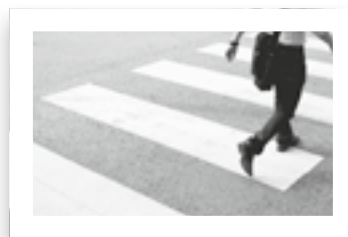
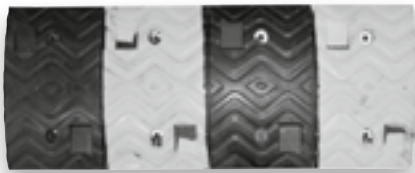


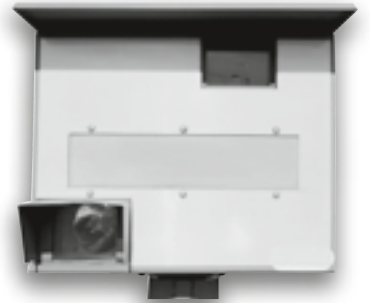
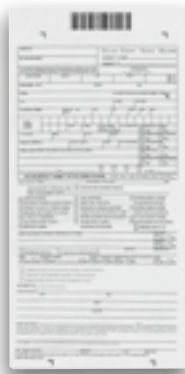


ROAD SAFETY MASS MEDIA CAMPAIGNS : A TOOLKIT



World Health
Organization





ROAD SAFETY MASS MEDIA CAMPAIGNS : A TOOLKIT



10 steps for developing road safety mass media
campaigns in low – and middle – income countries



Road safety mass media campaigns: a toolkit

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PREFACE

Every year 1.25 million people die on the road and many more are seriously injured.

A new and ambitious target lies ahead of us: halving road traffic fatalities globally by 2020. Meeting this target – part of the Sustainable Development Goals – requires us to act fast and to learn from each other's experiences, thereby improving our effectiveness and use of resources. This toolkit is a step in that direction.

Mass media campaigns are an important component of road safety strategies. During the past 6 years, WHO and its partners have developed more than 30 mass media campaigns to improve road safety in nine countries. The lessons and results generated by this work are presented in this toolkit, with the aim of strengthening the implementation of similar campaigns in low- and middle-income countries where the burden of road traffic crashes is the heaviest.

This toolkit aims to help those working in the field of road safety who are responsible for running mass media campaigns. We hope it will inspire and guide the implementation of targeted campaigns that can enhance the impact of strengthened legislation, enforcement or other elements of a safe system necessary to achieve our ambitious goal to save lives.

Dr Etienne Krug, Director
Department for Management of Noncommunicable Diseases,
Disability, Violence and Injury Prevention

INTRODUCTION

Improving road user behaviour is fundamental to reducing road traffic injuries and fatalities. It is one of five key pillars of the Global Plan for the Decade of Action for Road Safety 2011–2020 (alongside better road safety management, safer road networks, safer vehicles and improved post-crash response).

Road user behaviour can be improved by road safety campaigns, which in combination with behavioural measures (e.g., law enforcement, education or training), can become a powerful way to persuade the public to behave more safely in traffic.¹ The Global Plan for the Decade of Action is rooted in the Safe System approach² which addresses risk factors and interventions affecting road users, vehicles and the road environment in an integrated way, enabling more effective prevention. This approach is known to be appropriate and effective in settings worldwide.

The safe system approach recognizes that travel should be safe for all road users and aims to eliminate fatal crashes and reduce serious injuries through ensuring transport systems take into account human error and the human body's vulnerability to serious injury. This can be achieved through robust policies on road infrastructure and vehicles and travel speeds, supported by a range of activities relating to education, behaviour change, regulation, enforcement and penalties.

Key safe system principles are:

- **Recognition of human error in the transport system.** People make mistakes in traffic that can cause injury and death. The safe system approach acknowledges the value of road user behaviour interventions but emphasizes that behaviour is just one of many elements necessary to promote road safety.
- **Recognition of human physical vulnerability and limits.** The human body has limited tolerance to impact, beyond which serious injury or death occurs.
- **Promotion of system accountability.** Responsibility for traffic safety must be shared between road users and system designers. While road users must comply with traffic regulations, system designers must develop transport systems that are as safe as possible for users.
- **Promotion of ethical values in road safety.** People can learn to behave more safely, but inevitably human error may lead to crashes. Death and serious injury are, however, not inevitable consequences.
- **Promotion of societal values.** The road transport system is expected to be of benefit to society, especially through economic development, human and environmental health, and individual choice.

