted good practice by highlighting real stories and giving journalists access to real people.

Website

Two factors hindered greater website visits and page views: the promotion of the website, and the content and design of the website.

Promotion

During the focus groups, participants very often lamented the lack of information presented in the TV adverts, and that it had been almost impossible to spot the link to the website where they could find additional information. Additionally, the TV adverts did not make any explicit reference to the website, encouraging people to find out additional information about the projects.

Conversely, participants indicated that they appreciated the information presented on the prints, including the link to a website. However, none of the participants across the focus groups indicated that they had seen any of the prints.

⁵⁶ "Top 10 Advertising Lessons Learned", Ipsos ASI, May 2010

Some participants in focus groups had thus highlighted that they would have preferred the website address to be featured more prominently in the adverts (both TV and print). As a result, only one participant across the focus group thus indicated that he had seen the website, while he was looking for EU financing opportunities.

Although the results from the focus groups are not representative, the fact that participants found the link to the website more obvious on the prints than on the TV prints, but that proportionately less participants had seen the prints than the TV adverts could explain the website visit results.

The website could have therefore generated more visits if it figured more prominently on the channels, and notably the TV adverts, on which it was promoted.

Content and design

Participants were divided regarding the **user-friendliness of the website**. Most participants in Spain stated that it looked easy to navigate. Comments in other countries included:

The website was "*the clearest element of the campaign*" (Participant aged 35 – 55 in Poland)

'*Good content*', '*approachable and uniform information*' (Participant aged 20 – 34 in Poland)

'*Easy*', '*intuitive*', '*simple*', '*objective*' and '*direct*' (Participants aged 35 – 55 in Portugal)

Others, such as in Finland, stressed that the search function missed the point as it took the search to the overall EU website. A better search function should also enable to find projects according to the number with which they were promoted in the adverts. Participant stressed that:

'It feels like you need to know what you're looking for already when you go the website. It is not making discovery easy.' (Participant aged 35 – 60 in Finland)

'The website is actually quite clear but could be made clearer in terms of where to find what kind of information as you will soon lose interest in trying to make sense of it.' (Participant aged 35 – 60 in Finland)

Most participants criticised the website for being **not visually appealing**. Positive and negative comments included:

'Finally some nice muted colours' (Participant aged 35 – 55 in Poland)

'The quality of the website does not do justice to the EU's standards – the website is dowdy and not appealing' (Participant aged 20 – 34 in Germany)

Participants in Finland indicated that the look and feel of the website was not appealing and indicated that it "*looked like a high school project*"

'The homepage looks like it was made in Windows 98 and still seems unfinished and under construction' (Participant aged 20-34 in Portugal)

The difficulty to create a visually appealing website had also been signalled by HAVAS as one of the weaknesses of the website. HAVAS pointed out in their Interim Report that they had "limited formal creativity due to the Europa.eu constraints.

All participants also highlighted the **lack of visual coherence** between the TV adverts, prints and website. Participants in Finland thus indicated that they would think they were on the wrong website if they were trying to find information from or related to the adverts. Participants thus stressed:

"It seems like two different agencies have prepared the content and design of the adverts and the website – there is a different corporate identify" (Participant aged 20 – 34 in Germany)

'Without the EU symbol we couldn't identify that we were looking at the same information campaign' (Participant aged 20 – 34 in Portugal)

Finally, some participants regretted that specific information on projects was only available in the language of the country in which it was undertaken, rendering this information inaccessible. This has also been reported by HAVAS in their Interim Report, in which they indicated that some of the weaknesses of the website included "in some languages, poor translation quality" and "not enough time to write and translate the contents in eight languages".

These elements reduced focus group participants' interest in viewing additional pages.

Recommendations to further improve the website thus included:

- Creating a map that would display what EU has funded on a more country-specific and local level;
- Adding a better search function;
- Adding an option to share the project profile on LinkedIn;
- Creating an application;
- Putting the drop down menu at the top so that you don't need to scroll down to the bottom of the page;
- Making the website more compact, and using broader categories for the first level of search;
- Adding options for colour-blind people;
- Creating a section where some "real situation" videos are provided, showing the entire funding process: from the application to the granting of support, ending in project implementation;
- Adding a new search method/ "simulator" to create personal profiles so that people could find projects according to their interests.

Conclusion on factors that hindered the achievement of expectations

In terms of advertising, it is difficult to assess the factors that may have hindered the achievement of KPIs, although the results achieved suggest that lower levels of advertising pressure result in lower levels of recall.

In terms of PR and e-PR, the objectives set out in the various country reports differ in content and order of priority. In one country, the first priority was to "create a relationship with the journalists". It is surprising that delivering the message, was not the first objective, which could have hampered the focus on media reporting.

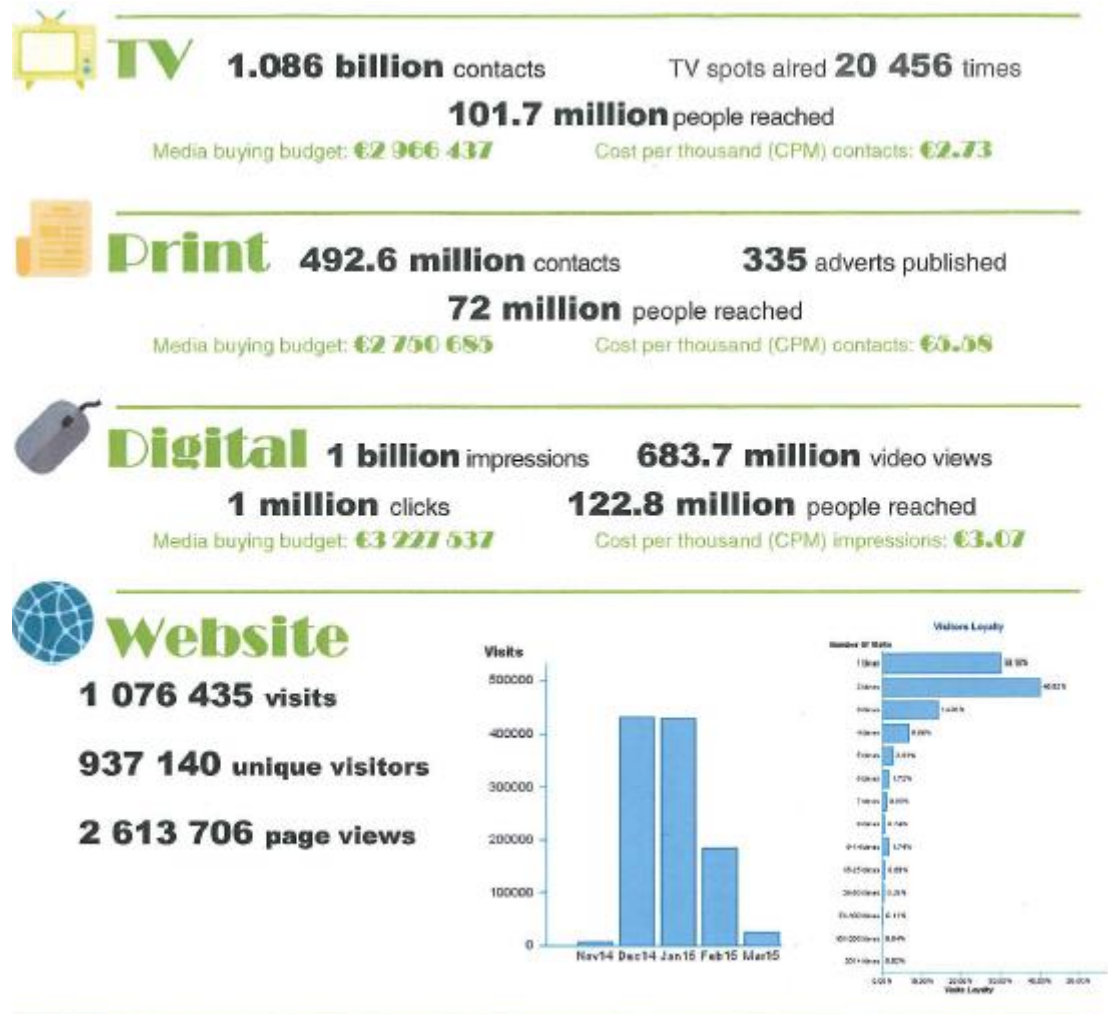
For the website, the lack of linkage between the adverts and the site reduced the usefulness of the website as there was scope for greater promotion of the site as a resource. The TV adverts, which generated the greatest reach, insufficiently encouraged people to use the website to obtain additional information. For instance, the TV adverts did not explicitly encourage participants to go on the website to see how the EU is working for them. Additionally, the website address proved difficult to identify in the TV adverts.

The visual presentation of the website was assessed by people as not coherent with the style of the adverts, whereas there seemed to be room for optimisation in the user-friendliness of the website. These elements deterred people from viewing additional webpages once on the website.

3.2.5 What was the relative contribution of the different activities to the reach and recall objective?

This section presents the contribution of the different activities to the reach and recall objectives. Drawing on HAVAS monitoring data, the following breakdown of the reach results per channel, is shown in the figure bellow.

Figure 31 - Reach effect of the campaign per channel



Source: DG COMM

It seems that different methodologies were used to calculate reach per channel, rendering it difficult to compare the contribution of each channel to total reach. Additionally, it seems that the overall reach per media was not used to determine the overall reach figure. The evaluation team is thus not in a position to assess the contribution of each channel to reach and recall.

Based on the data provided by HAVAS, it seems that digital generated the greatest reach (122.8 million), followed by TV (101.7 million) print (72 million) and the website (just under 1 million).

Conclusion on the relative contribution of the different activities

Based on the data provided by HAVAS, it seems that digital generated the greatest reach (122.8 million), followed by TV (101.7 million) print (72 million) and the website (just under 1 million). Furthermore, survey results show that TV generated the highest recall.

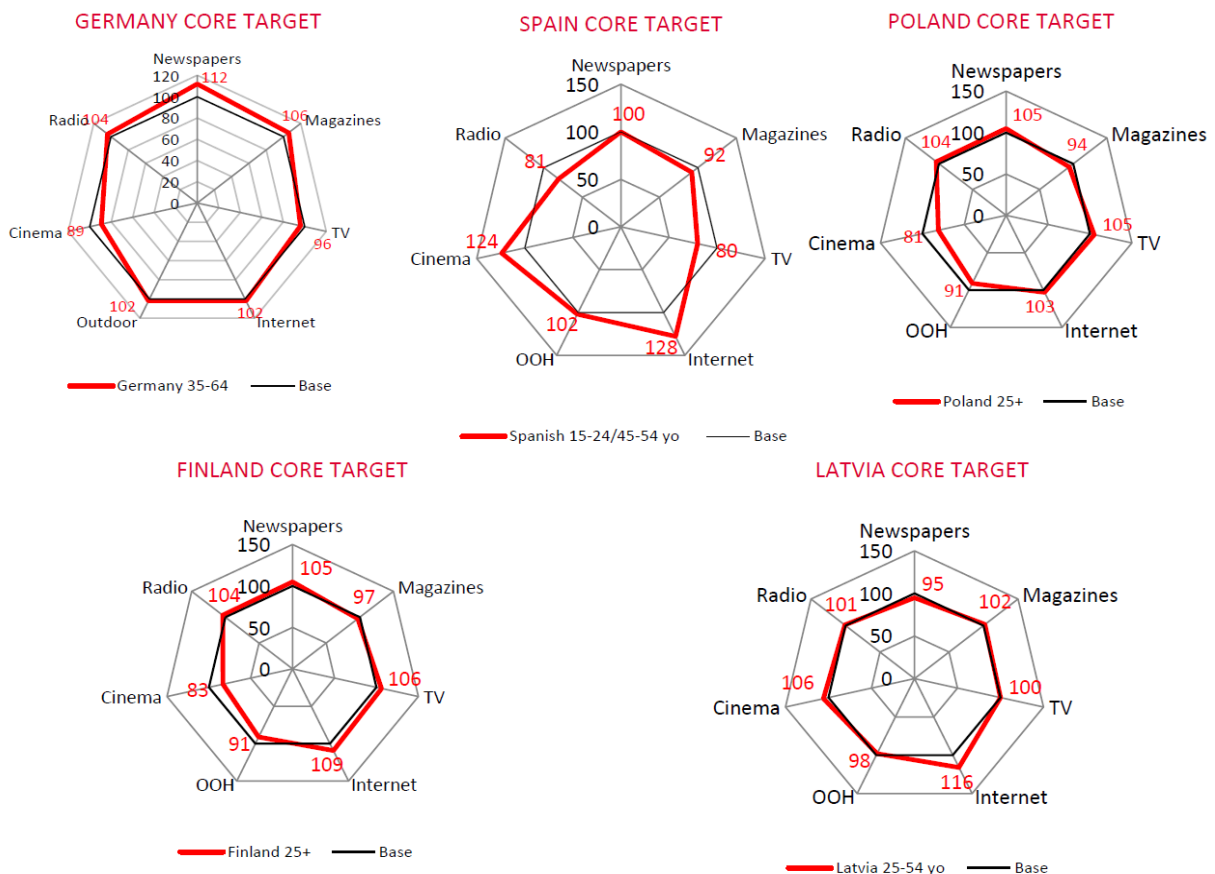
3.2.6 To what extent were the activities suitable to reach out to the target audience (neutrals)?

Already at the stage of preparing their offer HAVAS proposed the selection of five countries (DE, ES, FI, LV and PL) with the highest percentages of neutrals, according to the 2013 Standard Eurobarometer survey. Subsequently, HAVAS examined the age, socio-economic, and urban composition of the neutrals in each of the countries. After defining the 25+ population as the broad audience, and narrower age-groups are “core” audiences, HAVAS identified which media is most relevant and powerful to reach them using two indicators:

- Media reach (the % of 25+ year olds that can be reached by each of the media)
- Media affinity of heavy consumers. (An index above 100 (100 representing the average), means the media is strong. An index below 100 signals that the media is not consumed a lot).

HAVAS have also mapped the affinity indexes for the ‘core’ audiences, i.e. the neutrals in the countries in the narrower age groups in the countries.

Figure 32: HAVAS’ affinity mapping

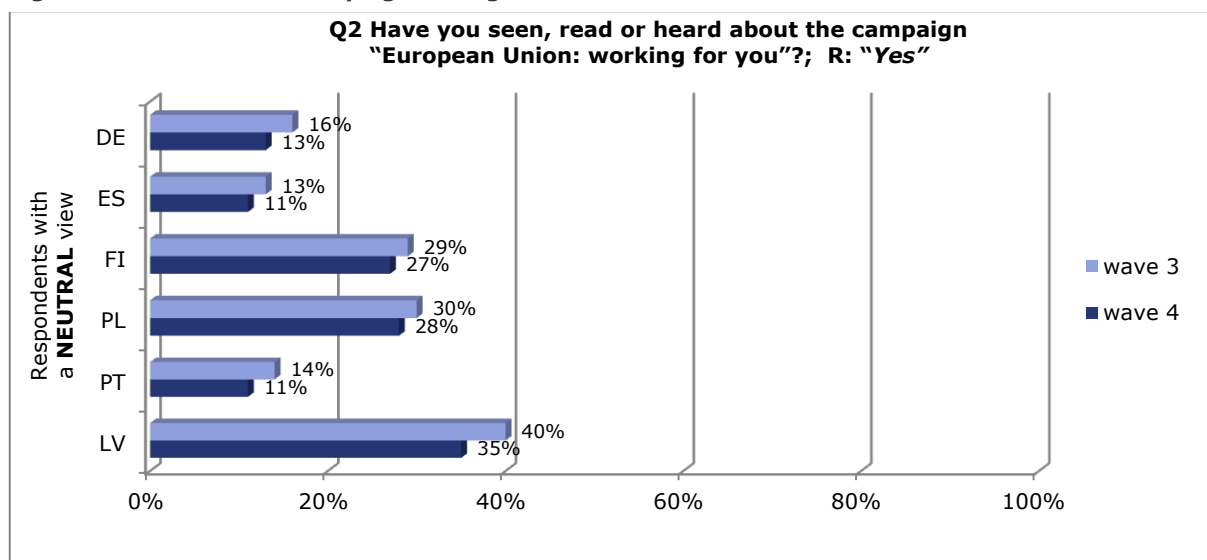


The results suggested high affinity to television and the internet. The Eurobarometer confirmed that the TV is the medium most often used to get information about the EU.

The monitoring data, which confirms the reach of the campaign, is not able to provide insights into reach by view of the EU, for example whether or not the campaign succeeded in targeting neutrals' reach.

The TNS telephone surveys conducted during and right after the pilot campaign show the recall of the campaign in the respondents with a neutral view.

Figure 33: Recall of the campaign among neutrals



The results varied significantly by country. In Germany, Spain and Portugal under 16% of neutrals reported having seen the pilot. In Finland and Poland the percentage was circa 30%, and in Latvia 40% of neutrals reported having seen the campaign.

PR and e-PR

Since PR activity is conducted through intermediaries (the media), this question may be divided into two parts:

- to what extent were the activities suitable for the targeted journalists;
- to what extent were the selected media appropriate for the ultimate target audience.

We have already discussed above the question of whether the PR focus should have been the fact of the campaign itself or the underlying messages of the campaign. Insofar as the PR activities made use of materials which were of good quality and delivered at professionally managed events with follow-up contact in the case of those who did not attend the events, they were "suitable".

The issue of targeting the ultimate audience is more complex. Rather than mainstream daily news media, the most appropriate channels would probably be magazines, periodicals and websites of specialist interest to the demographic groups in the various countries, since the composition of the "neutrals" varied. We saw no evidence of such an approach on this occasion, but would recommend it for any future campaign.

Website

Having seen the TV adverts and the prints, participants had **mixed opinions** as to whether they would seek additional information online. However, some participants expressed a **very strong demand for a website** where they could find additional information as to

how they could benefit from EU support. A number of participants thus **hoped that the website would act as an entry-point to further information about how the EU could work for them**. As mentioned by some of the participants, the campaign creates expectations, and they would hope to find information regarding how they could also benefit from EU support. Prior to having seen the website, participants thus asked;

'Will it be possible to find out exactly how the EU is protecting online shoppers?'
(Participant aged 35-55, Spain)

'Will we be able to select our business activity to find out what financial support we can receive from the EU?' (Participant aged 35-55, Spain)

As highlighted, the content on the website generated **mixed opinions**. Some felt that it was relevant and interesting, and notably appreciated that contact details of the project promoters figured on the website. This **rendered the projects more tangible, and was suggested that it could lead people to exchange best practices** across Europe.

Some participants highlighted that the projects on the website were interesting as they made the EU's actions more concrete. Additionally, they pointed out that they were interested in one of the projects displayed on the website as they would like to understand better how EU money has been spent. Comments included:

'Graphic look of the website was poor but the topics were good' (Participant aged 20-34, Finland)

The website provides *'a better idea what the EU actually does'* (Participant aged 35-60, Finland)

However, other participants indicated that it reinforced the idea that they were not the targets of this campaign, as the projects seemed to be **more geared towards large companies or public administrations**. This was notably the case in the Portuguese or Spanish focus groups. In the case of Spain, participants highlighted that the first project that they saw on the website, Project nº3 about broadband in rural Finland that is shown in the figure here-under, was very distant to their day-to-day activities, and, therefore, not a good proof that the EU was working for them.

Figure 35: Projects mentioned on the *EU trabajando para ti* website



Finally, other participants, such as in Finland, regretted that the date of the start of the project had not been indicated, in order to understand what was the process and timeline for the projects to obtain funding. Similarly, participants in Poland regretted the lack of information as to whether the projects were finished or is still in the course of being implemented.

Conclusion on the extent to which the activities were suitable to reach out to the target audience (neutrals)

Given the very broad age range of the 'neutrals' in the target countries, the design of the pilot's advertising activities focused more on narrower age groups within the countries than the range measured by the Standard Eurobarometer. The results of the TNS telephone surveys conducted during and right after the pilot's advertising waves suggest that the reach among the neutrals varied significantly, from just over 10% in Wave 4 in Spain and Portugal, to 40% in Wave 3 in Latvia.

The PR was suitable from the perspective of the quality of the materials and the execution of the events. However, the issue of the campaign itself being the message rather than the underlying messages of the campaign being the PR focus, was a weakness. The materials and the events were of high quality. However, no evidence could be found of an approach specifically targeting media and journalists focusing on neutrals (although it is a wide audience).

The website seemed to reflect a demand for further information among citizens in the six Member States, particularly as the campaign gave people a feeling that there were opportunities for them, where they could get EU support.

However, the types of projects displayed on the website, the lack of availability of specific information such as the project implementation timeline, and the fact that key information was not available in their language led a number of focus group participants to question whether they were the actual targets of this website.

The target audience would thus be very much interested in a website, which would act as a gateway to understanding what the EU is doing, and how they can benefit from EU support. A number of improvements to the current version would, however, need to be made.

3.3 Impact and relevance of the federating message of the campaign

3.3.1 Was it perceived positively in each country, in each language?

To assess this question we considered feedback on the whole campaign gathered through the focus groups and pre-tests, as well as immediate reactions to individual adverts and the TNS telephone surveys.

During the pre-tests, across all countries and adverts, the clips shown were perceived aesthetically as attractive, dynamic, and 'fresh', aimed predominantly at young people. According to the pre-tests the clips also succeeded at presenting the EU as a less distant and bureaucratic than people tend to think.

On the other hand, the pre-tests results shown that the adverts were considered to be too chaotic, and the cheerfulness was often perceived as too superficial, abstract, and lacking credibility. Furthermore, the results when differentiated by age showed that the older respondents perceived the speed of the images and tempo of the music as far too fast, which made it challenging to absorb all of the information and follow the plot.

During the pre-tests there were certain disagreements whether the morph-suited figures are a good metaphor for the EU. Some pre-test participants recognised the idea behind them (i.e. almost invisible help), but some considered them a particularly bad allegory for "faceless bureaucracy".

Feedback from focus groups in the six campaign countries suggests that **most people felt that the campaign concept was a good idea**. Participants in both focus groups in Spain were particularly satisfied with the campaign, for example the young group (aged 20 -35) suggested that the campaign had been a 'good *idea*' and was '*very much needed*'.

However, some questions were raised about why the EU wanted to promote itself, for example:

- In the group aged 35-55 in Spain it was asked whether the EU was trying to improve its image after the 2014 European Parliament elections;
- In Finland, the younger age group (20-35) suggested that the campaign seemed a bit '*desperate*' because they felt that criticism of the EU was on the rise;
- In the Latvian older group some asked '*what do they want from us?*'

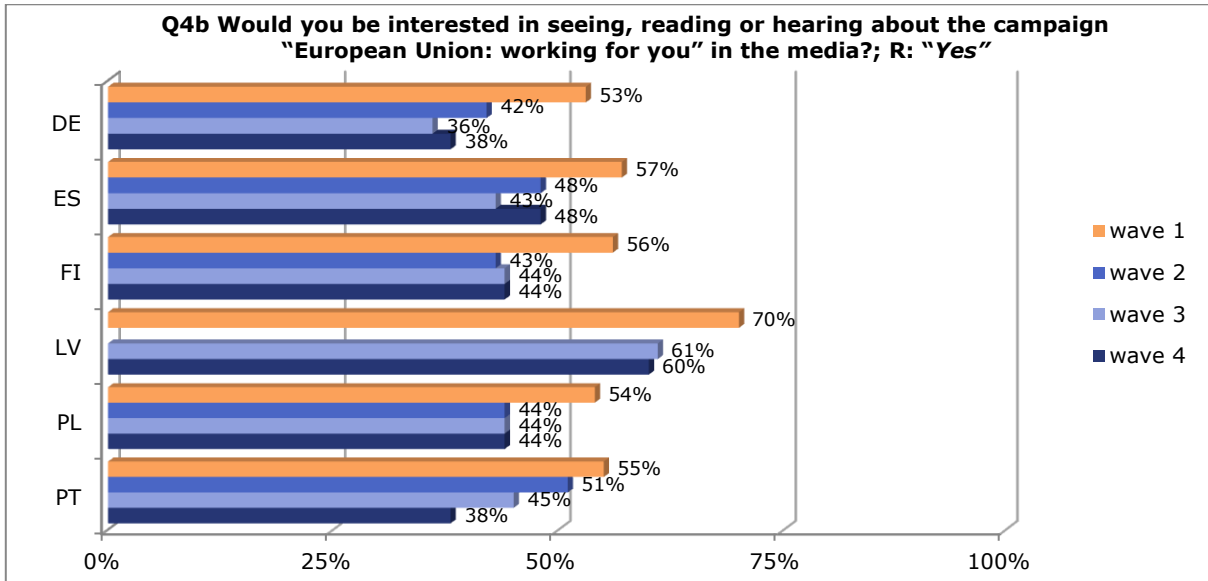
However, overall, the perceived value of a this type of campaign was backed up by the fact that focus group participants tended to indicate that the campaign should be continued, but for the most part not in its current format⁵⁷. This did not necessarily mean that participants wanted the campaign to keep rolling, rather **that there is more scope for information about what the EU does**.

This finding is consistent with the results of the TNS research⁵⁸, which shows no significant difference between the proportion of people across all countries that would like to see more information on the campaign and those who indicate that they would like to see more information about the EU working for them in the media. This is highlighted in the below charts.

⁵⁷ A number of specific deficiencies or gaps were identified with regards to specific advertisements in the form of TV and print, as well as with regards to the website.

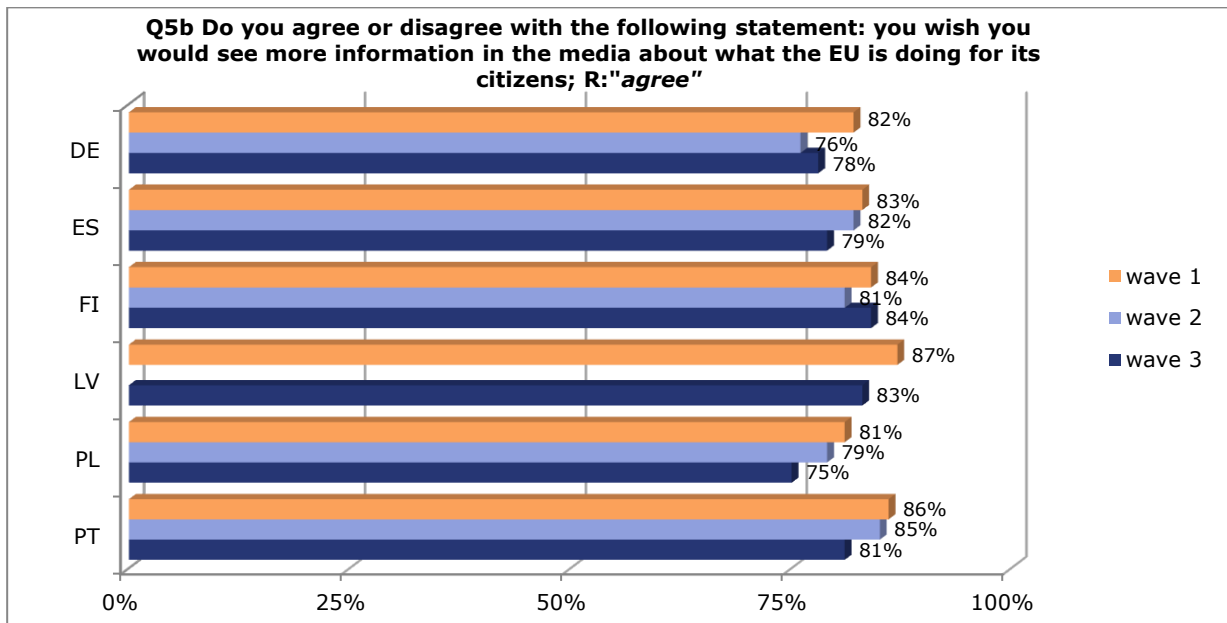
⁵⁸ It should be noted that these questions were only posed to those who had not previously seen the campaign.

Figure 36: Interest in further information on the campaign in the media



Source: TNS telephone surveys: 2004, 2006, 2009, 2011, 2012, 2014, 2015, 2017

Figure 37: Desire for more information in the media about what the EU does for citizens⁵⁹



Source: TNS telephone surveys: 2004, 2006, 2009, 2011, 2012, 2015.

The focus group research also pointed to the fact that people were broadly interested in the topics and liked the topic / project-based approach. The themes were felt to be easy to understand. Participants were not convinced by the execution of the different adverts, which tended to spark a range of much more mixed opinions with regards to their effectiveness. (This aspect is considered in the responses to other evaluation questions.)

⁵⁹ This question was not asked in Wave 4 of the TNS telephone survey.

Some of the reasons that people thought that the campaign was a good idea related to the fact that people liked that:

'...at least the EU is trying to speak to normal people' (Participant aged 20-35, Poland)

'...it's a reminder from the EU that they are here' (Participant aged 20-35, Latvia)

'In time of crisis, the campaign has a soothing effect for the population. The fact that people feel supported creates an atmosphere of hope...' (Participant aged 35-55, Portugal)

However, all felt that a more realistic and informative approach was required, as highlighted below:

'It would be more useful if real people would tell us about their experiences and not these abstract people...' (Participant aged 20-34, Latvia)

Topics such as money, education and self-employment must be treated seriously:

"Where are those cool guys dancing around in morph suits? Those who are dealing with bank transfers, doing an Erasmus programme or want to become self-employed are not running around like crazy in a morph suit". (Participant aged 20- 34, Germany)

There was a call for more concrete projects, such as how someone opened a bar or a bicycle shop thanks to EU help. They would rather see a *'real case'* (excerpt from Spanish Focus Group Report).

Conclusion on whether the federating message of the campaign was perceived positively in each country, in each language

The findings indicate that the campaign goal of showing what the EU is doing was positively perceived in the different countries. It is not possible to please everybody and differences of opinion are evident from the data and feedback on the campaign, in particular with regard to its execution, for example the choice of images and level of information. However, the value of doing this type of campaign seems to have been clearly recognised.

3.3.2 Did the campaign pass the intended message through to the audience?

We defined the passing of a message as a process which goes beyond reaching the target audience and represents the receipt of the message, for example that the target group registers the messages, the message it is heard and understood.

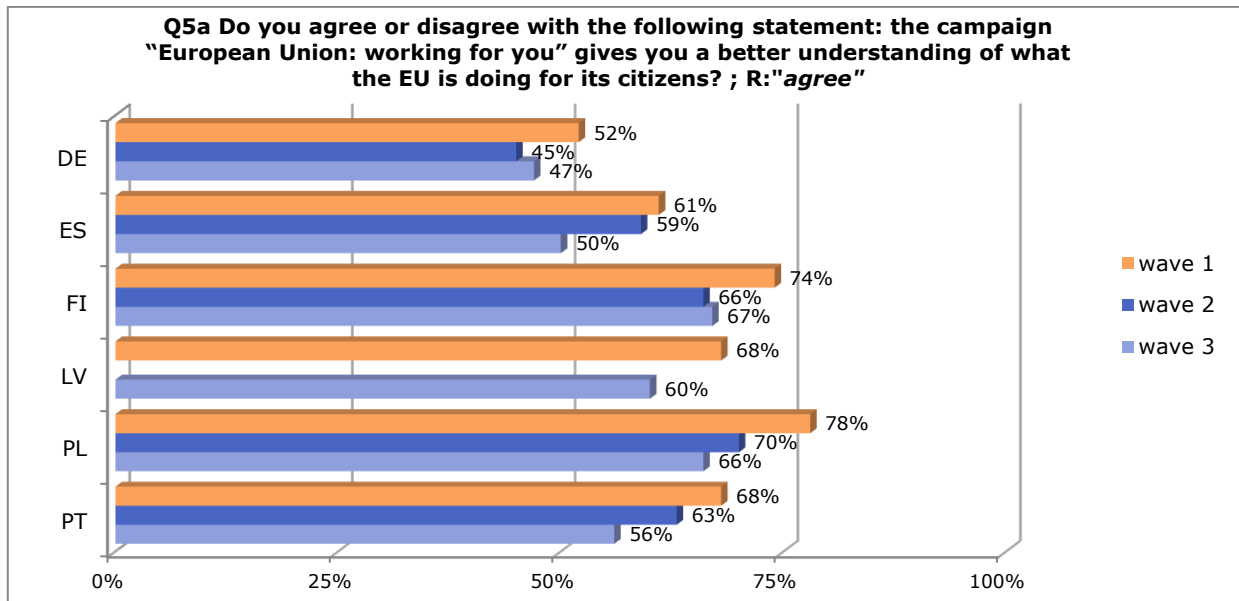
To answer this question we considered evidence from the TNS telephone surveys, more specifically to Q.5 on whether the campaign had given a better understanding of what the EU is doing for citizens. We also took into account feedback and insights from the advertising pre-tests and focus groups on how understandable the federating message *'EU Working for You'* is and the factors that contribute to levels of understanding.

The TNS survey indicates that **the majority of people⁶⁰ who saw the campaign felt that it gave them a better understanding of what the EU is doing for its citizens.**

⁶⁰ This represents between 56% and 58% as an average of all countries, survey wave 2, and survey wave 3.

This trend follows through when we consider the results on a country-by-country basis, with the exception of Germany, where just under half of respondents who saw the campaign indicated that it had given them a better understanding. In the five other campaign countries, the percentage of respondents who felt that the campaign had improved their understanding of what the EU is doing was higher between 59% and 70%, with the highest levels of understanding generated in Finland and Poland.

Figure 38: Extent campaign increases understanding of what the EU does⁶¹

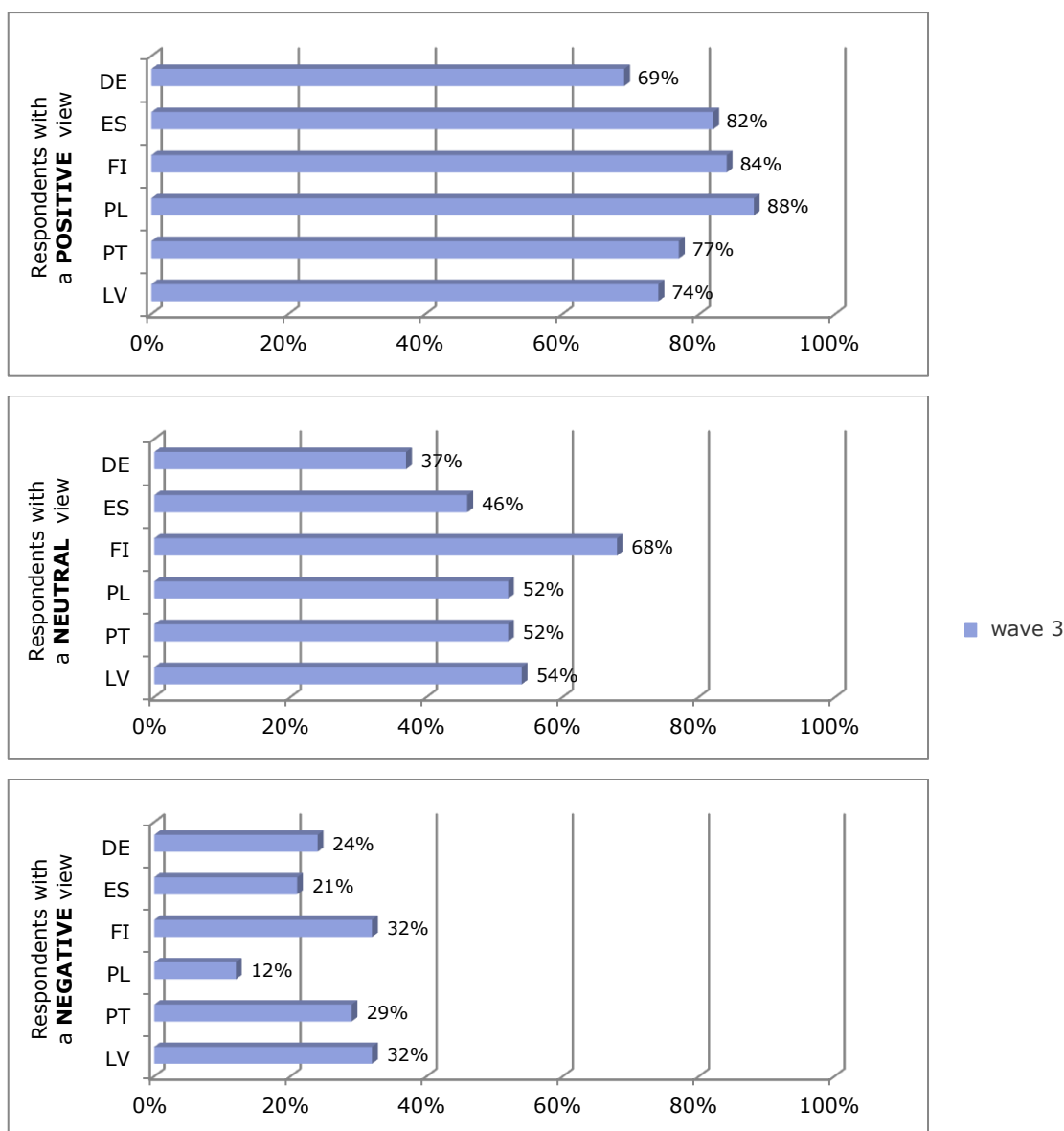


Source: TNS telephone surveys: 2004, 2006, 2009, 2011, 2012, 2015.

⁶¹ This question was asked only of the respondents who indicated that they had seen, read or heard about the campaign and was not asked in Wave 4 of the TNS telephone survey.

Figure 39: Extent campaign increases understanding of what the EU does, per view of the EU⁶²

**Q5a Do you agree or disagree with the following statement: the campaign "European Union: working for you" gives you a better understanding of what the EU is doing for its citizens?
R:"agree"**



Source: TNS surveys: 2012, 2015.

Wave 3 was the only TNS survey wave, which offered data on this question disaggregated by the respondents' view of the EU. As visible from the figure above, in all countries people with a positive view of the EU agreed strongest with the statement (from 69% in Germany to 88% in Poland). The proportion of respondents with a neutral view of the EU who agreed with the statement ranged from 37% in Germany to 68% in Finland. Finland stands out as the country where the highest proportion of people with a neutral viewpoint agreed that the campaign was giving them a better understanding of what the EU was doing. Amongst people with a negative view, the results suggest circa 1 in 5 still understood more what the EU was doing as a result of the campaign. The exception to this result is Poland where 12% of respondents agreed with the statement.

⁶² Data from the TNS telephone surveys for Wave 1 and Wave 2 did not disaggregate Q3 by respondents' view of the EU.

When considering feedback from the focus groups it is difficult to make a clear distinction between comments relating to the overall appreciation of the adverts and those pertaining to the federating message because these tend to be expressed in an integrated way. However, an attempt is made here to focus on the passing of the broader campaign message that the EU is working for you.

Participants in the focus groups were asked their views on the federating message after they had viewed all three adverts shown in their country. From this initial set of discussions on the message, it seems that **the campaign's federating message and more importantly that the point of the campaign was to show what the EU does was understood**. This is highlighted by the following:

- *'It's a reminder from the EU that they are here'* (Participant aged 20 – 34, Latvia)
- *'I'm glad to know they're working for us because they are working with my money.'* (Participant aged 35-55, Portugal). The main campaign goal was understood by everyone (Report on focus groups aged 20-34 and 35-55, Portugal)
- Participants are interested in the slogan and think the objective is good, but... (German focus group 20-34, report)
- The EU working for you, participants thought it was memorable (Participants aged 20-34, Finland)

There were also comments relating to the wording of the federating message, for example:

- *'I don't like the word WORKING, as people have to work and not the EU...'* (Participant aged 20-34, Latvia)
- *'Wir kuemmern uns (we take care) is more suitable...'* (Participant aged 20-34, Germany)

However, whilst these types of suggestions indicate different views on wording, they suggest that the Commission's intention was understandable.

During the discussion on the print adverts, participants offered further views on the federating message, which shed light on the fact that the medium used also had an impact on the extent that the message passed to the audience. Analysis of responses suggests that in many cases, but not all, the print adverts were perceived as less effective at communicating the federating message, for example:

- Most of the young group (20-34) indicated that they would not immediately associate these prints with the EU. (Focus group report on Spain)
- *'...a bad poster, without any message to the public...'* (Latvian participant aged 35-55 on the consumer protection on-line print).
- ...there is no clear / direct link between the information presented the print advert and the message (Participants 20-34, German focus group report).

However, participants in Portugal did not see things in the same way, as highlighted by one participant:

- *'...printed adverts are more understandable than the videos, allowing an immediate understanding of the message.'* (Participants aged 35-55, Portugal)

Conclusion on passing the federating message

In the focus groups, participants understood the federating message. Even though some people may not agree with the wording of the message, the evidence suggests that the audience understood what the campaign was trying to achieve: to reveal the EU. The focus groups suggest that the TV ads were, overall, better at passing this message than the print ad, but this finding is not black and white.