EFFORTS TO REDUCE ROAD SAFETY RISK FACTORS

Efforts to reduce risk factors in low- and middle-income countries in the past decade include the Bloomberg Philanthropies Global Road Safety Programme (BP-GRSP). Between 2009 and 2014 the BP-GRSP generated more than 30 mass media campaigns in nine countries (Brazil, Cambodia, China, India, Kenya, Mexico, Russian Federation, Turkey and Viet Nam, see map page 10). Recognizing the integrated nature of road safety, these campaigns complemented other interventions such as strengthened legislation, enhanced enforcement, capacity building, collecting data and advocating for improved road safety using the media. Hundreds of road safety and other experts contributed to these efforts. This toolkit shares some of the lessons learned in developing mass media campaigns as part of the BP-GRSP.

THE TOOLKIT: AN OVERVIEW

This toolkit offers practical guidance for implementing road safety mass media campaigns in low- and middle-income countries. The methodology proposed combines international best practice and theory (based on behaviour change communication efforts, in particular social marketing), and lessons learned from direct implementation of BP-GRSP road safety campaigns in low- and middle-income countries.

The toolkit is designed as a resource for those working in road safety, including professionals and experts from:

- traffic, transport or road safety agencies at national level;
- ministries of transport or health;
- local secretariats or departments for health or traffic;
- police;
- nongovernmental organizations;
- international organizations, in particular WHO staff in country and regional offices;
- advocacy groups.

Road safety stakeholders may have different needs when it comes to designing road safety campaigns, as levels of expertise and contexts will vary. However, the recommendations in this toolkit assume the campaign team has:

- a dedicated budget (even if limited);
- limited in-house capacity for the development of mass media campaigns yet the ability to bring professional communications services on board;
- adequate time to plan and execute the effort;
- basic road safety knowledge.

The toolkit suggests a campaign development cycle organized in four phases: project design and research, production, dissemination, and evaluation. Each phase is divided into a number of components, including:

- a summary of the key elements of each activity;
- an explanation of the activities suggested in the step;
- short case studies with concrete examples drawn from the BP-GRSP;
- practical steps on commissioning and working with professional communication services;
- an implementation checklist.

The toolkit is based mainly on the experience of the BP-GRSP programme. The case studies presented should not be interpreted as “textbook recommendations” but rather as examples of real challenges and solutions that can be found and adopted during implementation – particularly in resource-limited settings.

A TYPICAL BP-GRSP CAMPAIGN AT A GLANCE

The BP-GRSP campaigns focused on five risk factors that have been prioritized by WHO: drink-driving, speeding, and the non-use of motorcycle helmets, seat-belts and child restraints. The campaigns formed part of a package of interventions including legislative reform, enhanced enforcement of laws, capacity building, data collection, and advocacy through community mobilization and media, among others.

The majority of these campaigns followed a common methodology. Each campaign:

- took 6–9 months from research to evaluation;
- focused on one risk factor at a time;
- included messages on consequences of the risky behaviour (such as injury or death) and enforcement;
- had a realistic or hard-hitting approach;
- developed traditional mass media products such as television adverts, radio spots, and outdoor advertising;
- ran for a period of 4–6 weeks, mainly through local media;
- was produced and aired with a limited budget;
- had on average comparatively high recall rates – i.e. above 50%.

All mass media campaigns produced as part of the BP-GRSP are available via the WHO YouTube [road safety mass media campaigns playlist](#).



“Drink driving carries serious consequences: Financial penalty up to 6 million VND, vehicle impoundment and loss of licence.”
Billboard for the **drink-driving** campaign in Viet Nam in 2011.