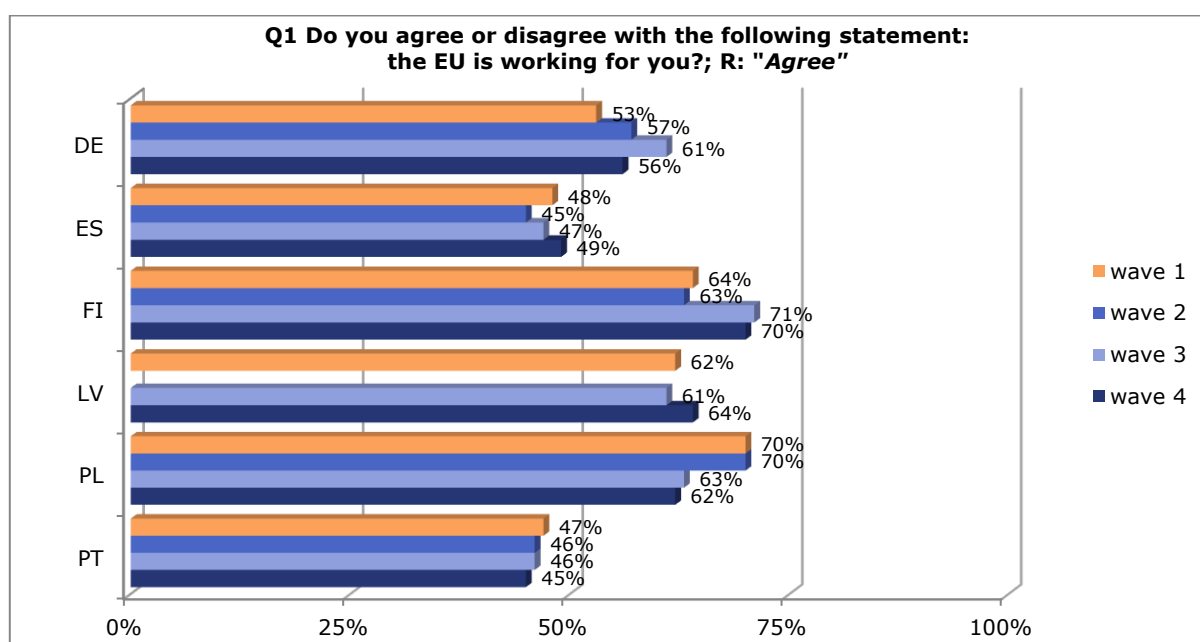
3.3.3 Was the federating message convincing? To what extent was it perceived as authentic and relevant?

To answer this question we considered evidence gathered through the TNS telephone surveys and the focus groups.

As highlighted by the below graph, overall a majority of survey participants, over 50%, agreed with the slogan in four of the six countries. Levels of agreement were slightly lower in Spain and Portugal between 45% and 49%.

The below graph suggests highest levels of agreement that the EU is working for you in Finland and Poland (71% and 70%). Some variation can be observed between different waves of the survey in different countries.

Figure 40: Levels of agreement with the campaign slogan



Source: TNS telephone surveys: 2004, 2006, 2009, 2011, 2012, 2014, 2015, 2017

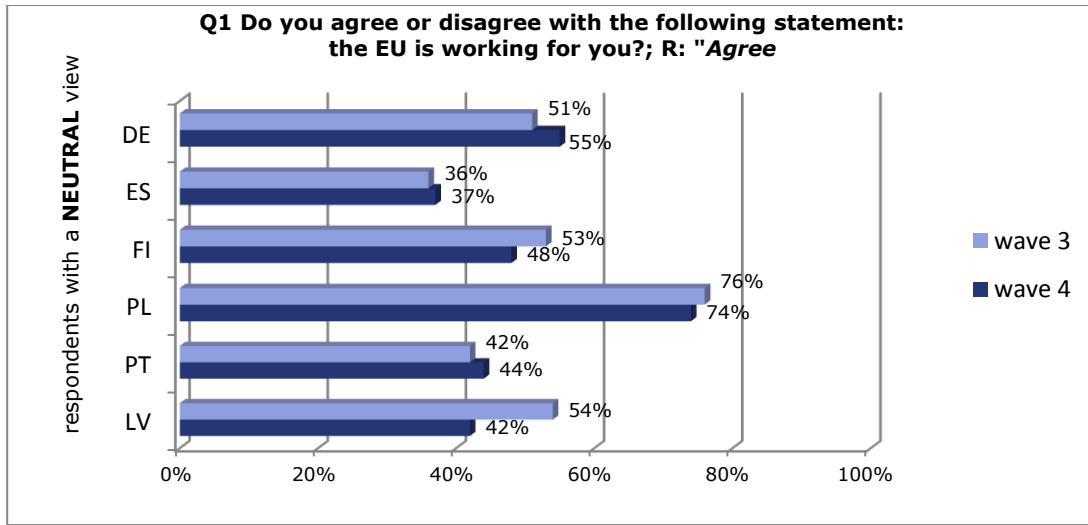
From the available data it is possible to conclude that people perceived the campaign slogan differently in relation their pre-existing views on the EU. Those with a positive view point of the EU were much more in agreement⁶³ with the slogan than respondents with a negative view⁶⁴. With regards to people with a neutral view point, levels of agreement with the

⁶³ Levels of agreement ranged from 71% in Portugal in wave 4, to as much as 97% in Finland in wave 3.

⁶⁴ Levels of agreement with the slogan ranged from 11% in Portugal to 27% in Finland.

slogan were lower as highlighted below, although respondents with a neutral view in Poland were particularly in agreement.

Figure 41: Levels of agreement with the campaign slogan, per view of the EU⁶⁵

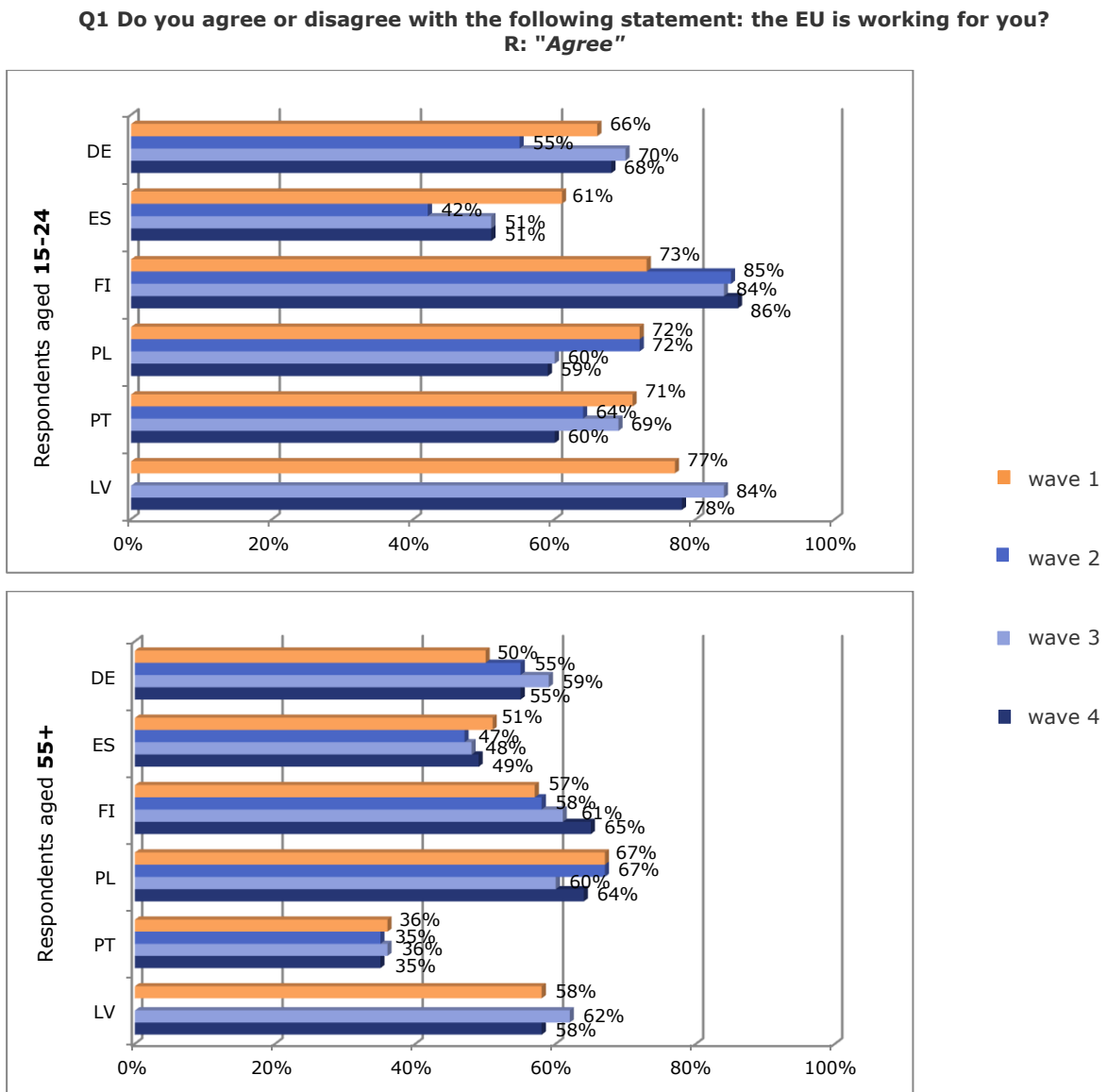


Source: TNS telephone surveys: 2012, 2014, 2015, 2017

Age is another factor that influenced how people viewed the campaign slogan. The data below suggests that younger age groups found the main campaign slogan to be most convincing.

⁶⁵ Data from the TNS telephone surveys for wave 1 and wave 2 did not disaggregate Q2 by respondents' view of the EU.

Figure 42: Levels of agreement with the campaign slogan, per age group



The focus groups, comprised of people with a neutral viewpoint suggested that for most participants the slogan was easily memorable and recognisable, but not always in a good way:

"...can become an earworm" (participant aged 20-35, Poland);

It's now stuck in my mind, but not in a good way. It is kind of annoying, especially with the clips, but I would definitely recognise it now (another participant aged 20-35, Poland);

"I will remember it, but the slogan feels like 'courting', trying to get you on their side." (Finnish participant aged 20-34).

However, in some of the countries there were certain objections with regards to the slogan's credibility, authenticity, relevance and phrasing.

In Germany, although both the older and younger group of participants considered the slogan to be "interesting", several younger people considered it to be "sarcastic, especially in the context of the current problems related to refugees coming to Europe from Africa";

"it's more suitable for a bank and/or an insurance company". Additional comments related to the fact that the slogan could give the impression that "the EU is there for them (sie – third person plural), but not for you (du – second person singular)". Because the campaign logo in German is written in all capital letters, it is impossible to distinguish between Sie (you – formal or plural) and sie (them). One younger participant recommended changing the slogan to "Wir kümmern uns" ("we take care").

In Latvia, one participant aged 20-35 commented that believing in the slogan would be like *"believing in Santa Claus"*, a statement with which several of the peers agreed. Older participants in the Latvian focus group pointed out that it was the use of the phrase *"working for you"* that diminishes the slogan's credibility; they believed that

"it is the people who have to work, it's not that the EU is working for them" (participant aged 36-55, Latvia).

Portuguese focus group participants were also concerned and suggested that *"support"* instead of *"work"* because work had negative connotations and made some people angry:

"You must be kidding! I work in a totally precarious position for 8 years and they even have the courage to say that they are working for me!" (Participant aged 20-34, Portugal)

Issues with the slogan's exact phrasing were also highlighted in Poland. Both groups called attention to the fact that in Polish the phrase *"we are working for you"* (*pracujemy dla ciebie*) sounds very much like *"we are working instead of you"* (*pracujemy za ciebie*), i.e. telling the viewer that (s)he can sit back and do nothing and that the EU will take care of everything. Such a message was considered to be highly unconvincing. A number of participants in both groups had suggested, unprompted, that that more accurate, hence credible, slogan would rather include words like *"support"* (*wspieramy*) or *"help"* (*pomagamy*).

In Finland, half of the participants of the older focus group agreed that *"the slogan is semi-credible. There are areas where the EU is working for you and others were it isn't"* (participant aged 36-55, Finland), whilst the other half thought that the slogan was *"suspicious"*, or *"not credible at all"*.

Conclusion on whether the federating message was convincing and the extent to which it was perceived as authentic and relevant

According to the TNS telephone surveys, in Finland and Poland people found the campaign slogan much more convincing than in the other campaign countries. In Germany and Latvia a majority found the slogan convincing. People were less convinced in Spain and Portugal. Age and pre-existing viewpoint of the EU influenced the extent that people found the slogan convincing. Not surprisingly, people who felt positive about the EU were most convinced by the slogan by far; those who felt negative were not convinced. Overall, there was a net positive impact on those who had neutral views about the EU. Younger people were most convinced by the slogan.

Overall the slogan was memorable, but there were questions on its relevance and credibility, which seem to relate to the choice of words. Points of concern related to the sometimes unfortunate translation of the slogan to national languages (German, Latvian, Polish and Portuguese) in which the slogan might imply desired passivity of the support's recipients, and hence reduce the slogan's credibility.

On multiple occasions suggestions were made by the audience members to replace *"work"* with *"support"*.

3.4 Relevance and sustainability of the campaign's content and specific messages

3.4.1 To what extent were the chosen messages understandable for audiences in the target countries?

To answer this question we considered evidence gathered through the analysis of pre-tests and the focus groups in the six campaign countries. From the evidence, it appears that there are different elements that contribute to the extent that the messages were understandable. As suggested by the question, people's ability to understand related to the extent that they understood the words and images conveyed.

According to the pre-tests, people found the messages conveyed were most understandable when they could themselves relate to them in some way. There were two adverts that were considered to be particularly understandable: the one showing help for youth and the one featuring help for the elderly. People could relate to these most because many were aware of the opportunities under Erasmus and also because they understood the fact that the elderly need help due to their own parents and/or grandparents. The Online Security advert was the advert that raised the most questions, as some participants believed that the EU's role in online security is redundant ("we have PayPal") and that the message might even suggest that the EU is "spying" on its citizens. Furthermore, the pre-test participants stressed that the website link should be visible for a longer period of time, in order to allow them to read and memorise it.

The adverts were intended to be symbolic and poetic in their approach. In this spirit, the EU working for you was inferred to audiences by figures working in the background to support the main character/s of the adverts. Among the participants of the pre-tests, there were certain disagreements whether the morph-suited figures were a good metaphor for the EU. The fact that some pre-test participants recognised the idea behind them (i.e. almost invisible help), suggests that the adverts managed to pass the message for some, but a large number of participants were not convinced, considering them to be a bad allegory for "faceless bureaucracy".

The pre-tests suggested that the adverts were considered to be too chaotic and the cheerfulness was often perceived as too superficial, abstract, and lacking in credibility. Furthermore, the results when differentiated by age showed that the older respondents perceived the speed of the images and tempo of the music as far too fast, which made it challenging to absorb all of the information and follow the plot.

The focus group results confirm that majority of the participants in all six countries easily identified and understood the themes presented in the adverts, naming them "help for young people", "Erasmus", "help for businesses", "help for elderly", "online security" (phrases reoccurring across all focus groups).

However, at the same time, in each country participants highlighted the lack of clarity of the information presented in the adverts. The perceived lack of clarity could be broadly grouped into four reoccurring themes:

- **the stark discrepancy between the abstract concept of the EU and the direct/personal messages portrayed in the TV adverts** (e.g. "People working for the EU have grey suits and grey hair, they are not as bright and lively" – a participant aged 20-34 in a German focus group);
- the fact that there was **too much information in too little time and space** in both the TV and print adverts, rendering it difficult to follow (e.g. "The [TV] adverts are too fast" – German participant aged 35-55; "There is too much information on one page – which ones of those are Anna and Lukas? – Spanish participant aged 20-34");

34; *"That's pure chaos, too much is happening at the same time"* – Polish participant aged 35-55);

- **the mismatch between the red background and the theme 'Green jobs'** which did not help to convey the message (e.g. *"I do not like the red background, green would be better"*– Spanish participant aged 35-55; *"It's irritating and unconvincing – why would you promote a green company using red colour?"* – Polish participant aged 20-34);
- the very mixed views on the print ads, with many participants saying the **fonts were too small to be legible** (e.g. *"There are four different size fonts and sizing makes me read irrelevant information first, and then the descriptions of the projects are in such small font it is very hard to read"* – Finnish participant aged 35-55; *"The footer font is excessively small – do they want to hide something?"* – Portuguese participant aged 20-34.

In many cases, participants expressed regret at the lack of factual information in the adverts, e.g. in Portugal none of the participants understood the status of the featured projects: *"Are the projects in progress right now?"* (Portuguese participant aged 34-55).

Conclusion on the extent to which the messages were understandable for the target audiences

The messages were understood by the participants, who could identify the theme of each advert. However, the adverts themselves, whilst striking, did not necessarily work to convey the specific messages. Many found the TV adverts to be too fast and crammed with information. There were mixed views on the print adverts, some felt that the print ads complemented the TV adverts, but their ability to convey messages was hindered by the font size.

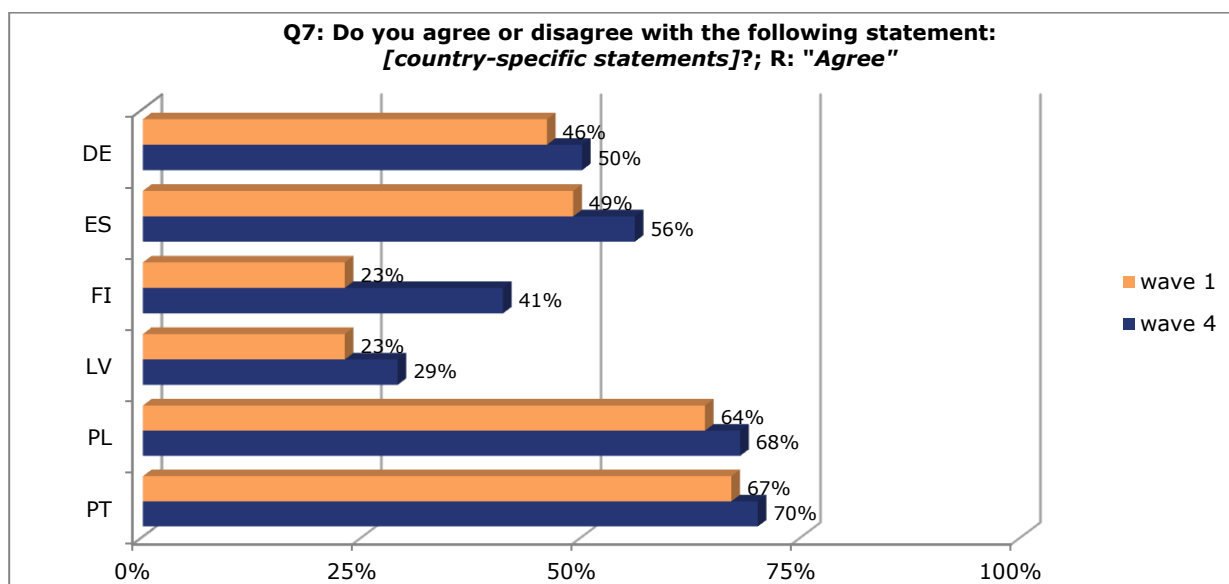
With regard to the images used, there were mixed views on the morph-suited figures and the extent that they conveyed the metaphor of the EU in the desired manner i.e. working in the background. Some people understood it, others did not. Some audiences considered the morph figures to be an allegory of "faceless bureaucracy".

The highly stylised approach adopted by the adverts meant that they were unlike other ads, and the format was generally perceived as memorable, but it also raised questions in focus groups.

3.4.2 Were the messages positively received by audiences in the target countries?

We understood this question as relating to whether or not people felt positive about the specific messages (slogans and advert content) conveyed by the individual adverts. To answer this question we considered evidence gathered through the analysis of pre-tests, TNS surveys, Ipsos MORI surveys, and the focus groups.

Figure 43: Agreement with country-specific statements



Source: TNS telephone surveys: 2004, 2006, 2011, 2014, 2015

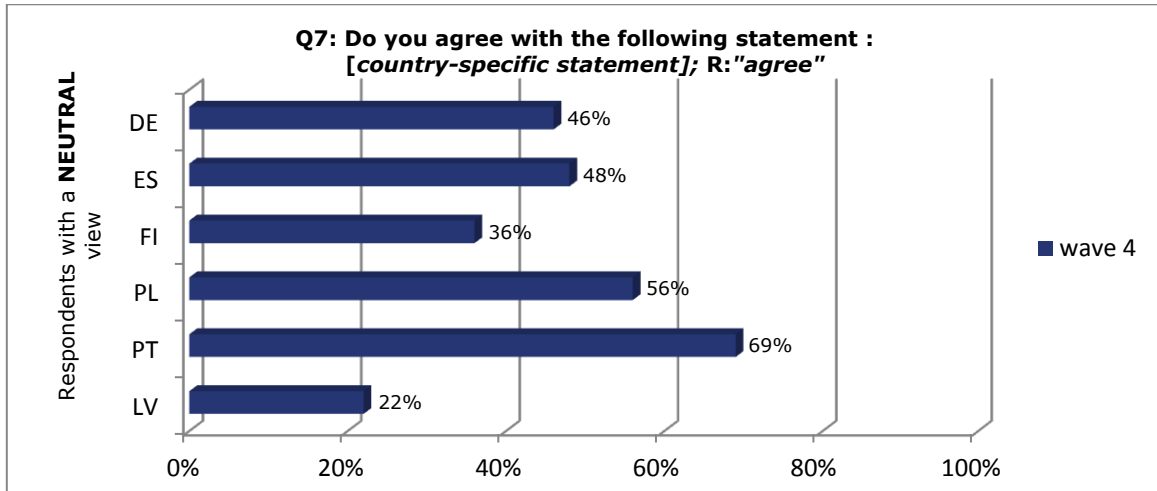
The above graph shows the results when respondents were asked⁶⁶ if they agreed or not with a series of statements aligned with the themes of one of the three adverts shown in each country.

Overall, people agreed more with the advert messages after the campaign than before. However, agreement with the specific statements was still mixed across the countries. In three countries (PL, PT, and ES) a majority agreed with the specific messages. In Latvia people were a lot less convinced (only 29% agreed), most people didn't agree in Finland and there were mixed feelings in Germany were a maximum of 50% agreed. As the specific statements were different it is not possible to draw comparative conclusions. However, it seems that people with a positive view of the EU agreed much more with the specific statements than those with a negative view. However, in Latvia it seems that the specific statement was not appreciated; only 44% of those with a positive view were able to agree with the statement.

With regards to people with a neutral view of the EU, the target for this campaign, most people in Poland and Portugal agreed with the specific messages, but the majority of 'neutrals' did not agree. This is highlighted in the graphs overleaf.

⁶⁶ This question was asked once before the campaign launch (TNS survey wave 1) and again after the two waves of advertising (Wave 4).

Figure 44: Agreement with country-specific statements, per view of the EU⁶⁷

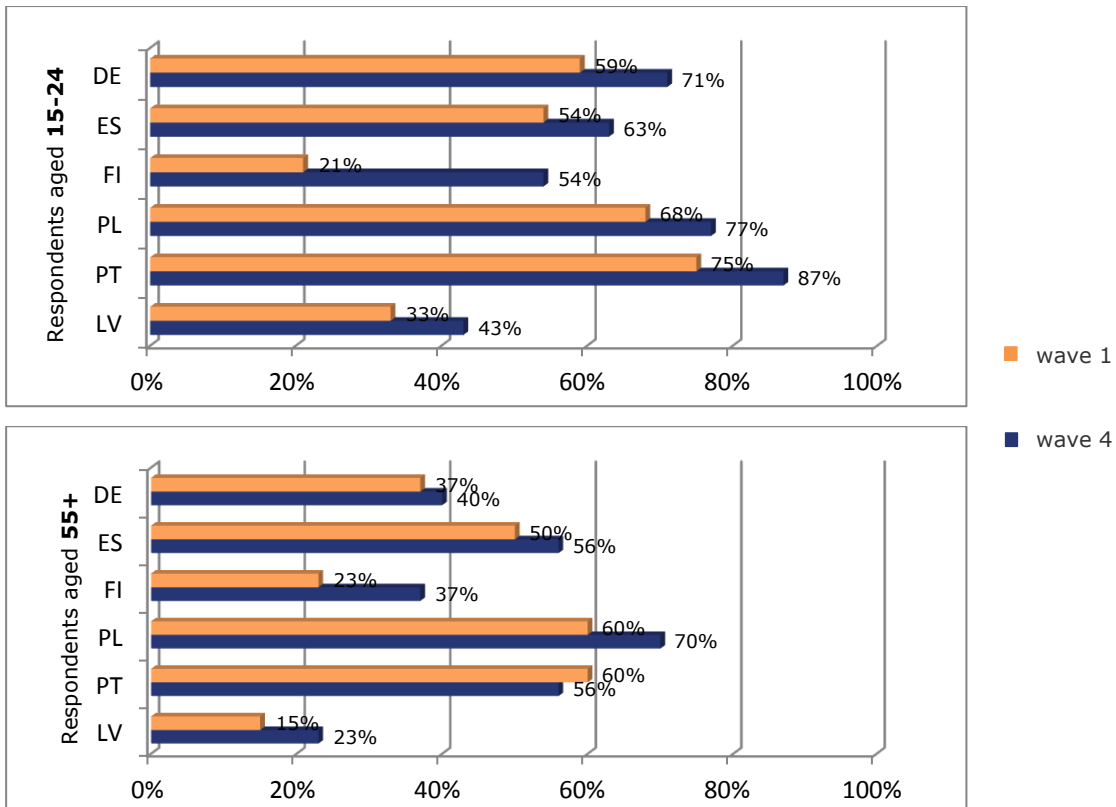


Source: TNS telephone surveys: 2004, 2006, 2011, 2014, 2015

The TNS data also indicates that generally younger people agreed with the specific statements more than older generations.

Figure 45: Agreement with country-specific statements, per age⁶⁸

**Q7 Do you agree or disagree with the following statement: [country specific statement]?
R: "Agree"**



Source: TNS telephone surveys: 2004, 2006, 2011, 2014, 2015

⁶⁷ The data on this question's results were disaggregated by respondents' view of the EU in wave 4 only.

⁶⁸ Results for all of the age groups can be found in the Annexes.

The fact that the statements and the adverts struck a chord with the youngest population is aligned with the results of the adverts' pre-tests. Across all countries and adverts, the clips shown were perceived aesthetically as attractive, dynamic, 'fresh' and aimed predominantly at young people. In the Focus Groups, the issue of who the adverts were targeted to also came up, and there was a sense that the adverts were generally targeted to younger people. In the pre-tests older respondents perceived the speed of the images and tempo of the music as far too fast, which made it challenging to absorb all of the information and follow the plot. These issues were also raised in the focus groups.

More detailed opinions and comments on the particular messages (statements and adverts combined) were collected during the focus groups in the pilot countries. After having being showed the videos, participants were asked to provide their opinion on the adverts, and notably the ones they had liked most, and least liked.

The table below provides an overview of the most liked and disliked adverts.

Table 9: Overview of advert appreciation

	Most liked advert	Least liked advert
DE: 20-35 year olds	Youth	Green Jobs
DE: 36-55 year olds	Youth	Green Jobs
ES: 20-35 year olds	Green jobs (look), On-line consumer protection (content)	On-line consumer protection (look), Green jobs (content)
ES: 36-55 year olds	Online consumer protection	Investing in Innovation / Green Jobs
FI: 20-35 year olds	Help for the Elderly	Online consumer protection
FI: 36-55 year olds	Help for the Elderly	Online consumer protection
LV: 20-35 year olds	Youth	Online consumer protection
LV: 36-55 year olds	Youth	Online consumer protection
PL: 20-35 year olds	Entrepreneurship	Green Jobs
PL: 36-55 year olds	Youth	Green Jobs
PT: 20-35 year olds	Investing in Innovation	Green Jobs
PT: 36-55 year olds	On-line consumer protection	Investing in Innovation / Green Jobs

Indeed, the crucial points expressed in the focus group regarding the actual content of the adverts revolved around their clarity, credibility, and the extent to which participants identified themselves with the adverts.

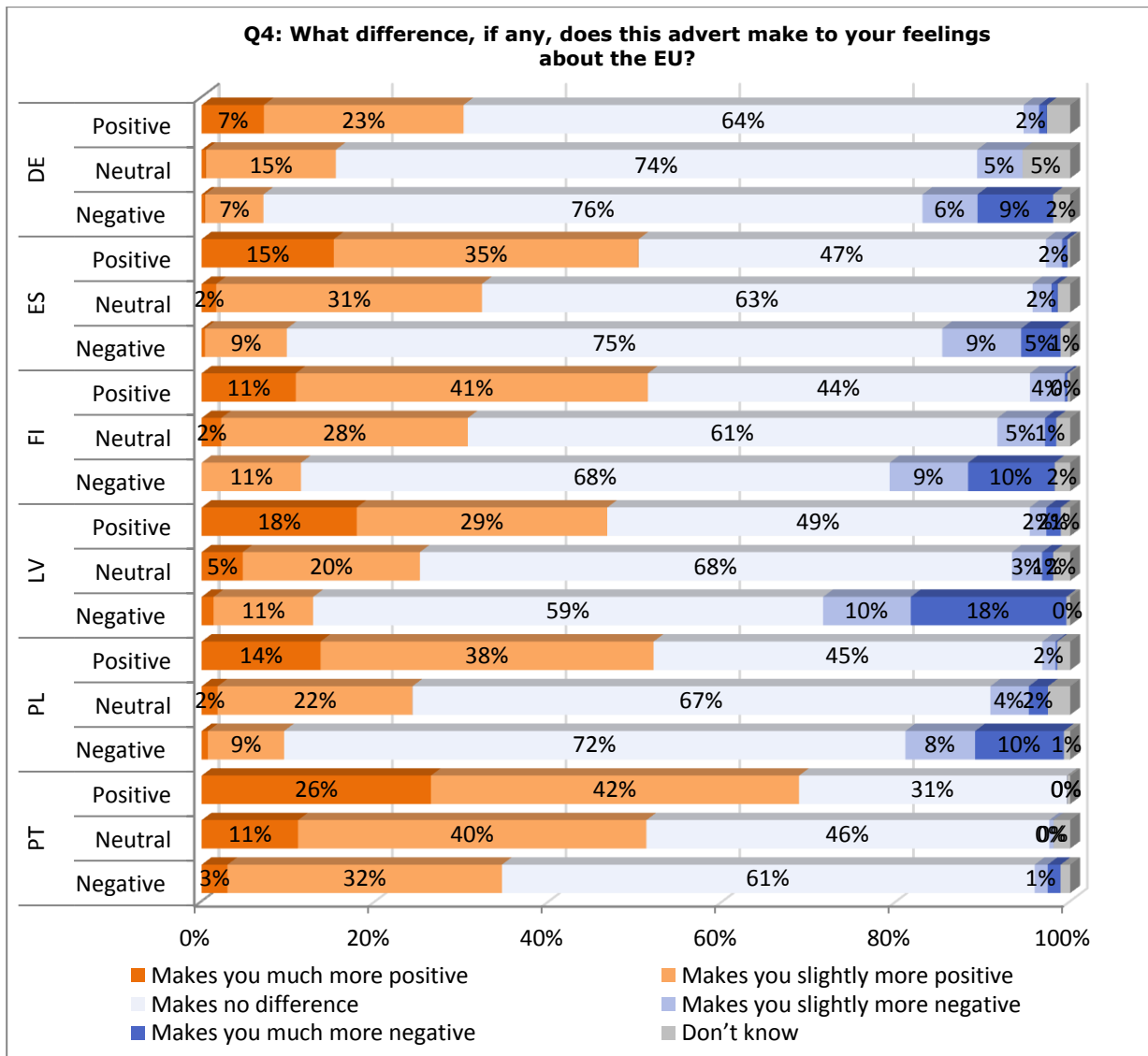
Participants often had **difficulties in relating to the stories** which had been selected, they stated that the adverts conveyed the idea of technology and entrepreneurship, which they could not associate themselves with, often leading to them to believe that they were not the targets of the adverts (*"I find it condescending that the EU thinks that only young people are dynamic and are thinking of starting their own businesses. What about people over 40, over 50 who might want to start something? Don't we count?"* – Polish participant aged 35-55). Indeed, participants in both focus groups tended to indicate that the **adverts were targeted towards young entrepreneurs**.

The participants in the second groups (aged 35-55) did not feel concerned as they could not benefit from programmes such as Erasmus +; the first groups (aged 20-44) often did not feel as the relevant targets, as many of the participants were not currently entrepreneurs. Some participants did, however, point out that **they would now think of the EU if they were to start their own business in the future**. The most liked adverts were often the

ones that participants could most relate to, for example those focussed on their country or city, or that they could link to their family members or friends. Participants indicated that they wanted to see **real people** in the adverts telling real stories, what further underlines questions on credibility (“I would rather see a real project, not actors”: Portuguese participant aged 20-35). This is further exemplified by feedback from the focus groups in Spain, where one participant notably sent the evaluation team pictures of a campaign which could at that time be seen in Madrid, and which was, as mentioned by the participant, “similar to the EC campaign but with more credible people”. The posters show two entrepreneurs, one which created a brewery and another which created an electric bicycle company, with the following message: If you have a dream, #makeitrealty.

Additional measures of positive reception of the messages are the results of Ipsos MORI surveys in each of the countries, relating to question 4: *What difference, if any, does this advert make to your feelings about the EU?* “This advert” was the main advert in each of the countries.

Figure 46: Advert’s impact on feelings towards the EU



Source: Ipsos MORI survey 2015

In all of the countries the adverts seemed not to make difference for most of the people, and reinforce people's already existing views on the EU, with the positives overall becoming more positive, and negatives becoming more negative.

Conclusion on whether the message was perceived positively

The individual country statements were perceived with varying levels of positivity, and were particularly low in Finland and Latvia.

Although the statements / themes were received mostly positively in the remaining four countries, there were reservations with regard to the visual presentation of the adverts, relating to questions of taste.

It was the younger public that the adverts seemed to appeal to foremost. The design and pace of the TV adverts was too vibrant and fast-paced for many older members of the public to like and fully take in. Additionally, the choice of young actors suggested that it is the younger public who are the target of the campaign, which led to the older members of the public not relating fully to the presented themes.

The adverts seemed to reinforce people's stance on the EU. A majority of respondents to the Ipsos MORI survey in all countries indicated that the adverts had made no change to their view of the EU. There was, overall, a net positive effect in that the number of people who felt more positive was greater than the number who felt more negative, including those who indicated that they tended to have a negative view of the EU. In Portugal, where the campaign seems to have been particularly well received, 35% of respondents with negative views on the EU indicated that they advert made them feel more positive.

3.4.3 Were the messages coherent and complementary to each other and to the federating message?

This question seeks to explore the extent that the specific campaign themes and messages (green business, on-line consumer protection, Erasmus+, and so on) demonstrated how the EU is working for you: the goal of the campaign. This was the campaign intention to show the proof / the evidence that EU is working. In addition, we also considered here the extent that the different aspects of the campaign worked to support the coherence of messages. The answers to this question were explored in detail during the focus groups in the six countries.

The campaign aimed to engage the European public and make them aware that the EU is working for them, featuring real-life projects and hence offering tangible proof of the EU contribution to people's lives. Each advert focused on one particular concrete project that had helped people in the Member States. Additionally, the proof of the EU working for its citizens was demonstrated and backed up by the campaign website which featured over 80 projects.

The participants in our focus groups had varying opinions on whether the adverts had clearly depicted how the EU is working for them, as presented in greater detail as a part of answers to Evaluation Questions 4.1 and 4.2.

Most participants indicated that they understood that it was a campaign for the EU, because of the presence of the EU flag, although it was not immediately visible:

"Even if you see the logo you don't immediately think this is EU advertising something... EU may have to contribute to funding of the thing that is being advertised" – participant aged 20-34, Finland.

The adverts were considered complementary in terms of look and feel,

"they are equally long, have the same music and all use bright colours" (German participant aged 20-34);

"the style is very consistent, could easily see that they are a part of the same campaign" (Polish participant aged 35-55).

Most participants in all of the countries believed that the link between the TV adverts and prints was clear, although they admitted that they understood the prints' context only because they were presented during the focus groups after the participants had already seen the TV clips. Overall, participants indicated that the prints could not be stand-alone products, as it would be very difficult to understand them without having seen the videos first. Some participants thus concluded that the prints could not be stand-alone products.

The participants uniformly admitted that they would not be inclined to read the prints in the paper, but admitted that they would read them e.g. *"if I was bored on a tram stop"* (a Polish participant aged 20-34; this idea was also mentioned in Finland, Portugal and Latvia).

At the same time, the participants' prevailing opinion on the content of the prints was that the text wasn't in an easily readable font and there was too much of it.

In terms of the text and the descriptions of the projects the participants noticed the amount of money quoted in each and felt that the text didn't quote clarify what the billions of euros really were used on/how they were spent.

"There are four different sized fonts and sizing makes me read irrelevant information first such as project 68, this doesn't tell me anything"- participant aged 34-55, Finland.

However, at the same time for some participants

"The numbering of the projects gave an impression that the EU is funding lots of projects" – participant aged 20-34, Spain.

Having seen the TV adverts and the prints, there were mixed opinions as to whether participants would seek additional information online. However, there was a strong demand for this from a number of participants who hoped that the website would act as an entry-point to further information about how the EU is working for them, and how they could benefit from financial support.

All of the participants in all of the countries agreed that they saw no coherence between the advertising campaign, and the website. They pointed out the contrast in terms of style, design and content.

After analysing the website, some participants indicated that it seemed to be:

"more targeted to public administrations looking to replicate best practices from other countries" – participant aged 34-55, Portugal.

There were also comments that the campaign should include messages about unsuccessful EU projects in order to be more comprehensive and more credible. According to one German participant aged 35-55, *"when the EU offers a source of information, I would expect this source to be comprehensive and complete; it should not only be cherry-picking of positive stories. I would expect to see some unsuccessful stories as well and information what the EU has learnt from that, at least on the website"*.

Conclusion on coherence of messages conveyed

For most people, the most important information they would like to take from the campaign was not the fact that the EU is working for them, but *how / in what ways* they could personally benefit from EU support. Having seen the adverts, most participants indicated that the link between the TV adverts and prints was clear; that the latter make the TV adverts richer by providing additional information about the

projects, and a link to the website where they suppose that more information can be found. Some participants thus concluded that the prints could not be stand-alone products, as they were difficult to understand without having seen the videos, but that they were useful complementary tools because they made the campaign more understandable.

However, the focus group participants pointed towards considerable differences between the design and content of the clips (and prints) and the website, which weakened the coherence of the tools with the overall message.

3.5 Relevance, effectiveness and sustainability of the campaign as a whole

3.5.1 To what extent has the campaign proved relevant to the identified target audiences in each country?

To assess this question we considered feedback on the whole campaign gathered through the focus groups and pre-tests, as well as the TNS telephone surveys.

The Terms of Reference (TOR) of this evaluation emphasize that “trust in public institutions has dropped to historical lows”, and that the European Commission has therefore identified the need to “raise awareness about the EU and about the differences it makes for people through its programmes and policies”.

As a consequence, one of the objectives of the campaign was to reach out to people for whom the EU conjures up a neutral image, with awareness raising for those for whom the EU conjures up a positive or negative image being a collateral benefit. To do so, the campaign showcased a number of “true, concrete and successful stories, bringing life to the facts of how the EU improves the lives of people”.

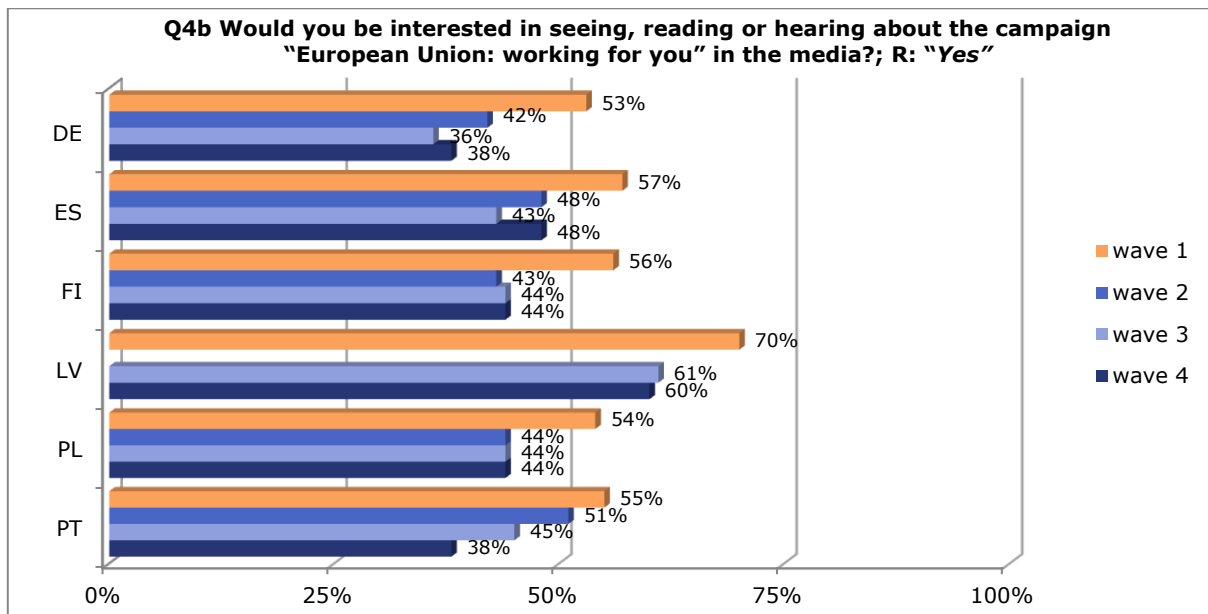
The relevance of the campaign to audiences in each country was being assessed based on:

- Audiences' interest for more information in the media about what the EU does for citizens;
- The campaign approach, stories, and format.

Audiences' interest for more information in the media about what the EU does for citizens

The results from the focus groups show that participants were generally interested in knowing more about what the EU is doing.