ROAD SAFETY CAMPAIGNS

PRODUCED AS PART OF THE
BLOOMBERG PHILANTHROPIES
GLOBAL ROAD SAFETY PROGRAMME
2009–2014 (BP-GRSP)



MEXICO

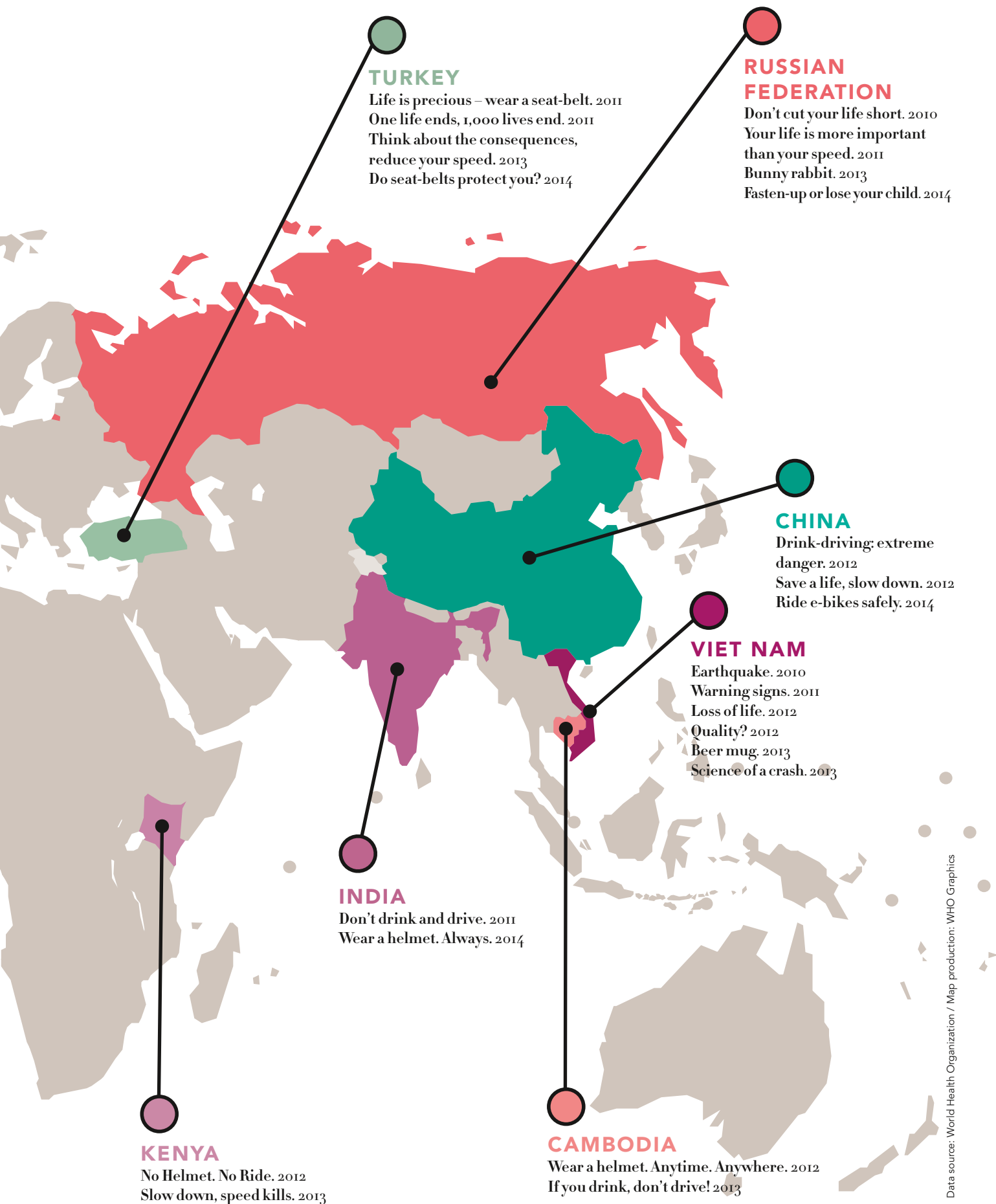
Because I care about you. 2010
Enjoy life. 2011
Drink–driving is violence. 2012
You decide: buckle-up or suffer. 2014
Drink–driving kills. Don't take the risk. 2014



BRAZIL

Drink–driving kills. 2013
Speed a little, lose a lot. 2014

 not applicable



TEN STEPS TO DEVELOP A ROAD SAFETY MASS MEDIA CAMPAIGN

This section sets out 10 steps for developing a road safety mass media campaign, from design to evaluation. The steps are illustrated with examples from the Bloomberg Philanthropies Global Road Safety Programme (BP-GRSP), and fall into four phases (see next page).