Figure 48: Interest in the campaign



Source: TNS telephone surveys: 2004, 2006, 2009, 2011, 2012, 2014, 2015, 2017

The TNS survey results reveal that although most people who didn't see the campaign want to see more information about the EU, less than 50% of respondents would want to see this in a campaign format, although there is no information to confirm which associations are made with this type of format.

The findings indicate that overall the interest, from people that indicated that they had not seen, heard or read about the campaign, in obtaining further information on the EU in a campaign format decreased across all countries between wave 1 and 4, although results remained quite stable between wave 2 and 4 in Spain, Finland and Poland, with over 40% of respondents in those countries sustained a level of interest in hearing about the campaign. Portugal was an exception to this overall trend with a decrease of 13% from wave 2 to wave 4.

Citizens thus expressed a high interest in obtaining more information about what the EU does, but there were mixed opinions as to whether a campaign would be the relevant format to convey this information. The results indicate that people are less favourable to EU information if it is presented as being a 'campaign', but they would welcome more information in the media.

Most participants in the focus groups agreed that this campaign had been a good idea, and in some cases, had been *'very much needed'*, although this was felt to be less the case in Germany. Respondents in Spain highlighted that more of these campaigns would be beneficial, whereas others in Latvia would like to see a continued campaign as they want to see more information about what the EU does. Latvian participants indicated that this type of campaign was a good way to be informed about the EU's work. Similarly, participants in Portugal mentioned that they appreciated this type of campaign, which provides additional information about what the EU does. Finally, some participants in Finland highlighted that the campaign was a good way to get more information about the EU.

However, although the focus groups confirmed citizens' interest in seeing more information campaigns about what the EU does, most focus group participants would prefer different adverts. As summed up by some participants in Finland, they indicated that that campaign itself had been a good idea. Participants in Spain had also indicated that this type of message was very relevant, although you *'could not notice this based on the advert'* as they were *'not convincing'*. The reason for this notably lies in the delivery of the message in the stories and format of the adverts.

The campaign approach, stories and format

The campaign approach

The majority of focus group participants in all countries agreed that **the approach of showcasing projects, to show tangible proofs of how the EU intervenes, had been very relevant.**

Participants were also broadly interested in the different themes which were selected, with some being viewed as **topical**. Participants in Finland emphasized that the topic of business, as portrayed in the Green Jobs advert, was relevant.

However, some participants in the pre-tests in Germany had mentioned that there was “no connection to current topics”. This importance of linking the campaign to topical issues was also reflected by the majority of participants in the younger focus group in Germany. They indicated that the adverts had not changed their opinion about the EU, although information and developments on the following topics would have contributed to doing so: the EU's refugee policy, TTIP negotiations, and ‘fortress Europe’. Similarly, some participants in the focus groups highlighted that the **topics that were mentioned were not priorities since they did not affect their every-day life.**

The stories

One campaign objective was to “be concrete and rooted in the reality of European citizens”, as mentioned in HAVAS' Interim Report. The idea was to present stories about people, which would then be perceived as evidence that the EU is working for them. The choice of stories presented in the adverts was, therefore, particularly important, because it directly impacted on **the extent that citizens viewed them as relevant.**

In most cases, people tended to associate most with adverts which showed their own country. For example, participants in the focus group that took place in Porto (Portugal), highlighted that they felt closer to the story about *Investing in Innovation* as it took place in the city of Porto and the background of the advert was blue, which is the colour of the main football club in the city. In some cases, adverts which were not based in the country where they were shown attracted criticism. This was felt particularly strongly in Latvia, where participants pointed out that in Latvia, adverts should be about Latvia, and orientated to Latvians.

Participants in most focus groups agreed that the stories which were showcased were targeting **young people** and **entrepreneurs**. For instance, participants in the Polish focus group indicated that the adverts were clearly targeted at certain audiences: entrepreneurs, wannabe-entrepreneurs and students looking to participate in an Erasmus exchange. Although in some cases, participants indicated that the EU was trying to reach out to “normal people”, a number of participants in the older groups often did not feel targeted by the adverts, and did not view them as relevant. For example, participants in Germany aged over 35 highlighted that they were not interested in setting-up their own business or applying for an Erasmus+ programme, and concluded that the target audience (of the information campaign) was not sufficiently clear. Other comments included:

The adverts are ‘clearly not aimed at people over the age of 30’ (Participant aged 35-55, Poland)

‘I don't think it is supposed to make me feel anything. It's clearly not aimed for people my age’ (Participant aged 35-55, Poland)

Participants in the Spanish focus group recommended **further targeting the campaign to specific groups, and then defining concrete messages that appeal and are relevant to these target groups.**

Other participants aged over 35 agreed that the adverts may be an impulse for people who are interested in obtaining EU support to look for information further. Although they did not view the adverts as relevant to themselves, they therefore viewed them as somewhat relevant in this way. Participants in Latvia aged over 35 confirmed that the adverts would be more appealing and relevant for their children or relatives. This discrepancy between the perceived and actual target of the campaign was also reflected in the comments of participants aged over 35 in Poland, who were positively surprised that some of the projects featured on the website were focused on older people.

Some of the focus group participants under 35 felt that the **adverts were realistic and relevant for their target age group**. This was particularly the case in Portugal. In Finland, participants indicated that they were able to relate to the *Help for Elderly* advert, because it **made them think of their own parents or grandparents**. This finding on the Help for the Elderly advert resonated with the results of the campaign pre-tests.

In Latvia, participants also indicated that they perceived the projects portrayed in the adverts positively. This echoes what had been said in HAVAS' pre-tests, during which participants had indicated that the idea that young people receive education in the EU is appealing, and that people **had a personal connection to the topic**. Others indicated that the campaign had been relevant as it had provided additional information on what the EU does. Furthermore, some participants pointed out that they would now think of the EU if they were to start their own business in the future.

However, a number of the younger participants to the focus groups also had difficulties in finding these adverts relevant, as they could **not see how they could personally benefit from EU support**. Indeed, they indicated that the adverts portrayed stories involving technology and entrepreneurship, which were not relevant for them. Participants in a number of countries highlighted that they would prefer much more concrete projects, and that they **wanted to see real people in the adverts "telling real stories"**, which further underlined questions on credibility. This mirrors comments that were made during the pre-tests:

- In many cases it is perceived as too restrictive and limited and this does not directly affect the participants nor do they identify with it.
- They would like to see more generic and close examples reflected in the commercial like aid for opening a "neighbourhood bakery".

This was also exemplified by the feedback received following the focus groups in Spain. One participant sent the evaluation team pictures of a campaign which could at the time be seen in Madrid, and which was considered to be: "similar to the EC campaign, but with more credible people". The posters showed two entrepreneurs, one that created a brewery and another that created an electric bicycle company, with the following message: If you have a dream, #makeitreality.

Across all age categories, there was often a gap between the campaign's target, and the extent to which this target viewed the campaign as relevant. The impression was often that the messages / projects did not target the 'average' citizen, as highlighted in a focus group in Germany. It was also the case that some mentioned that the adverts **reinforced the idea that there was gap between the EU and its citizens, as the EU is concerned with issues which do not affect citizens' daily lives**. This had also been identified in the pre-tests. Some participants had pointed out that "the focus of the spot on 'online companies' was interpreted by some participants as if now the EU is only supporting that kind of project; it was felt that this was very restricted and that the EU should support all kinds of new businesses".

The format

The results of the focus groups reveal that the format of the adverts was deemed relevant by some participants, and particularly by younger participants, who indicated that the adverts **portrayed the EU with different colours, and that they were visually appealing.**

However, the majority of respondents **severely criticized this format**, and some notably indicated that the “pink Barbie” style was not serious, or that the themes presented in the TV adverts were topics that needed to be treated seriously. In a number of cases, participants described the adverts as excessively positive, and therefore disconnected from reality. This catalysed participants’ doubts about the credibility of the stories.

Conclusion on relevance

The overarching strategy and approach to the campaign was relevant. The campaign aimed to show people what the EU does and to target people with a neutral opinion of the EU. There is evidence to confirm that EU citizens do not know what the EU does and would like to know more (over 75% of respondents indicated this to be the case⁶⁹), despite the fact that less than half of citizens would like this information to be conveyed through a campaign format or are uneasy with this being called a campaign, which should perhaps be kept for internal use – but more information in the media is welcomed. At the same time, it was decided to focus on targeting people with a neutral opinion of the EU.

The campaign approach of selecting “real cases” to show tangible evidence of what the EU is doing was viewed positively. The image of the EU is often associated with high-level socio-economic considerations. A project approach was, therefore, relevant to enhance people’s understanding of what the EU does.

Although the project-based approach was relevant, opinions were much more divided about the relevance of the stories that were showcased. People most related to the stories that they had some direct or indirect experience or knowledge of. However, in a number of cases, a sizeable gap was identified between the campaign’s target, and the extent to which this target viewed the campaign as relevant for them. The specific stories which were showcased did not have a broad general relevance, were often too distant from people’s everyday considerations, and as a result they often had difficulty in relating to them.

The format of the adverts, which revolved around bright colours and a dynamic style, helped, in some cases, to portray the EU in a different light. In other cases, the format did the message a disservice as it hampered its credibility.

3.5.2 Has the campaign been undertaken at the right moment in each target country?

To answer this question we considered evidence relating to the timing of the advertising campaigns and the launch events, based on our own observations and interviews with EC staff and participants at these events, the views of our experts and data from the TNS surveys.

The below table provides a summary of the timing of the campaign launches. With the exception of the date of the launch event in Finland, which clashed with another international conference on the same date that drew considerable media attention, the timing of the other events can be considered to have worked well. The German event was somewhat hampered by unforeseen external events on the day. Delaying the Latvian launch

⁶⁹ This question was posed to citizens who had not seen the campaign.

so that it coincided with the launch of the Latvian Presidency of the EU in February was a good strategic move. Furthermore, it also meant that the Latvian parliamentary elections, which took place in October, were long since over and the country had had some time to settle back to normality.

Place	Campaign launches	Date
Madrid (ES)	<ul style="list-style-type: none"> ▪ Timing just before summer break not optimal ▪ 5 month time lag to launch of advertising not optimal 	22 July 2014
Berlin (DE)	<ul style="list-style-type: none"> ▪ Timing seemed appropriate, but clashed with two events⁷⁰ on the same day which could not have been foreseen. 	14 November
Helsinki (FI)	<ul style="list-style-type: none"> ▪ Clash with major international conference SLUSH in Helsinki on same date. 	18 November 2014
Lisbon (PT)	<ul style="list-style-type: none"> ▪ Timing worked well – no obvious clashes at domestic level. 	20 November 2014
Warsaw (PL)	<ul style="list-style-type: none"> ▪ Benefitted from increased impact as was held on the same day as the first day of the Polish Prime Minister's term of office in the European Council. 	1 December 2014
Riga (LV)	<p>Well timed with</p> <ul style="list-style-type: none"> ▪ Month of Latvian EU Presidency ▪ No major domestic political business that day ▪ Event on the Energy Union that week gave EU feel to the news agenda. 	4 February 2015

The timing of the Spanish launch event was set to make sure the first activities were visible on the ground before the summer break. This timing allowed an initial testing of the launch event approach and sufficient time to make modifications if required. However, there was a significant time lag between the launch event and the launch of the advertising campaign in Spain, which was not optimal because it meant that the launch event did not contribute to raising awareness of the campaign, as much as it could have.

With regards to the advertising campaigns, it is noted that the first waves of the campaign were held during the run up to Christmas. It is possible that the first wave may have been somewhat crowded out with Christmas advertising, which tends to be more 'glitzy' and striking than other adverts. There is, however, no evidence to confirm that this had a negative impact on levels of awareness of the campaign. A comparison between responses to waves 2 and 3 of the TNS telephone surveys suggests that in Poland and Finland there was a significant difference in reach between the two waves (23% in wave 2 and 30% in wave 3 in Finland and 27% and 37% in waves 2 and 3 in Poland). The results for the other countries were similar from wave 2 to 3.

⁷⁰ There were unfortunately two unforeseen events on the date of the launch event these were the resignation of Spanish Minister of Health and the resolution of censure motion against Juncker on the EC investment plan, which could not have been foreseen by HAVAS.

Conclusion on timing

Overall, the timing of the campaign worked relatively well. The time lag between the launch event and the launch of the campaigns in Spain had its pros and cons. On the one hand the decision to 'pilot' the launch event concept made sense, on the other hand, the gap between the timing of the launch event and the start of the advertising campaign is likely to have reduced the extent that the event contributed to the impact generated once the adverts ran.

The decision to delay the Latvian campaign allowed DG COMM to generate a win / win situation for the Commission and the Latvian government, and also avoided elections that took place towards the end of 2014. The intention to avoid clashing with the timing of elections in the target countries was sensible given that these would have dominated the media space and left little room for EU stories.

The timing of the first advertising wave in the run up to Christmas may have been risky, but the TNS survey results suggest differences in reach between Waves 2 and 3 were only really discernible in two countries.

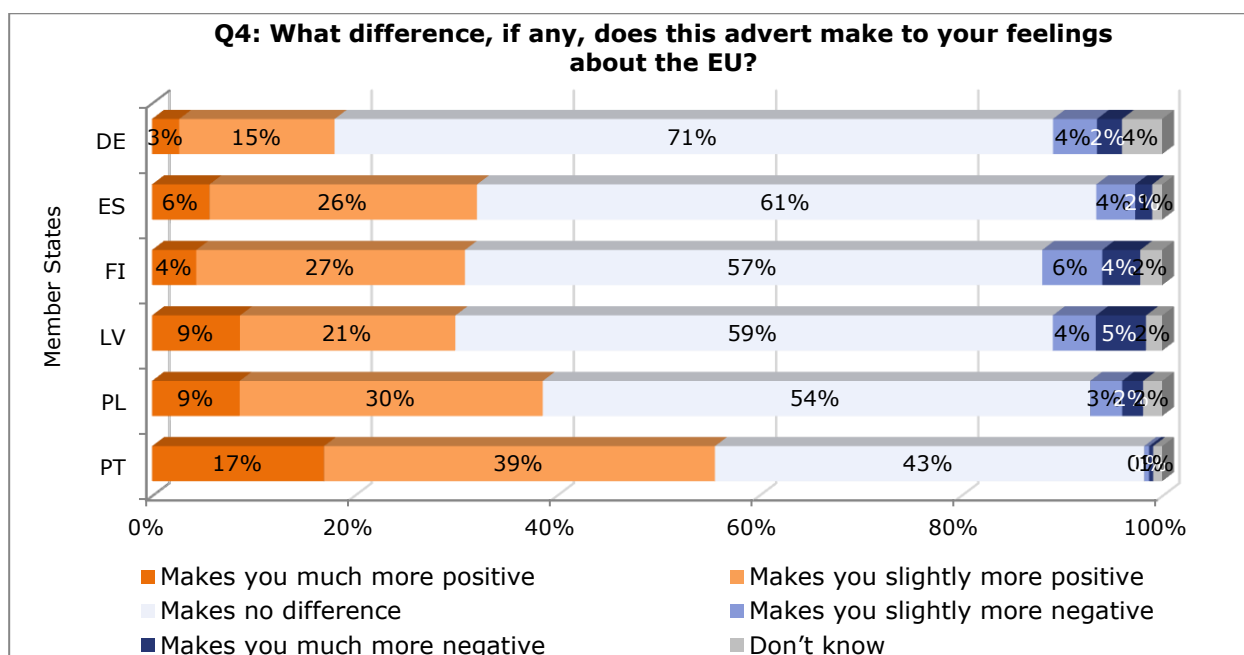
With regard to other EU events, running the first wave of the campaign in the same time frame as the EU investment package announcement was likely to be fortuitous as the adverts showed how EU funding was being used. Although outside the timeframe of the campaign, it may have been interesting to create linkages to support participation in the EU elections in May 2014.

3.5.3 To what extent has the campaign had an impact on people's opinion and trust?

Although the campaign did not set out to change people's opinions on the EU, we were asked to consider any possible impacts on opinions and trust. To assess this question we considered feedback on the whole campaign gathered through the focus groups and pre-tests, as well as the TNS surveys and the Ipsos MORI survey.

The Ipsos MORI survey data provides information regarding the impact of the campaign, at the country level.

Figure 49: Advert's impact on feelings towards the EU



Source: Ipsos MORI survey 2015

The results of the Ipsos MORI survey reveal **in all countries except Germany, over 20% said that the advert made them feel more positive about the EU**. In Portugal this was the case for more than half of survey participants (56%), with the campaign having a net positive impact⁷¹ of 55%. The campaign had the most negative impact in Finland, where 10% of respondents indicated that the campaign had made them feel more negative about the EU.

Overall, **the campaign had a net positive impact in all of the target countries**: 35% in Poland, 26% in Spain, 21% in Finland and Latvia and 12% in Germany.

A further breakdown of results, per opinion, and at country level, reveals that the **advert had a greater impact in all countries on respondents that already had a positive image of the EU**.

The advert also had a **net positive impact on respondents with a neutral view of the EU** (51% for Spain, 29% for Spain, 24% for Finland, 20% for Latvia, 18% for Poland, and 10% for Germany).

However, it had a **net negative impact on respondents with a negative view of the EU in all countries except for Portugal** (-15% for Latvia, -9% for Poland, -8% for Germany, -7% for Finland, -4% for Spain and 32% for Portugal).

The majority of participants in all focus groups, which had a neutral image of the EU, indicated that the adverts had not changed their image of the EU, and had mostly had a neutral impact, with sporadic positive and negative exceptions in some countries.

Participants indicated that they **felt more positive because they appreciated the fact of EU is trying to get closer to its citizens**, was providing information about what it was doing, and was showing the work that it had accomplished. In a number of countries, the campaign helped remind participants that they were part of the EU and the choice of colours

⁷¹ The net positive impact refers to the difference between the percentage of respondents that indicated that the adverts had made them feel more positive about the EU, and the percentage of respondents that indicated that they had made them feel more negative about the EU.

for the campaign had notably enabled to “change the image of the EU by portraying it in different bright colours”. Comments included:

'I thought they were just there, met from time to time and earning their salaries with my money' (Participant aged 20-34, Portugal)

Conversely, people tended to feel more negative because they resented that public money had been spent on this campaign. Some were notably **quite sceptical as to why the EU had implemented such a campaign in the first place**. Participants in Finland indicated that the adverts made them question what was in fact behind these adverts, and if the EU was in such a bad state that it needed advertising. Comments included:

'Why does the EU have to remind us of itself? Maybe there are now more people who are sceptical about the EU and with these adverts the EU is trying to make them more optimistic' (Participant aged 20-34, Latvia)

'It is not serious, I just see a pink young lady. In my opinion this is misspent money' (Participant aged 35-55, Portugal)

Overall, the campaign generated a positive impact on people with a neutral view of the EU, but not sufficiently for them to radically change their view of the EU.

Some comments include:

'It changed a bit; I am now convinced that we live in a more positive than negative union.' (Participant aged 20-34, Portugal)

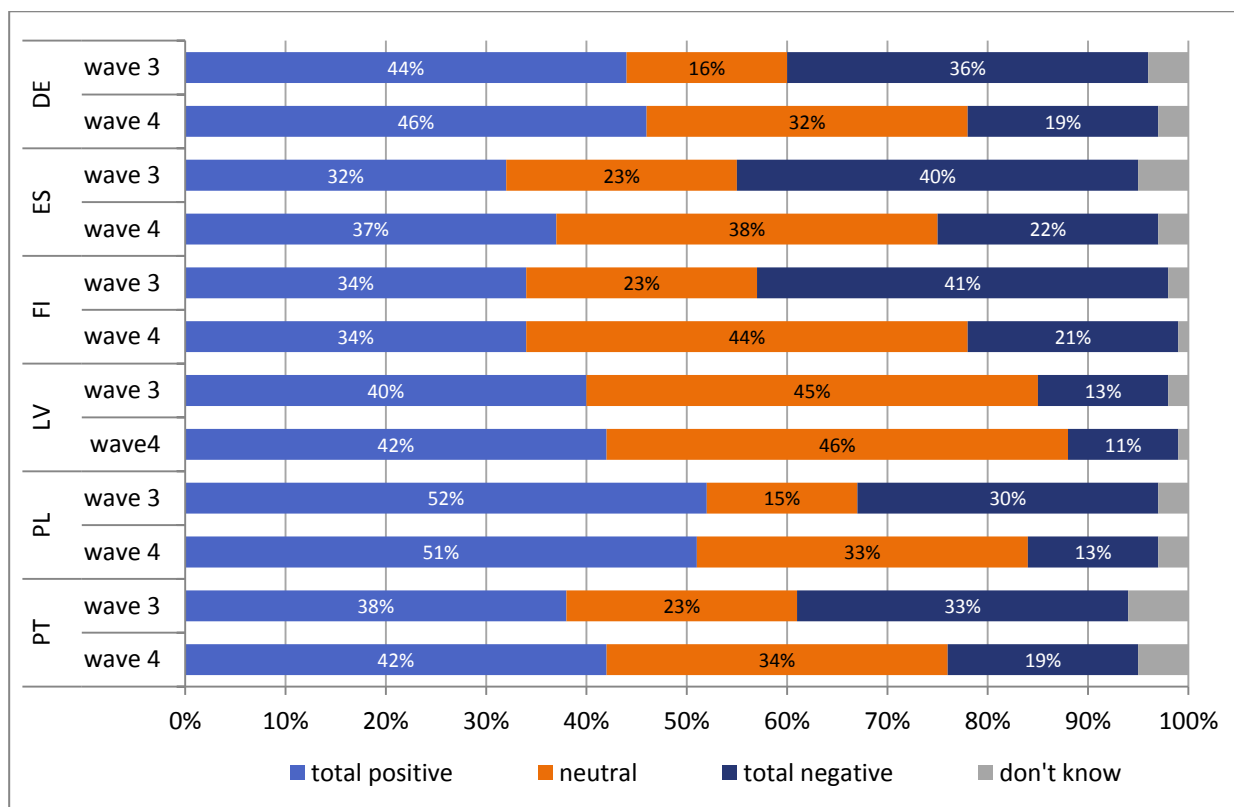
'My opinion changed since I noticed some changes in the EU policy, in place for everyone.' (Participant aged 20-34, Portugal)

'My point of view remains ambivalent but could now become positive; there is, however, the need for the EU to present further evidence and fieldwork.' (Participant aged 20-34, Portugal)

A breakdown of the Ipsos MORI survey results per age group reveals that the **campaign did not have the greatest impact in the target age ranges in any of the countries**. The campaign had the most positive impact on those aged 25-34 in Germany and Spain (although there was also a high impact on those aged 16-24, which was target objective). It had the most positive impact on those aged 16-24 in Portugal, where 77% of respondents in that aged category indicated that the adverts had a positive impact, Poland, Finland and Latvia.