PHASE 1: PROJECT DESIGN AND RESEARCH

STEP 1: Project planning, including forming the project team and advisory stakeholder groups, defining the problem and policy options, and creating the budget and implementation timeframe.

STEP 2: Desk review comprising a stock-take of existing information with the aim of understanding the environment or context in which the campaign will be implemented.

STEP 3: Definition of core strategy and specific, measurable, achievable, relevant and time bound (SMART) programme objectives.

STEP 4: Formative research with target audiences to inform strategy design.

PHASE 2: PRODUCTION

STEP 5: Definition of messages and materials, and where and when the messages will appear.

STEP 6: Concept and pre-testing to verify validity of the main campaign ideas and concepts.

STEP 7: Development of materials and pre-testing, including detailed evaluation of campaign messages and materials.

PHASE 3: DISSEMINATION

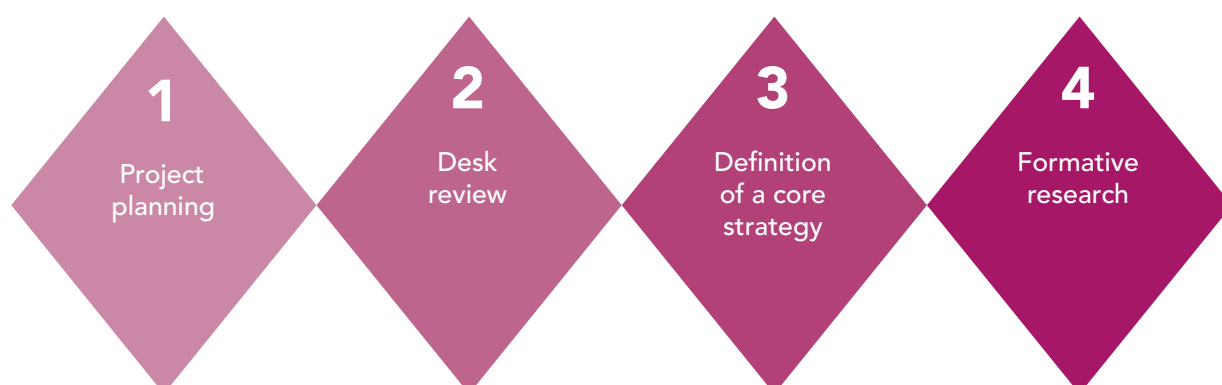
STEP 8: Distribution strategy and media plan, including designing the media plan and the negotiation of airtime, and how the campaign will be launched.

STEP 9: Campaign launch, implementation and monitoring, and identifying any necessary strategy alterations.

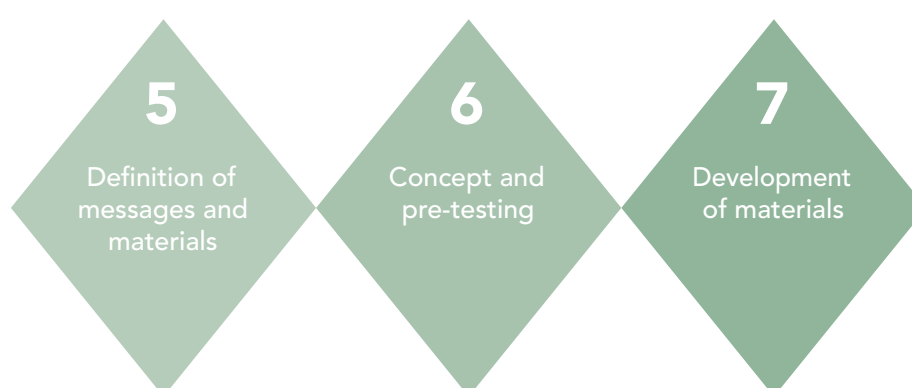
PHASE 4: EVALUATION

STEP 10: Evaluation, measuring the impact of the campaign on people's knowledge, attitudes and behaviours, as well as their exposure to and recall of the campaign.