The TNS surveys also provided a relevant source of information to monitor the extent to which people's opinion about the EU had changed.

Figure 50: Positive, negative and neutral views on the EU⁷²



Source: TNS telephone surveys: 2012, 2014, 2015, 2017

The comparison of the findings from the 3rd and 4th wave of the TNS surveys reveals that the proportion of respondents with neutral stance to the EU had increased in all countries. What is even more important is that this had been at the cost of the decrease in the number of persons with a negative stance towards the EU. Additionally, the results showed an increase in the number of people with a positive opinion in Spain (+5%) and Portugal (+4%), Latvia (+2%) and Germany (+1%), whereas a decrease in Poland (-1%) and no evolution in Finland.

Although it is not possible to attribute the increase in the proportion of people with a positive or neutral view of the EU to the campaign, it is possible that the campaign made a contribution to this outcome, given the fact that this data was collected at the same time as the campaign, and given the number of people who saw the campaign.

Conclusion on impact on opinion and trust

The results of this evaluation have shown that, in all countries except Germany, over 20% of respondents said that the advert made them feel more positive about the EU.

The campaign had a net positive impact in all the target countries, and particularly among those with a positive or neutral view of the EU. People appreciated the fact that the EU was trying to get closer to its citizens, and was providing information about what it was doing.

However, the campaign also had a net negative impact on people with a negative view of the EU, in all countries except in Portugal. These people questioned and criticized why the EU had needed to spend public money on advertising, and believed that the adverts

⁷² This question was asked only in Wave 3 and Wave 4 of the TNS telephone survey. Furthermore, the evaluators noticed a mistake in the data provided to the EC in the PowerPoint presentation of the 3rd TNS survey wave. The total proportions of "neutrals" and "negatives" should be in fact 19% and 36% respectively, not the other way around.

reinforced the idea that the EU was very distant from their everyday lives.

Although, overall, the campaign made people feel more positive about the EU, it is unlikely that the campaign alone would lead to people radically changing their opinion about the EU.

The results of the TNS survey in fact show that the proportion of respondents with a neutral stance to the EU has increased in all countries. The proportion of respondents with a positive stance of the EU has increased in Spain, Portugal, Latvia and Germany, decreased in Poland and not changed in Finland. The Ipsos MORI survey data suggests that the campaign had the biggest impact in Portugal, Poland and Spain.

Although it is not possible to attribute these increases to the campaign, it is possible that the campaign made a contribution to this outcome.

3.5.4 To what extent is the impact of the campaign likely to last?

At the outset of the evaluation, we identified that it would not be possible to determine the longevity of any impacts resulting from the campaign, this assessment relates to the fact that the evaluation is timed to coincide with the campaign, the fact that it is in any case very difficult to measure campaign impacts because campaigns do not happen in a vacuum and because we know that advertising recall diminishes sharply. In evaluation terms, impacts are usually classified as outcomes (short term) and impacts (medium to long term).

From the primary research conducted to support the campaign assessment, it is possible to identify a number of outcomes⁷³ including the extent that:

- Adverts were noticed and / or stood out to audiences (TNS survey⁷⁴, Ipsos MORI survey, Focus Groups)
- Advertisements made people aware of the EU (Focus Groups)
- People felt that they were better informed about what the EU does as a result of seeing one or more adverts (TNS survey⁷⁵)
- People felt more positive about what the EU does (Ipsos MORI survey⁷⁶)
- People took action and tried to find out more about the EU (visits to the campaign website⁷⁷)
- There was spill-over: people discussed the adverts with others / shared the adverts via social media (Ipsos MORI survey⁷⁸, Focus Groups)

However, we know that the half-life⁷⁹ of advertising goes from less than one to 12 weeks, depending whether it's audiovisual, print or social media advertising.

⁷³ These aspects are explored elsewhere in this report in relation to other evaluation questions.

⁷⁴ Results suggest this to be the case for an average of 1 in 5 citizens in the target countries, rising to 43% in Latvia.

⁷⁵ The results suggest between 45% and 70% of respondents felt this to be the case, with at least 59% confirming that the campaign had given them a better understanding in five of the six campaign countries.

⁷⁶ Whilst for most the advert shown did not have an impact on their feelings about the EU, the Ipsos MORI survey results indicated that some participants did feel more positive about the EU after seeing the advert (PT 56%, PL 39%, ES 32%).

⁷⁷ There were 934,632 unique visitors to the campaign website between November 2014 and March 2015.

⁷⁸ Responses to the Ipsos MORI survey suggest that 38% of respondents in Portugal indicated that they would be likely to share the advert on social media, compared to 23% in Poland, 19% in Spain, 13% in Finland, 10% in Germany and 7% in Latvia.

⁷⁹ The time it takes for the awareness of an ad copy to decay to half its present level.

Advertising carry-over or 'Ad-stock'

TV: some studies have suggests a half-life range of around 4-12 weeks for TV advertising. Industry practitioners typically report half-lives of between 2-5 weeks.

Print: within the first month of publishing, the average of people who remember a print ad in Europe is somewhere in the region of 8-12% (depending on the country). With this in mind, it will be almost nil after 12+ months.

Social media: the half-life of social media advertising tends to be less than a week, or even one day; depending on how 'sticky' it is.

Source: Ipsos' advertising department

Conclusion on durability of impact

From the evidence, the campaign achieved a number of outcomes in all six campaign countries. These outcomes can be classified as relating to the:

- reach and recall of the campaign and its adverts (data from Wave 2 of the TNS survey suggest over 28 million people saw, read or heard about the campaign);
- the extent that messages were conveyed and people were better informed about the EU and the extent that people took action, for example to share what they had found out or to find out more.

In reality, it is difficult to measure medium and longer term impacts and it seems likely there will be little or no longer term impact. However, there is research evidence⁸⁰ to suggest that after a burst of intense advertising activity, a lower level continuum of advertising to convey the same messages can prove to be a successful longer term strategy.

⁸⁰ 'Top 10 Advertising Lessons Learned', Ipsos ASI, May 2010.

3.6 Cost-efficiency

3.6.1 Are the communication activities cost-effective in comparison to their outcomes?

In terms of cost-effectiveness, the main measure that is interesting to look at is the cost of the advertising (ad) impressions. However, as budgets varied across different campaigns, in order to be able to compare these, the most relevant metric was the cost per thousand (CPM), which is an expression of the cost per thousand ad impressions. Whilst it is not the only measure, it is the most commonly used.

The table below summarises the total number of ad impressions for the pilot.

Table 10: Number of ad impressions per channel - the pilot

Channel	Ad impressions
Facebook	20 656 999
TV	1 099 521 245
Print	492 608 415
Digital	1 052 292 136
Total	2 665 078 795

The table below shows the ad impressions from “*The missing part*” campaign. The campaign was about raising awareness about the scale of tax fraud and tax evasion in the European Union and what key actions the European Commission is now taking to combat them. The target groups were taxpayers, including citizens and small and medium-sized enterprises as well as the active population in need of public services.

The objective was the dissemination of the video to the maximum number of EU citizens throughout all 28 Member States; getting them to watch the video and click on the link to learn more about tax fraud and tax evasion.

With a total budget of €177,255 to reach one million views, the video dissemination was proportionally spread across the Member States according to the size of population, making use of a minimum of three channels for each – customised for each country. The campaign lasted six weeks, from 3 September 2013 to 14 October 2013.

Table 11: Number of ad impressions per channel - The missing part

Channel	Ad Impressions
Facebook	2 588 855
AOL Be On	13 553 092
YouTube	3 464 455
Facebook (website ad)	868 254
Total	20 474 656

Another campaign that we used for comparison was the “Ex-smokers are Unstoppable” campaign. The “Ex-smokers are Unstoppable” campaign by DG SANCO was a three-year campaign across the EU. It focused on three objectives: first, encourage citizens to stop smoking and help them quit, second, raise awareness of the dangers of tobacco and third, contribute to the EU Commission’s long-term objective of a smoke free Europe. At the centre of the “Ex-smokers are Unstoppable” campaign was iCoach, a digital health coaching platform that helps smokers quit at their own pace either immediately or in the near future.

For the purpose of comparison in this evaluation, the results of the third year of the campaign were used because they were most relevant in terms of available data. However, it should be noted that HAVAS stated that the duration and targets of the two campaigns were different and that a comparison was not comparable across all Key Performance Indicators (KPIs). However, there are some indicators that can be compared.

For the ex-smokers campaign, a detailed breakdown of ad impressions is not available, however, a total number is available, which is **2,806,447,542** impressions for the entire campaign (3 years).

Because the budgets of these campaigns vary greatly from €177,000 to €11 million, it is necessary to look at the cost per thousand (CPM):

The overall CPMs for the campaigns are:

- Corporate communication pilot: €4.14
- The missing part campaign: €8.66
- Ex-smokers campaign: €3.18

The comparisons take account of total campaign costs, including media-buying budget, production of videos, management costs, etc. However, it is noted that HAVAS calculates the cross-media CPM for the pilot with a result of €3.18, which was based on the media-buying budget.

The missing part campaign was heavily based on video ads – which the digital part of the pilot also was (95% of the missing part campaign budget was used for this) and the CPM for online video ads was much higher than for normal online advertising (links/banners). It should, however, be noted that in general⁸¹ CPM for standard online advertising ranges from USD 4 to USD 6 (€3.75 to €5.65).

Whilst the advertising mix between the pilot and the ex-smokers campaign was different and that may be a contributing factor to the lower CPM of the ex-smokers campaign (when looking at the overall CPM as we calculate it), another contributing factor may be the celebrity ambassador, which enabled a significant increase in reach (at low cost) through its owned media.

The CPM is thus in line with what could be expected and is in the lower part of the range, meaning that it has been cost-effective from that perspective.

A second way of measuring cost-effectiveness is to look at cost per click: CPC. In terms of CPC, the full data is not yet available, making it hard to compare, analysis given that the missing part campaign, for which the information required to calculate the CPC is available, was a digital only campaign – no TV. The CPC for the missing part campaign is provided in the table below.

Table 12: CPC - The missing part

Channel	CPC (website)
Facebook	€1.96
AOL	€0.98
YouTube	€1.67
Facebook ad	€0.68
Average	€1.35

⁸¹ This stems from general research into CPM, see for example <http://monetizepros.com/blog/2014/average-cpm-rates/>

The CPC that can be calculated for the pilot at this stage are:

Table 13: CPC - the pilot

Channel	CPC wave 1	CPC wave 1
Digital Advertising	€3.14	€2.34
Facebook	€0.36	€0.39

It is clear from the comparison of these numbers, that the cost per click for digital advertising for the pilot was very high compared to the ex-smokers are unstoppable campaign, conversely, the Facebook CPC is low, meaning that the campaign was cost-effect on Facebook, but leaves some room for improvement on general digital advertising. However, again, it has been stated by HAVAS that the objectives of the digital advertising (video based) and the Facebook (aimed at interaction) were different, which could in part explain the difference in CPC.

Conclusion on whether communication activities are cost-effective in comparison to their outcomes

The cost per thousand is:

- Corporate communication pilot: €4.14 (€3.18 if only calculating media-buying budget)
- The missing part campaign: €8.66
- Ex-smokers campaign: €3.18

This means that the campaign was cost effective relative its outputs, in comparison to other campaigns.

In terms of the cost per click, for some activities it was lower than the market average, for others higher. In essence, the campaign was cost effective on Facebook, but less so on digital advertising in general (keeping in mind their different objectives). This means that there may be a need to consider the selection of the digital advertising media differently in the future.

3.6.2 Could the same results have been achieved with less funding?

In order to understand whether the same results could have been achieved with less funding, it is important to look at the mix of channels and their individual CPMs.

For the missing part campaign, the CPMs per channel can be found below:

Table 14: CPM per channel - The missing part

Channel	CPM (€)
Facebook	16.95
AOL Be On	3.67
YouTube	21.57
Facebook (website ad)	10.22
Overall	8.66

It is interesting to note that the Facebook website advert (i.e. not a video ad) was quite high compared to the norm, but (of course) lower than the video ads on Facebook and

YouTube. However, the video adverts on AOL Be on were surprisingly low, more comparable to that of TV rather than that of online videos.

For the pilot, the CPMs for the different parts were as follows:

Table 15: CPM per channel - the pilot and the wider world⁸²

Channel	CPM Wave 1	CPM Wave 2	Wider world averages
Facebook	6.10	4.21	0.19 – 5.90 ⁸³
YouTube ⁸⁴	0.69	0.63	7.15 ⁸⁵
TV	2.92	2.44	3.10 – 17.90 ⁸⁶
Print	5.44	5.79	1 – 5 000 ⁸⁷
Digital	2.66	2.67	1.20 – 5.81 ⁸⁸

It is clear from the numbers that the cheapest channel for reaching people through this campaign was through YouTube, then digital and through TV.

What is also interesting to note is that for print and digital, the numbers fall well within the wider world average ranges and whilst Facebook is slightly higher than the higher end of the range, this is not significant⁸⁹. Conversely, the CPM for TV is lower than the ranges, which indicates a good deal on TV.

Comparing the CPMs of the pilot campaign to that of the missing part campaign, it is clear that the pilot had good CPMs. The research into averages shows that TV is generally cheaper than online videos, however, the results for the pilot show that YouTube is significantly cheaper.

If the YouTube numbers can be reproduced in future campaigns, then it is clear that this is a favourable channel in terms of CPM.

However, it can be argued that different channels have different levels of effectiveness. A study on the Return on Investment (ROI) for campaigns across different channels shows that different channels have different ROIs, which is a sign of effectiveness. The result of the study is shown below.

⁸² The numbers provided by HAVAS, but cannot be verified by the evaluation team.

⁸³ <http://www.salesforcemarketingcloud.com/wp-content/uploads/2013/06/The-Facebook-Ads-Benchmark-Report.pdf>

⁸⁴ Again, it is important to note that these numbers cannot be verified by the evaluation team.

⁸⁵ <http://www.tubefilter.com/2014/02/03/youtube-average-cpm-advertising-rate/>

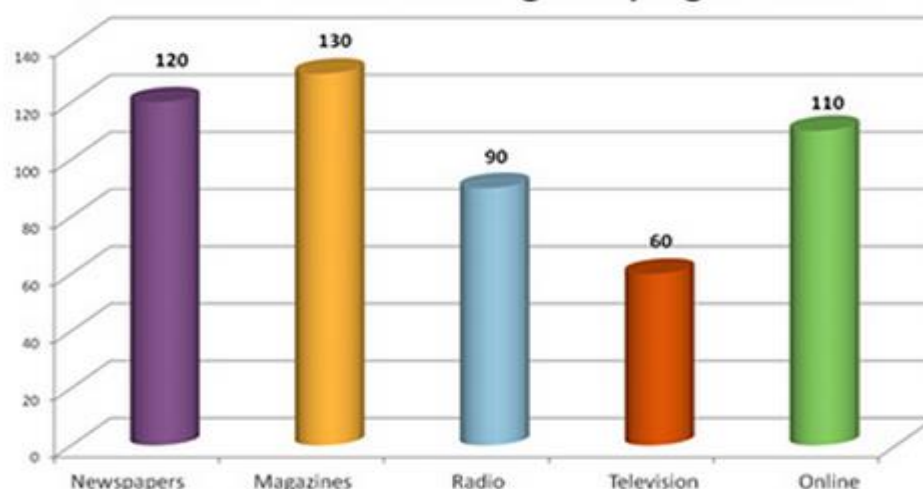
⁸⁶ <http://joopcrijk.com/cpm-prices-for-internet-video-and-tv-commercials/>

⁸⁷ It is near impossible to provide a proper benchmark for this as print can range from a flyer to billboards in stadiums or newspaper ads, therefore it is not really possible to benchmark at such a general level.

⁸⁸ Dana Severson. "What Is an Average Banner CPM?". 2014

⁸⁹ Taking into account that the data for the wider world range for Facebook is from 2013, it is within the margin of what could be attributed to slight increases in the averages and increases have been forecasted by Forrester in the past: <http://adage.com/article/digital/forrester-reduces-forecast-online-ad-spending/237647/>

ROI score - 10 advertising campaigns - 2013



ROI - gross media spend compared to additional sales during campaign (Source: GfK - NDP Nieuwsmedia The Netherlands)

If this study is taken into account, the CPMs should then be divided by their effectiveness factor⁹⁰, which would give the following results

Table 16: Adjusted CPM per channel - the pilot and the wider world

Channel	CPM Wave 1	CPM Wave 2	Wider world averages
Facebook	5.55	5.66	0.17 – 5.36
YouTube	0.63	0.57	6.5
TV	4.87	4.07	5.17 – 29.83
Print	4.35	4.63	0.8 – 4 000
Digital	2.42	2.43	1.09 – 5.28
AOL Be on – the missing part		3.37	-

With that calculation, the numbers for print and for TV get much closer to one another; Facebook is still the most expensive. However, the very interesting part is that AOL Be on has a better CPM than both print and TV. The digital activities are still the lowest cost per thousand after YouTube, which has an incredible CPM without the adjustment and even better with it.

In conclusion, it is clear that the same reach in terms of absolute numbers could possibly have been achieved at a lower cost, especially by focusing on YouTube and digital. However, it does not tell the whole story as different channels have different purposes and target audiences. Furthermore, as previously mentioned, having a celebrity sponsor/ambassador could help – like e.g. FC Barcelona for the Ex-smokers are Unstoppable campaign, where this provided better reach and access to owned media.

In theory, the best way of reaching the same or a superior number of people at a lower cost would be to use the cheapest (lowest CPM) channel, meaning YouTube (and other digital). However, using a single channel approach is only recommendable when the target audience is very specific demographic (i.e. not wide) and these can be targeted fully through that channel. In targeting a wider audience, across age groups, education levels, employment, etc. a multi-channel approach is clearly better suited.

⁹⁰ For print, the average between newspapers and magazines is taken, i.e. 125

The target audience for the pilot campaign was neutrals, which includes a number of age groups, levels of education, etc. This means that there was a need for a multi-channel approach and thus optimising the absolute number of contacts (or ad impressions) would not necessarily have ensured reaching more people, but more likely, that the same people would have been exposed to the ad more times (more opportunities to see – higher OTS).

Conclusion on whether the same results could have been achieved with less funding

The costs per thousand for the different channels were within the norms (and not too far from one another in general). There is a clear need for a multichannel approach; the only way that the same results could have been achieved at a lower cost would be to find an alternative for the different channels, but having to ensure that the audience would be the same. Potentially, by scaling it up, there may be areas where economies of scale could play a role in reducing the cost (this would mainly be in management and production rather than in the actual advertising). Finally, something that could help achieve the same results at a lower cost would be celebrity involvement, giving access to the fan base and potentially to owned media.

3.6.3 Is the material produced at a reasonable cost in comparison to its reach?

This cannot be answered at this stage as the needed data-breakdowns are not available.

3.6.4 How approaches, activities and level of financing could be changed (prioritised) to generate greater levels of awareness, with greater cost effectiveness/efficiency?