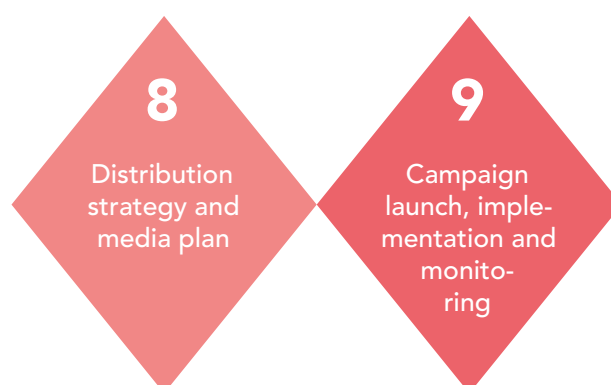
PHASE 1. PROJECT DESIGN AND RESEARCH



PHASE 2. PRODUCTION



PHASE 3. DISSEMINATION



PHASE 4. EVALUATION



1

PHASE 1. PROJECT DESIGN AND RESEARCH

STEP ONE



PROJECT PLANNING³

◆ **WHO:** Road safety technical team and stakeholders ◆ **PRODUCT:** A campaign team and workplan ◆ **WHEN:** Before the beginning of project activities ◆ **DURATION:** A few weeks to 2 months

1.

ASSEMBLE THE TEAM

The campaign team usually consists of two main groups: a core team, often led by those involved in developing campaign activities, and a stakeholder group (also known as a coalition, committee or taskforce). The core team should include at least a project manager, a road safety expert, and an expert in marketing, communications, or behaviour change communications.

The stakeholder group comprises representatives of the communities and audiences you are trying to reach. They may include the main road safety organizations in the city or country, and other opinion leaders representing relevant segments of the population. They play a vital role in providing feedback at critical points of the project cycle and in making sure campaign activities serve audience needs. This group can also help undertake campaign activities and disseminate campaign messages.

2.

DEFINE PROBLEM(S) AND REVIEW EXISTING POLICIES

When the core team is established, identify the problem to be addressed by the campaign and identify specific programmes or policies relevant to the problem. This can be done, for example, in an ideas workshop with the core team and stakeholder group. Questions to guide that process include:

FOCUS

- **Which risk factor(s) will be the focus of your campaign?** Key considerations at this stage are road users affected; the burden of injuries or fatalities; a new law or amendments; donor focus (if there is one); or other key interventions taking place. Campaigns focusing on one risk factor at a time are likely to be more effective. (You might revise your decision after the desk review of literature and statistics in Step 2.)
- **Will the campaign be in support of road safety technical interventions? Where will these be?** Will it be an effort at national or provincial level? A national campaign devised in the capital city and disseminated nationally can have a very different cost and impact from a campaign targeting rural provinces. What data are available to identify which region/city or state is most affected by road traffic injuries?

RESOURCES

- **What professional services will be needed?** Producing a campaign requires graphic designers and television producers; qualitative and quantitative research skills, and professionals experienced in negotiating media dissemination plans.
- **What should be factored in to pay for these services?** You should research market rates for various services and, based on this, set up budget lines for: pre- and post-campaign research studies by an independent and qualified market research company; the production of campaign materials; public relations activities such as a press conference or an event launch for the campaign; an adequate dissemination plan; and an evaluation.
- **Will the campaign be in more than one language?** Will translation be required during the whole production process?

CASE STUDY

CHOOSING WHICH MEDIA TO USE BASED ON BUDGET AND RESEARCH, KENYA

Buying television airtime in Kenya is prohibitively expensive for most non-profit organizations – a situation that became clear to the BP-GRSP team when it was planning its road safety campaign. The core team had to decide whether to run its campaign via multiple media (TV, radio, newspapers, digital) as originally planned –or whether to adapt the strategy to the limited resources. Information on the target audience’s media habits gathered in the research phase enabled an informed decision: for the 2012 **No Helmet No Ride** campaign it was decided to develop materials only for radio and billboards – two channels considered very effective (particularly in Africa) and affordable. The campaign was understood and rated highly by the target audience and recalled by 84% of people interviewed in the evaluation. This demonstrated that a limited budget need not be an obstacle to reaching people effectively, as long as decisions are based on research and the needs of the target audience.



Print campaign developed for billboards and posters for the **No helmet. No ride** campaign, Kenya 2012 (English and Swahili).

3.

DEFINE A TIMEFRAME

Organizing a research-based campaign, particularly for multimedia and mass media products, requires more time than expected. In the BP-GRSP, each campaign required on average 6–9 months from planning to evaluation.

Knowing the order of various campaign activities and the time needed to complete each of them is important. Likewise, running the campaign at the right time will influence several aspects of your project. Answering the following questions when defining your implementation calendar might be critical for the success of the campaign:

- Is there existing legislation relating to the risk factor or behaviour you are targeting?
- Have enforcement campaigns been planned for the months before or after your campaign? Will your campaign overlap with them?
- Are there other road safety related events that are imminent?
- Are there other key events that need to be taken into consideration? For example elections; release of new data and information; new projects or campaign launches; or summer or religious holidays that might have an influence on behaviours (for example drink-driving) or increase dissemination costs (for example, airing a campaign during religious holidays or an election period). Mapping these external events will allow you to take advantage of opportunities that could amplify your efforts and be aware of events that may hamper them.

4.

ORGANIZE IMPLEMENTATION

For technical road safety teams with limited capacity for campaign activities, hiring expert services to perform this role is important. Already from the planning stage of the project, try to ensure that basic implementation tools aimed at facilitating interaction with contractors are in place. These tools include:

- **Project brief** or written materials relating to the project and the risk factor/s targeted. The brief can include brochures, fact sheets, websites or other relevant resources. A briefing package could include examples of previous campaigns or research reports that the team likes or dislikes as a guide for consultants.
- **Terms of reference templates** for requesting proposals of services needed during implementation.
- **Clarity on copyright issues** associated with the materials produced for the campaign by external service providers such as graphic designers and television producers.

CHECKLIST 1:

PROJECT PLANNING

- ◆ Does everyone in the campaign team know the basic principles of mass media campaigns?
- ◆ Are roles, responsibilities and desired outcomes clear? Are training courses needed?
- ◆ Have you invited key stakeholders to participate in the campaign implementation?
- ◆ Can the technical team count on the support of a communications officer or consultant with experience in the field of behavioural change?
- ◆ Do you have a rough idea of how much it should cost to produce a non-commercial mass media campaign in your country? How does that compare to your budget?
- ◆ Do you have a concise briefing package to introduce the project to stakeholders and service providers?
- ◆ Do you have templates of terms of reference to request proposals from service providers?
- ◆ Do you have clarity on the procurement processes and permission from your organization to hire expert companies or consultants?
- ◆ Do you have a solid knowledge and clear understanding of copyright policies in your organizations?
- ◆ Have you determined how the campaign will align with any other enforcement activities?



PHASE 1. PROJECT DESIGN AND RESEARCH

STEP TWO



DESK REVIEW

◆ **WHO:** Core team ◆ **PRODUCT:** Short report with concrete recommendations on the core strategy; stakeholders mapping; timing ◆ **WHEN:** As soon as the project starts ◆ **DURATION:** 2–3 weeks

A desk review (secondary research) is done before any strategic decisions on the campaign can be made. The review is mainly of existing data and materials related to road safety (or to a particular risk factor) and, where possible, personal interviews in order to identify:

- the burden of the problem for the population at large, and for specific groups;
- the evidence base for potential interventions;
- past and/or similar experiences tried in-country;
- the context in which you will develop the campaign;
- key stakeholders who need to be involved;
- potential partners or good service providers employed by others for similar initiatives, such as advertising agencies with experience of working with non-profit organizations.

1.

UNDERTAKE THE DESK REVIEW

The following material should be reviewed during this phase⁴:

- Quantitative and qualitative studies analysing the problem behaviour in depth, as well as qualitative research that might explain perceptions, beliefs or motivations underlying the behaviour the campaign is seeking to address.
- Best practice from other countries related to the target risk factor or the specific problem behaviour.
- Materials from existing road safety campaigns developed by other organizations as well as information on their implementation and evaluation.
- Marketing studies on the target audience to learn about their habits and preferences in general, with a focus on their media habits. This information is important to the design and airing of the campaign.

The outcome of the desk review can be a short report that clarifies:

- the key problem and baseline for the campaign;
- existing and potential policies related to the risk factor;
- possible interventions and their evidence;
- the population affected by the problem hence the target audience of your campaign.

This phase of the campaign provides a good opportunity to get to know and coordinate with those responsible for enforcement of road safety laws. As you compile information for your campaign, you should also verify if and when any enforcement campaign has been planned and how this could dovetail with your campaign effort.

2.