In terms of the approaches, activities and levels of financing with respect to generating greater levels of awareness or reducing the cost, several aspects have to be considered:

- The overall approach taken
- The cost-effectiveness of each activity
- The levels of financing for each activity

The overall approach taken, meaning the public relations, the multichannel advertising approach, with the videos that were created and the website to provide more information for those who want to know more, as well as the management of it all, can be considered as follows:

Public relations (PR and e-PR) had mixed success. The launch events were somewhat successful, but not completely and whilst the social media campaign showed high numbers, the impact of this is not clear. The downfall was that an information campaign is not a news story in itself, something which was probably anticipated given the artworks, however, it would perhaps have been more successful if there had been a real story. Conversely, the social media surrounding the campaign was good and all articles that were published were of neutral to positive tone.

The media approach was as previously established, a good mix of channels, generally in line with expectations for such channels and all required to reach the wide target audience of the campaign. Perhaps there is an opportunity to slightly improve the cost-effectiveness (reaching the same with a little less), but it is not significant.

In terms of the approach, it should however be noted that the duration of the campaigns across the different countries was not consistent, which may affect the results.

Furthermore, the advertising pressure across the countries was disproportionate to the countries' sizes in some cases. Looking at the table below, as previously presented, there are some countries that have significantly higher GRPs and frequencies than others.

Figure 51: Comparison of planned and actual KPIs for the TV campaign

	TV campaign PLAN			TV campaign - ACHIEVED			COMPARISON BETWEEN PLAN AND ACTUAL					
	Final GRP's	Final Reach	OTS	Final GRP's	Final Reach	OTS		Final GRP's	Final Reach	OTS		
DE	WAVE 1	155	53%	3	WAVE 1	133	53%	2.6	WAVE 1	-22	0%	-0.4
	WAVE 2	111	41%	2.8	WAVE 2	111	41%	2.8	WAVE 2	0	0%	0
ES	WAVE 1	355	50%	7	WAVE 1	333	76%	4.2	WAVE 1	-22	26%	-2.8
	WAVE 2	334	62%	2.9	WAVE 2	207	69%	3	WAVE 2	-127	7%	0.1
FI ⁹¹	WAVE 1	670	83%	8.1	WAVE 1	724	84%	8.1	WAVE 1	54	1%	0
	WAVE 2	670	83%	8.1	WAVE 2	730	85%	8.5	WAVE 2	59.9	2%	0.4
LV	WAVE1	566	82%	6.9	WAVE 1	3671	86%	43	WAVE 1	3105	4%	35.6
PL	WAVE 1	880	86%	10.2	WAVE 1	1,167	91%	12.8	WAVE 1	287	5%	2.6
	WAVE 2	720	86%	8.4	WAVE 2	792	88%	9	WAVE 2	72	2%	0.6
PT	WAVE 1	720	86%	8.4	WAVE 1	618	83%	12.8	WAVE 1	-102	-3%	4.4
	WAVE 2	566	82%	6.9	WAVE 2	631	84%	7.5	WAVE 2	64.9	2%	0.6

For example Latvia has a final GRP for wave 1 of 3671 and Poland has a GRP of 1167 for wave 1. These are very high compared to e.g. Germany which had GRPs for the two waves of 133 and 111 respectively. There is a clearly disproportionate allocation of efforts here. This is also illustrated by the frequency, where for example Latvia had 43 vs 2.6 in Germany.

The video itself was a good medium to disseminate information. However, the numbers from YouTube, below, does appear to illustrate an issue.

Table 18: YouTube video stats (taken from YouTube on 14.04.2015)

Country	Video views	Likes	Comments
Spain	1 143 609	21	9
Germany	1 148 911	17	15
Finland	607 270	1	0
Poland	1 026 441	12	35
Portugal	455 510	8	4
Latvia	206	0	0
Total	4 381 947	59	63

⁹¹ There appears to be an inconsistency in the calculation of achieved figures across waves 1 and 2 for Finland.

As the table illustrates, whilst the number of video views can be considered good given that the main channel of distribution for the videos was television, what is very low, is the number of likes and comments. According to the industry assumed common metrics for YouTube, as a rule of thumb⁹², the level of likes per view of a YouTube video should be about 4% and the comments to number of video views about 0.5%. However, in the case of these videos, the likes per view were at 0.00135% and the comments per view were at 0.00144%, both much lower than the average. However, the YouTube pages which hosted the clips were not used as a primary delivery channels in the campaign, therefore there was no expectation that people would go to these pages and leave likes and comments. So whilst there was no targeting to reach specific KPIs, the outcomes show room for improvement: in future campaigns it may be advantageous to link features like the "likes" in order to be able to get feedback on level of approval on the videos by the target audience – In this campaign this has only been possible through the qualitative data collection.

As mentioned during focus groups, there was too much happening in the videos and they were perhaps not appropriate for information from a public institution. A comment that comes from experts is that the videos try to brand the EU as young interesting, and modern, and at the same time provide information. There are two types of ad campaigns in general, branding campaigns and product campaigns. The former creates a brand image and awareness, the latter creates product awareness and provides product information. With the video, the impression is that it attempts both to brand the Commission with the images and approach, but at the same time provide information. As the pilot campaign was an information campaign, it may have been preferable to focus more on the information provision. Whilst the narrative provides information (although at times distracted from due to the soundtrack), the images does not add information, nor presents it in a logical way – it distracts and detracts from it.

The Website was and nearly always is a good idea, especially in support of an information campaign. However, there was a lack of alignment of the visual aspects of the website and the campaign, as it was highlighted on several occasions during the evaluation research. However, in terms of click-through rate (CTR), the rate was in line with the averages that can be expected from e.g. digital advertising through banners⁹³, which is around 0.11% - with the pilot ranging from 0.09% to 0.11% - although other EU campaigns have had much higher CTRs like e.g. the ex-smokers are unstoppable campaign which was at 1.51% and the ex-smokers are unstoppable campaign which was at 0.53% in year 3.

An opportunity for increasing the cost effectiveness of the campaign would of course be to do it on a larger scale, enabling further economies of scale.

In terms of the level of financing for each, given the variable success of the launch events, the level of financing for these should either be reduced in future endeavours and the funds allocated to other PR activities or to the campaign itself or it should be maintained, but the concept reworked so that there is a story for the journalists and media to report on. For the multichannel approach to the media, this approach was correct and the level of funding was good, although it could be argued that the actual mix could be shifted a bit, but this will depend on target audiences for future campaigns. In terms of the levels of financing from one country to another, it could be distributed better in future campaigns to ensure a more equalized advertising pressure/frequency.

⁹² See <http://www.reelseo.com/3-metrics-youtube-success/>

⁹³ <http://www.marketingcharts.com/online/digital-display-ad-benchmarks-by-region-in-2013-42087/attachment/sizmek-digital-display-ad-ctr-by-region-in-2013-apr2014/>

The production of the video, which was very elaborate would perhaps be an area to down-prioritize the budget, using less money on creating a fancy looking and “modern” video in favour of a more traditional video with more a focus on the information provided in the video and using any potential cost savings to fund the actual advertising further.

Conclusion on how changes to the approach could result in greater cost effectiveness/efficiency

The approach itself, having PR, advertising using video and a multichannel approach was the right approach. However, the launch events under the PR did not enjoy the level of success that could be hoped for or expected, so this should either be prioritised lower in the future or the concept changed. In terms of the multichannel approach, there was a good mix of activities and channels, as established all cost-effective relative to the market norms. A little more consistency in e.g. duration across the countries could have helped, but also in terms of allocation of funds, to ensure a more equalised advertising pressure/frequency.

Using video as a medium for the information campaign was a good idea, but the actual content and screenplay of the video was not ideal. Less should be used on making a visually “modern” video, the focus should be on either branding the Commission or on providing information. Economies of scale could potentially be leveraged if the campaign were scaled up. The website was a good choice and important for the campaign, but as mentioned by some of the target audience, consistent branding is important.

3.7 Evaluation

The below questions were not included in the original Terms of Reference, but were later agreed with DG COMM and serve to provide a reflection on the evaluation process as a whole with a view to drawing out lessons learned / possible improvements in future campaigns.

3.7.1 Was the overall evaluation process/methodology to obtain credible and accurate information about the effect of the campaign appropriate? (Incl. TNS and IPSOS surveys)

This question seeks to assess the extent that the overall evaluation process to understand the performance of the campaign provided DG COMM with information that was credible, which we judge as meaning trustworthy and reliable, and accurate, which we define as being true and precise.

For a communication campaign evaluation to be considered to be credible we suggest that it needs to meet a number of minimum standards, including the following:

- **The objectives, key performance indicators and judgement criteria that will be applied to assess performance, need to be made explicit at the start** of the campaign. It is frequently the case that communication campaigns evolve, but their final assessment should be tied to the goals made explicit at the outset. This is important to avoid applying different assessment standards at the end of the process, for example putting more focus on specific aspects than others.
- The judgement of performance of the campaign should **not rely solely on outputs** and the judgements made by the implementing agency. Judgements should be made **on the basis of outcomes** and ideally evidence should be verified by an independent external body;
- There is a need for data to show how each aspect of the campaign touched the target group, **to what extent, with what intensity and what the quality of this interaction was**. This is required so that those responsible for the campaign can identify the added value of the campaign mix. As campaigns are dynamic processes, this system needs to be in place at the start of the campaign to monitor how the campaign evolves but also show how effective it was.
- There is a need for **explicit information** to be made available to the client of the evaluation on **the limitations of the data collected** to inform the evaluation. There are budgetary restrictions that need to be taken into account in the design of any data collection programme. This means that, for example it is necessary to gather feedback from samples of the target group, rather than the whole target population universe. In addition, on-line, telephone and face-to-face data gathering have budgetary implications as do sample sizes. At the same time, the more direct and in-depth the contact with the source of feedback the richer the insights gained

The above points are aligned with the Barcelona principles⁹⁴ on evaluating communication.

⁹⁴ The Barcelona Declaration of Measurement Principles were presented on June 17th 2010 and finalised on July 19th 2010. They were drawn up between members of Global Alliance, ICCO, the Institute of Public Relations, the Public Relations Society of America, and AMEC US and the Agency Leaders Chapter.

Summary Barcelona Principles on Communication Evaluation

- Importance of goal setting and measurement
- Measuring the effect on outcomes is preferred to measuring outputs
- The effect on business results can and should be measured where possible
- Media measurement requires quantity and quality
- Advertising Value Equivalents (AVEs) are not the value of public relations
- Social media can and should be measured
- Transparency and replicability are paramount to sound measurement

Taking into account the points made above, it can be considered that the pilot campaign **was credible** in its approach to evaluation. The principles and key issues highlighted above have been met by the overall evaluation process, which had several characteristics:

1. Monitoring of individual channel usage throughout the campaign to provide data on outputs and their evolution over the process;
2. Gathering of structured and unstructured evidence of campaign outcomes using quantitative and qualitative data;
3. Measuring evidence relating to wide 'business / organisational' goals, including impact of adverts on people's feelings to the EU.
4. Provision of on-going reports by the communication agency to ensure transparency
5. Measurement of social media and measurement of quantitative and qualitative aspects of media outputs and outcomes.

The credibility of the evaluation approach was strengthened by using two additional independent sources of evidence in addition to data and judgements provided by the communication agency: the series of TNS surveys; this independent evaluation. This approach helped to mitigate the latent conflict of interest when a communication agency conducts its own evaluation.

Furthermore the overall approach taken, whereby data was gathered before, during and after the campaign to allow comparisons to be made can be considered to be appropriate:

"Evaluation should be seen as a key part of the communications process, and not a bolt-on at the end, and thought needs to be put into understanding exactly what outcomes can and should be measured."⁹⁵

With regards to the reliability and accuracy of data, it is important to understand that evaluations are rarely based on 'perfect data'; choices need to be made because data collection incurs significant costs. The cost of evaluating a campaign should be proportionate to the cost of running the campaign. A simple rule of thumb is to measure as much as you can with the resources you have available. It is usual in an evaluation that different data sources provide different insights; no one data source is able to paint the whole picture of campaign performance. The goal of the evaluation is to triangulate the available evidence with a view to making judgements on campaign performance.

Taking into account the usual limitations of an evaluation the each main data source is considered below and main factors influencing the accuracy of the data are highlighted:

⁹⁵ 'Evaluating Your Communication Tools – What Works What Doesn't? The Westminster Model', p5, October 2011.

Source of evidence	Advantages	Limitations
Numbers of TV spots, and print placements purchased, articles in on and off-line media	Relatively accurate data relating to reach of the adverts, although this data is extrapolated based on likely viewing / readership figures	No evidence with regards to extent target audience noticed and understood the adverts and how they reacted.
Social media and other website data	Shows the progression of interaction and feedback related to the campaign in real time – a combination of quantitative and qualitative. Shows instantaneous positive / negative reactions and comments Shows a level of interest on a country by country level with the information provided on the campaign information website	Limited to the population that are active on social media and the internet, many people observe, but do not actively participate. Feedback provides limited insight, depending on volume of interactions / is not sufficient to understand what worked well and what didn't. It is difficult to make judgements on the effectiveness of a campaign based on social media- this is part of the picture
TNS survey data	Cover statistically representative segment of population aged 15+ and can be extrapolated to a wider population per country; Conducting the survey over the phone allows reaching segments of population who are not active online	Questions were posed over the telephone, which meant that respondents were not able to see adverts. There is no evidence to confirm why people answered in a particular way and or whether they fully understood the question.
Ipsos MORI survey data	The online format allowed to present the full TV clips to ensure understanding of the questions; Timed to take place immediately after the second wave of TV advertising	Limited and representative of the on-line population in the selected countries rather than the whole population. As with EB, there is no evidence to confirm why people answered in a particular way.
Focus group data	Offer in-depth understanding of how the target groups have responded to the campaign; Semi-structured format makes it possible to gather opinions which could not be captured in a closed-question format such as surveys	Feedback is not statistically representative, but rather highlights factors and issues that can provide greater explanation of quantitative data. Focus groups present people views, which cannot be quantified in terms of accuracy.

Conclusion on the approach to evaluation

The overall approach to evaluation of the pilot campaign was credible and in-line with commonly held norms for communication evaluations. The fact that evaluation was conceived as an integral part of the communication process and not an add-on at the end is good practice. Furthermore, the opportunity for our evaluation team to define measurement data needs directly with the communication agency helped to ensure that, in most cases, data has been made available to allow evaluative judgements to be made. The gathering of target group feedback before, during and after the campaign allowed campaign managers to see the evolution, if any, of views in-line with campaign roll out and to compare these with views before and after. This meant that the target group was asked to give inputs whilst the campaign was on-going which provides data with much greater reliability than feedback gathered ex-post once a campaign is

completed.

Data generated by the TNS survey can be considered to be accurate and reliable because it is drawn from structured samples that are presented of the general public aged 15+. At the same time, data produced by the Ipsos survey targeted the population aged 18-55 and the comparison between the two quantitative sources allowed triangulation and validation of their results. The use of multiple sources to gather both quantitative and qualitative data ensured robustness of the evaluation.

3.7.2 What could be improved in the evaluation process to learn more about the effects of the campaign and about the target audience?

To answer this question, we considered the current evaluation processes overall, as well as particular elements within the internal monitoring and evaluation of the campaign, carried out by both DG COMM and HAVAS.

The starting point for any assessment relates to measuring outcomes against objective set. In our view there was need for **a clearer definition of what the campaign intended to achieve**. The main campaign goals as stated in the TOR are:

- For every citizen to reach a more informed view, this suggests that the campaign would generate a change in levels of awareness / understanding.
- To reach people with messages that real, relevant and remembered.

However, the objectives set were not sufficiently SMART. The KPIs set tend to relate to outputs number of people reached and not out-takes, i.e. a target number of people who felt better informed. In addition to the above goals a number of sub-intentions were expressed including targeting neutrals and appealing to people's emotional side. Again smart objectives were not set in terms of the **target group out-takes or outcomes** expected to be achieved by the campaign. If quantifiable out-takes and outcomes had been set, then this would have allowed judgements on target audience appreciation to have been made on the basis of the achievement of these targets rather than on independent judgement criteria set by the evaluation team.

Structuring evidence of outputs and outcomes

For the current evaluation, there has been a true mass of data to take into account from a range of different sources, including very long reports, some comprising 300+ pages, and large amounts of quantitative data for example from the TNS survey and the Ipsos MORI surveys.

With regards to future campaigns, consideration could be given to **developing a simple campaign dash board** to allow DG COMM to monitor the live progress of the campaign.

Furthermore, the use of a simple spread-sheet format (e.g. Excel) to capture KPIs has proven to be effective. Ideally, as already mentioned, the KPI data should be linked to the objectives set. This would provide an extra check on any gaps which might occur in the monitoring process.

Pre-tests

The idea of conducting pre-tests made sense and was a valid approach to developing a communication campaign. However, we recommend several changes to the way that pre-tests are used in future campaigns taking into account the way that the pre-tests were conducted for this campaign and the experience shared by the European Central Bank and its campaigns on the 5, 10 and 20 euro notes. The following recommendations are made:

- Hold pre-tests well in advance of the launch of the advertising campaigns to allow sufficient time to adapt the approach.
- Pre-test the stories, but not the clips themselves. (The ECB used storyboards and 'animatics', including the visuals and the music, and because the actual video clips had not been shot they were able to make the changes required.)
- Ensure a consistent use across countries to allow comparisons to be made. This includes the format and content to be tested, the profile of the groups and reporting back to the Commission.

Media monitoring

The cornerstone of a successful, meaningful evaluation would be to **define SMART** (Specific, Measureable, Assignable, Realistic, Time-related) **objectives to allow progress to be measured**. Objectives, the "higher level goals", need to be complemented by the KPIs, which are the performance measurements of the tasks or "pillars" that support those goals. As it stands now, despite defining a number of KPIs there were no SMART media monitoring objectives reported on in the Interim report.

TNS survey

Conducting research before, during and after the campaign is good practice.

"Research is the starting point of any campaign, and knowing how somebody behaved prior to a campaign and how they behaved afterwards is key."⁹⁶

Taking into account the above recommendations to set smart objectives for out-takes and outcomes, as well as allowing comparisons before and after the campaign we suggest that consideration could be given to reviewing the questions posed in the TNS surveys, bearing in mind that there are budgetary constraints to be taken into account. This could include/ but not be limited to:

- Question 6: *In general, does the EU conjure up for you a very positive, fairly positive, neutral, fairly negative or very negative image?* was asked in Wave 3 and Wave 4 only. We suggest that it should **also be asked in Wave 1**;
- Question 5b: *Do you agree or disagree with the following statement: you wish you would see more information in the media about what the EU is doing for its citizens?* This was asked only to respondents who indicated that they did not see the campaign. We suggest **asking this question to all**;
- Consider adding a question to those who saw the campaign, which would directly tie viewing the adverts to respondents' feelings about the EU. Such question would ideally be added as an additional question to Q6 and would provide evidence to show the out-take / outcome of the actions undertaken;

In addition, we recommend:

- For the sake of consistent and meaningful evaluation approach, to carry out the same amounts of TNS survey waves in all of the countries;
- If the campaign's audience is segmented in any way (e.g. by their stance towards the EU), ask the segmenting questions in all waves. This would allow to cross-tabulate all of the results, across all waves.

⁹⁶ Evaluating Your Communication Tools What Works, What Doesn't? The Westminster Model, October 2011

Conclusions on improvements to the evaluation process

To facilitate a more robust evaluation we believe that the setting of SMART objectives should go beyond outputs, and also relate to **out-takes and outcomes**. To do this it will be necessary to be clear about the changes to be effected.

Furthermore, there is a clear need to ensure a **consistent and deliberative approach** in all stages of the pilot's evaluation. This might include:

- ensuring a consistent approach to the pre-tests in all of the countries;
- carrying out pre-tests earlier in the process and using mock-ups (storyboards and animatics) rather than (nearly) finished video clips, to validate the main idea and the story, but not the clips;
- in the TNS surveys, asking the same content-questions in more than two of the waves, and asking the questions segmenting the audience according to the pre-defined criteria (such as their stance towards the EU) in all of the waves;
- developing a simple campaign dash-board, which would allow DG COMM to monitor the live progress of the campaign.

3.7.3 What evaluation process / methodology could be used to improve overall campaign results? (incl. scoping and pre-testing the campaign)

Going forward it is recommended to continue the pre-testing approach. There have been several examples of communication materials that have not been pre-tested by the Commission with negative results. One campaign conducted by the EC many years ago used dice as key symbols to explain the riskiness of a particular issue. Unfortunately the campaign materials were not tested and when the campaign was rolled out, members of the public thought that the campaign was linked to gambling and casinos.

As highlighted above, there are a number of concrete recommendations with regards to how to improve the pre-tests to make them more effective at informing campaign managers how to relate to the target groups.

Whilst a lot of thought went into the interpretation of results⁹⁷ stemming from Eurobarometer data on citizens' image of the EU and trust in the EU institutions, for the construction of target groups for this campaign, we consider that there was no clear definition of the target group neutrals and very limited understanding if any of the factors that influence how the specific target group acts, reacts, thinks, what the starting point for the target group is and ultimately what DG COMM wanted to achieve with the target group.

The underlying principle to be borne in mind at all stages of the campaign and its evaluation is associated with the fundamental question how has the situation of the target groups changed? All public interventions share the common objective of **changing** existing situations.

Figure 52: underlying principle of a public intervention

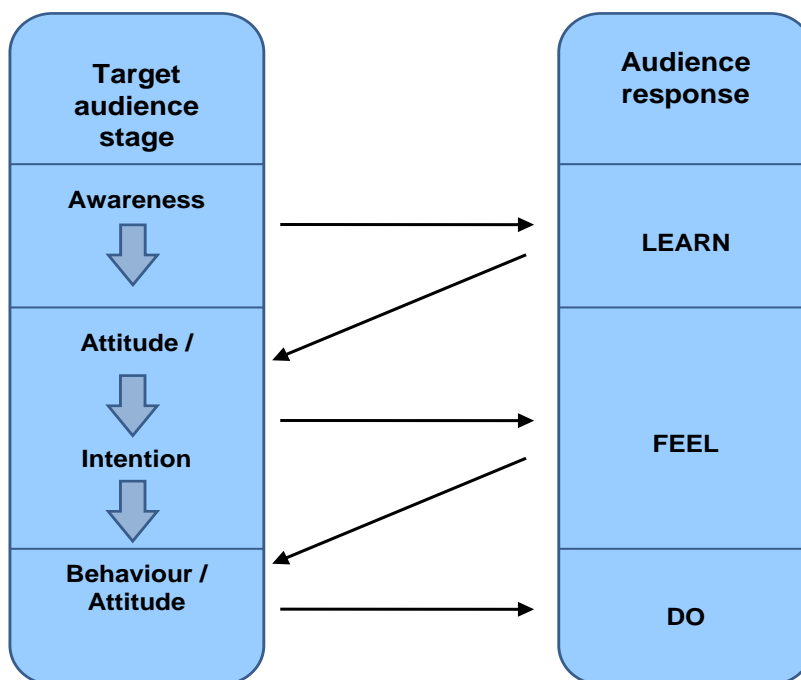


⁹⁷ These results are highlighted in section 1.2 of this report.

However, to understand how a target group has changed or is influenced it is necessary to understand the characteristics of the target group before and after the campaign. Although this campaign was based on analysis of where to reach the target group, to a certain extent, for example the choice of countries, the urban / rural location, etc. there was not enough qualitative research conducted to allow the communication agency to optimise the adverts for the target audience. This related principally to the fact that people with a neutral opinion cannot really be defined as a target group, because members of this group do not share similar characteristics that can be targeted.

The most effective approach to communication is to identify **how** the target audience is currently engaged with the issue to be communicated and to focus the communication activities on moving the audience along the hierarchy of responses (below).

Figure 53: Hierarchy of responses to communication



Source: Adapted from Kotler and Keller's *Hierarchy of Responses* (2007)

A front-end research⁹⁸ (e.g. a scoping study) should inform the campaign **from the outset**. What is learned about the variables that seem to be driving the particular behaviour/attitudes in question (depends on the focus of the campaign in the future), should inform the very design of the campaign and its evaluation. At the same time this reach would have also served to help to define specific KPIs for out-takes and outcomes rather than having a main focus on outputs, which are limited in their usefulness for understanding communication performance. For example, although neutrals were the target group of this campaign, and the basic out-takes were identified as this group being more informed and remembering the message, there was no articulation of why the EC would want this group to be more informed, i.e. what did the EC want to achieve as an outcome of

⁹⁸ See e.g. *Lessons in Evaluating Communications Campaigns: Five Case Studies*, Harvard, 2003.

this activity. At the same time, **more research may allow the EC to be more ambitious in what it wants to achieve with the money spent on communication.**

Measuring communication campaigns

Outputs: these are typically some kind of physical product, for example a leaflet or poster, booklet or press release. Basic evaluation might simply be a case of counting the number of outputs which are the result of some form of communications activity, number of people who watched a TV channel.

Out-takes: something the public or your target group will take away as a result of a particular piece of communications activity. For example a key message, perception of understanding of a concept or issue.

Outcomes: quantifiable changes in attitudes, behaviours or opinions. With a campaign aimed to encourage greater recycling, an out-take could be an individual taking on board the messages, and able to recall hearing or seeing the message if asked. However, an outcome would be that the person has actually changed their recycling habits for the better as a result of the campaign. Fundamental to behaviour change is being able to use insight to understand your audience and the behaviours you are seeking to influence.

A last element to mention is that it is recommended that the Commission takes a long term approach to understanding its target groups. One lesson from the ECB is that the Bank had built up a detailed picture of its specific target groups over time and through this had a confidence, based on experience of how to reach these groups.

Conclusions on how to use research / evaluation to improve campaigns

Several suggestions are made, including using an enhanced approach to pre-testing and a more thorough scoping study to allow the EC to get a much better understanding of its target groups. The scoping study must, of course, come much earlier in the process and inform the overall campaign strategy. This type of study should typically combine some quantitative data, but ideally focus on the gathering of in-depth qualitative insights. Using this data, the EC will be in a better position to appeal to target groups, by setting smart objectives for what is to be achieved by the campaign, including tying outputs to out-takes and outcomes. In turn, this will allow a more accurate assessment of campaign performance and a greater likelihood of achieving targets set.

3.8 Conclusions

This section presents the detailed findings, followed by the **achievements** of the pilot, possible **areas of improvement** and **lessons learned** which can be used for future campaigns.

3.8.1 Main findings

Reach and recall	<ul style="list-style-type: none"> • It is estimated that 115⁹⁹ million people were reached by the campaign, and that the cost per person reached was of € 0.08¹⁰⁰. • The digital aspect of the campaign achieved the highest reach 122.8 million¹⁰¹, followed by TV (101.5 million) and print (72 million). • To allow comparison with other EC campaigns, the overall cost of the campaign per thousand contacts was €4.14¹⁰². This compares with €3.18 for DG SANCO's Ex-smokers campaign and €8.66 for DG TAXUD's Missing Part campaign. The cost per thousand contacts was within the norms. • It is estimated that at least circa 28 million citizens saw¹⁰³, heard or read about the campaign following the first advertising wave, whereas at least 33 million citizens saw, heard or read about the campaign following the second advertising wave (Source: DG COMM based on the TNS survey). • Levels of recall varied. The highest recall of the campaign¹⁰⁴ was achieved in Finland (33%), Poland (37%) and Latvia (43%). In Germany, Spain and Portugal recall ranged between 14% and 18% (Source: TNS survey, Waves 3 and 4). • Citizens with positive and negative views on the EU recalled the campaign more than those with a neutral view on the EU. In all countries, except Germany, respondents with a positive view of the EU saw the campaign most (18%-52%, Source: TNS survey, Wave 4). • Recall by neutrals differed significantly by country. In Spain, Portugal and Germany, respectively 13%, 14% and 16% of neutrals reported having seen the pilot. In Finland and Poland the percentage was circa 30%, and in Latvia 40% of neutrals reported having seen the campaign (Source: TNS survey, Wave 3). • In Germany, Spain and Portugal under 16% of neutrals reported having seen
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⁹⁹ HAVAS calculated total reach taking into account de-duplication figures, i.e. people viewing the advert via different mediums.

¹⁰⁰ This cost is based on CPM using the media buying budget, which is the industry standard as a measure of the effectiveness of delivering the campaign.

¹⁰¹ HAVAS used different methodologies to calculate total reach and reach by channel, taking into account de-duplication figures. This is reported to account for the fact that digital reach was estimated to be higher than total campaign reach.

¹⁰² This number is calculated based on the total number of contacts generated from the campaign, divided by the total cost of the campaign (to the Commission, including e.g. production of videos), multiplied by 1000 (citizens). This total cost is used to allow comparisons with other EC campaigns, even though the industry standard is to use media buying budgets.

¹⁰³ When prompted with the slogan.

¹⁰⁴ People who indicated in the TNS surveys that they had seen, read or heard about the campaign, when prompted by being read out the campaign slogan.

	<p>the pilot. In Finland and Poland the percentage was circa 30%, and in Latvia 40% of neutrals reported having seen the campaign (Source: TNS survey, Waves 2 and 3).</p> <ul style="list-style-type: none"> • The campaign was recalled most by citizens living in rural villages or small/mid-sized towns in Germany, Latvia and Poland (16%-59%). In Spain, Finland and Portugal citizens who recalled the campaign most were those living in large towns / cities (19%-39%) (Source: TNS survey, Wave 3). • Across the six countries, respondents aged 15-24 (15%-43%) and those aged 25-39 (16%-45%) most recalled adverts followed by those aged 40-54 (14%) and those above 55 (11%) (Source: TNS survey, Wave 3).
Main campaign message	<ul style="list-style-type: none"> • In focus groups, most participants in all countries suggested that the slogan was understood, easily memorable and recognisable. • When asked whether the respondents agreed with the statement "The EU is working for you", the proportion of affirmative answers ranged from 46% in Portugal to 71% in Finland, with other countries at 47% (Spain), 61% (Germany and Latvia) and 63% (Poland). • Feedback from the focus groups suggests that most people felt that the 'campaign concept' of showing what the EU is doing was a good idea, although people were less convinced of the actual adverts used (Source: focus groups). • There were questions on the relevance and credibility of the main slogan. The translation of the slogan into German, Latvian, Polish and Portuguese was not optimal. Also, on multiple occasions suggestions were made to replace "work" with "support". (Source: focus groups) • Levels of agreement with the main campaign slogan varied: Spain 45%, Germany 47%, Portugal 49%, Latvia 61%, Poland 70% and Finland 71% (Source: TNS Survey). • People with a positive view point of the EU were much more in agreement¹⁰⁵ with the slogan than respondents with a negative view¹⁰⁶. Younger people were also most in agreement (Source: TNS Survey).
Country-level messages	<ul style="list-style-type: none"> • Focus group research suggests that in all six countries the themes presented in the specific adverts were identified and felt to be easy to understand. • The messages resonated most when people could relate to them in some way. Two adverts had the greatest general relevance: the one showing help for youth and the one featuring help for the elderly. Conversely, when people could not relate to the topic of an advert they did not feel targeted (Source: focus groups). • Overall, people agreed more with the advert messages following the campaign than before (3% increase in agreement in Portugal, 4% Germany and Poland, 6% in Latvia, 7% in Spain and 18% in Finland) (Source: TNS telephone survey Wave 1 – pre-campaign and Wave 4 post campaign). • However, agreement with the different advert specific statements was mixed. The message worked best in Portugal, where 70% agreed, followed by Poland (68%) and Spain (56%). Whereas, in Germany 50% agreed, in Finland 41% agreed and in Latvia 29% agreed (Source: TNS survey). Different statements

¹⁰⁵ Levels of agreement ranged from 71% in Portugal in wave 4, to as much as 97% in Finland in wave 3.

¹⁰⁶ Levels of agreement with the slogan ranged from 11% in Portugal to 27% in Finland.

	<p>were used in each country and our assessment is that some of these statements were probably easier to agree with than others.</p>
Advertisements	<ul style="list-style-type: none"> • People were broadly interested in the topics and liked the topic / project-based approach (focus groups). • The highly stylised approach meant that the adverts were unlike other ads, but the format was generally perceived as problematic. • The use of red to convey green business was questioned, as was the perceived mismatch between old people dancing and EU support for the elderly. • There were questions on whether the morph-suited figures were a good metaphor for the EU. • Some saw a mis-match between their own perception of EU bureaucracy and the direct and personalised messages of the adverts. • Some liked the bright colours and dynamic style, most felt that they disserved the message and hampered credibility, dealing with serious issues in a superficial / abstract way. • The speed of the information was problematic: Focus group participants felt that there was too much information in a short amount of time / space in both the TV and print adverts. For older respondents in particular, the speed of the images and tempo of the music as far too fast, which made it challenging to absorb all of the information and follow the plot. • There were mixed views on the print ads. Many focus group participants felt that the fonts were too small to be legible.
Outcomes	<ul style="list-style-type: none"> • Most respondents to the Ipsos MORI survey¹⁰⁷ indicated that the adverts had made no difference to their view of the EU. The picture is more mixed when considered by country: 43% in Portugal, 54% in Poland, 59% in Latvia, 57% in Finland, 61% in Spain and 71% in Germany. • The campaign made some people feel more positive about the EU: the net positive impact was 11% in Germany, 21% in Finland and Latvia, 27% in Spain, 34% in Poland, and 55% in Portugal (Source: Ipsos MORI survey). • Some focus group participants were positive that EU was trying to get closer to its citizens. Others were sceptical as to why the EU had implemented such a campaign in the first place. • Results of Waves 3 and 4 of the TNS surveys suggest that the proportion of citizens with a neutral stance to the EU increased in all countries, and the number of people with a negative stance toward the EU decreased. • There was an increase in the number of people with a positive opinion of the EU in Spain (+5%), Portugal (+4%), Latvia (+2%) and Germany (+1%). There was a decrease in Poland (-1%) and no evolution in Finland. • There was spill-over: people discussed the adverts with others / shared the adverts via social media (Ipsos MORI¹⁰⁸, Focus Groups).

¹⁰⁷ The Ipsos MORI survey was representative of the on-line population aged 18 to 55 in each country.

¹⁰⁸ Responses to the Ipsos MORI survey suggest that 38% of respondents in Portugal indicated that they would be likely to share the advert on social media, compared to 23% in Poland, 19% in Spain, 13% in Finland, 10% in Germany and 7% in Latvia.

3.8.2 Achievements

- Corporate communication is strategically and tactically important. This campaign was of high political significance to the European Commission as an institution, and of high relevance to citizens. The campaign **contributed to addressing the gap between the public and the EU institutions**, which had been identified at campaign baseline, including that:
 - Trust in the EU was at historically low levels;
 - Citizens did not feel well informed about the EU;
 - Citizens said that the EU needed a clearer message;
 - Citizens want to know what the EU does.

- The European Commission is comprised of more than 30 Directorates-General, each one responsible for a specific policy area and its communication to different audiences. A key achievement of this campaign was that **for the first time, the European Commission communicated to the public as one**, using the EU, a term that citizens use interchangeably when they talk about EU institutions.

- **The campaign met and surpassed the goals that were set for reaching the general public.** The campaign achieved a **very high level of reach**, circa 115 million EU citizens across 6 EU Member States, with a combined total population (aged 15 – 70) of circa 131 million citizens¹⁰⁹. This reach was built using a multi-channel approach, combining TV, print, digital, PR and e-PR channels, which is good practice.

- The individual adverts were **striking and stood out**. They were not like any other adverts or information that public saw during the period of the campaign.

- **The intention behind the federating message was clear and generally understood by the public** in the target countries. In addition, the message was considered to be memorable and people knew that the adverts were from the EU.

- **There is evidence that specific campaign adverts made some people feel more positive about the EU**¹¹⁰. The adverts had a net positive impact of 55% in Portugal, 33% in Poland, 27% in Spain, 21% in Finland and Latvia, and 12% in Germany. Also, whilst it is not possible to establish direct cause and effect of a public communication campaign, public opinion of the EU was higher after the campaign.

- **The approach to evaluation and monitoring was credible and thorough.** Many of the Barcelona Principles¹¹¹ for effective campaign measurement were followed, including the:

¹⁰⁹ Source Eurostat

¹¹⁰ The Ipsos MORI survey was representative of the on-line population aged 18-55 in the target countries.

¹¹¹ The Barcelona Principles refers to the Barcelona Declaration of Research Principles: a set of seven voluntary guidelines established by the public relations (PR) to measure the efficacy of PR campaigns.

- Monitoring of individual channel usage throughout the campaign to provide data on outputs and their evolution over the process;
- Gathering of structured and unstructured evidence of campaign outcomes using quantitative and qualitative data;
- Measuring evidence relating to wide 'business / organisational' goals, including impact of adverts on people's feelings to the EU;
- Provision of on-going reports by the communication agency to ensure transparency;
- Measurement of social media and measurement of quantitative and qualitative aspects of media outputs and outcomes.

3.8.3 Areas for improvement

- **There was insufficient qualitative research into the views and motivations of the target group** (people with a neutral opinion of the EU) and this made them difficult to target. Quantitative data was used to define 'neutrals' in terms of channel and tool usage, age groups and locations of highest concentration. This approach helped to define how to reach people with neutral views and can be considered to have been successful. However, there was insufficient qualitative data to provide an understanding of the type of content, issues and approach to delivery that would resonate best with individuals with a neutral view. As a consequence, the adverts evoked very mixed feelings amongst the target group.
- **The adverts could have been better targeted:**
 - Not everyone understood the symbolism of the morph-suited figures and many found the abstract approach confusing and / or too far from their understanding of the EU;
 - Although people liked to know about specific support actions, some of the projects selected were too specific to be relevant to people's everyday considerations;
 - The fact that two of the three adverts shown focussed on other countries, also reduced relevance for people;
 - Many of the adverts portrayed young people, which either confused people about who the target group actually was, or suggested to some that young people were in fact the target group, perhaps reflected by the higher numbers of young people who could recall the campaign.
- **The translation of the federating message 'The EU Working for You',** into the different languages did not always convey the intended message. This resulted in some differences in perceptions of the credibility and relevance of the message and some questions on whether 'working' was the right wording in all countries.
- **The TV adverts and video clips were too fast and crammed with information,** particularly for many older members of the public. Although some felt the print adverts complemented the TV adverts, their ability to convey messages was hindered by the small font size and, for some, it was not clear what the print adverts were trying to convey, when considered as standalone adverts. The print adverts

(ads) were essentially or copy of the TV ads, and as such did not reinforce the impact of the TV ads in a complementary way. A clearer call to action may have enhanced the information value of the adverts.

- **There was scope to improve the website.** In focus groups, people liked the idea of a repository of additional information. However, they also commented that:
 - The website looked like a standard EC website and its look and feel was completely different to the adverts. This meant that the website did not contribute to establishing and confirming the campaign, and the adverts did not appear to be linked to the website;
 - There was insufficient promotion of the website. The website address was not clearly visible on the print adverts or in the TV adverts and there was no direct call to encourage the public to find out more about from the website.

- **The Public Relations (PR) aspects of the campaign could have been more focussed to support the advertising elements of the campaign,** with the PR telling the story and the advertising providing examples of the story. The launch events provided an opportunity to engage with media, although this was limited in some cases. In part, this was due to the fact that an information campaign is not usually news in itself. Journalists prefer to report on “success stories” rather than the existence of a campaign.

- **There was scope for a more extensive use of Key Performance Indicators (KPIs)** across the campaign channels and tools, which would have provided enhanced insights into campaign performance. KPIs were set for reach, but no KPIs were set for recall. In addition, there were no KPIs set for the website and no qualitative KPIs set for media reach. When building an on-going approach to corporate communication, there is a need to set criteria to allow full measurement of all aspects of the campaign and their contribution to organisational goals. The evaluators did not have access to the calculations of campaign reach, due to proprietary data restrictions. For future campaigns, access to data for evaluation purposes needs to be anticipated from the start.

3.8.4 Key learning points

The main learning points from this evaluation were:

- **There is a call and need for EU corporate communication.** People want to know more about the EU, but do not necessarily want to see these adverts again. A creative approach is required, but adverts should reflect that type of organisation that the EC is and then try to create stories so that they interest specific and clearly distinguishable target groups.

- **There is scope for greater alignment of communication performance with organisational goals,** which would confirm the added-value and strategic importance of corporate campaigns to the institution. The pilot had no call to action and no target set for campaign impacts upon the target public beyond reach and

recall. Yet the campaign demonstrated that it was possible for an EU campaign to generate impacts with target groups, and data was collected relating to the impact on those with positive, neutral and negative opinions.

- **Targeting by viewpoint can be useful in the selection of countries, for example, but this group is too broad to be considered as a target group.** People with a neutral view of the EU do not share other clearly identifiable characteristics. However, if there is a desire to change or impact upon people's opinions then it is recommended that different viewpoints should be included within the basic demographics (age, gender, level of education) used to collect public opinion data.
- Focus group research suggests that **people feel targeted when they see themselves or experiences they know or can relate to in the stories portrayed.** One of the ways to do this is to use life stage and / or age, as the main axes for targeting. For most people, the most important information they would like to take from a campaign is not the fact that the EU is working for them, but how they could and do **benefit from EU support personally.**
- There is a need for **qualitative research** to identify themes, concepts and ideas that will resonate with target groups and to use the insights learned in the design of final adverts. Asking for feedback on almost final materials limits the ability of a campaign to target its materials so that they achieve greatest possible impact.
- Public awareness, **information campaigns work best when they work at the emotional level.** The provision of pure facts is unlikely to be effective.
- The campaign built reach using a multi-channel approach, which is good practice. However, **TV was by far the most effective medium.** Even if the digital campaign had greatest reach, citizens remembered seeing TV adverts, much more than the adverts in print and on websites and social media.
- **The art work was not critical** to the success of the campaign launches. Having a Commissioner at the events did, however, help to generate coverage.