REVISIT AND REFINE YOUR PLAN IN LIGHT OF RESEARCH

Once the secondary research is complete you can go back to Step 1 and refine your plan. For example, during the review of existing information, you might have identified key players or stakeholders of which you were previously unaware, or learned about another road safety campaign with the same time frame as yours. If so, you can contact new key players and stakeholders and get them involved in the project, or change the focus or timing of your campaign.

WHO's [online library of road safety mass media campaigns](#) (a separate resource to WHO's YouTube [road safety mass media campaigns playlist](#)) is a useful tool for the research phase of the project and offers a selection of road safety television adverts to inspire and inform new campaigns. If your team has limited finances or time to develop new creative concepts, the adverts in the library can be used to test existing ideas and concepts from other countries or to guide creative teams.

CASE STUDY

EXPLORING THE OPTION TO RE-RUN EXISTING CAMPAIGNS

During secondary research for the BP-GRSP, some countries identified existing road safety television campaigns with strong messages and very powerful images. Re-airing existing campaigns can be a cost-effective option for road safety teams, particularly in resource-limited settings (though only campaigns positively and independently evaluated should be considered for re-airing). Unfortunately, most of these campaigns had not been evaluated. In response, some were tested by BP-GRSP with target audiences alongside new materials. This methodology, aimed at re-airing existing campaign as part of the BP-GRSP, was developed with the support of Vital Strategies (formerly World Lung Foundation), a non-profit organization that had adopted a similar approach for the development of tobacco control campaigns.



Print campaign adapted from an existing campaign on motorcycle helmet wearing. Wear a helmet. Always. India, 2014

CHECKLIST 2:

DESK REVIEW

- ◆ Have you reviewed the latest data and statistics on the risk factor you want to address?
- ◆ Is the focus of your campaign based on evidence? Do you have data on where the problem is most severe, and among which population groups?
- ◆ Do you have information on the specific population groups you are considering targeting?
- ◆ Have you identified who else is working on road safety communications besides your organization? What are their short-term plans? Have you considered collaborating with them?
- ◆ Has a campaign on road safety been launched before? What barriers were encountered? Was the campaign evaluated? If so, could the campaign be aired again instead of producing a completely new campaign?

3

PHASE 1. PROJECT DESIGN AND RESEARCH

STEP THREE



DEFINITION OF A CORE STRATEGY

◆ **WHO:** Core team. When drafted, the core strategy should be presented to and discussed with the stakeholder team ◆ **PRODUCT:** A short document with a definition of the target audience, core strategy and SMART objectives ◆ **WHEN:** After desk review is complete ◆ **DURATION:** A few days

Road safety campaigns can have a variety of objectives, including:⁵

- providing information about new or modified laws;
- improving knowledge and/or awareness of risks and preventive behaviours;
- changing underlying factors that influence road user behaviour;
- modifying problem behaviours or maintaining safety-conscious behaviours;
- decreasing the frequency and severity of crashes.

Different strategies can be used for each of these objectives, all of which ultimately contribute to the larger goal of decreasing the frequency and severity of crashes. Step 3 is about the definition of the core part of the campaign, meaning the campaign's objectives and target audiences.

1.

SET CAMPAIGN OBJECTIVES

SMART campaign objectives increase the likelihood of success and help guide the decision-making process during implementation.⁶ SMART objectives should be developed both at the programme or intervention level as well as at the campaign and communications level. SMART objectives are:

- **Specific:** What exactly do you want to change? Being specific means that you have identified a precise problem for which you will promote a specific action/behaviour.
- **Measurable:** Can the problem and solution be measured? Do we have the ability to measure it? What is our stated target? For the objective to be measurable, you should be able to refer to a pre-campaign and post-campaign situation.
- **Achievable:** Can the target audience change behaviour within the given context? Do you have the resources needed to prompt this type of change?
- **Relevant:** Is the desired change relevant to the target audience and the project? Will this objective have an impact on the desired health goal? If everyone adopts this behaviour, will there be a significant reduction in road traffic injuries or fatalities?
- **Time bound:** Set a realistic deadline for achieving campaign objectives.

CASE STUDY

INCREASING SEAT-BELT WEARING FROM 4% TO 50% USING SMART PROGRAMME AND CAMPAIGN OBJECTIVES, TURKEY

Only 3.9% of drivers and front seat passengers in Afyonkarahisar, Turkey, were wearing a seat-belt in 2011⁷. The project team planned a mass media campaign and enhanced enforcement aimed at a specific change – increasing the number of people wearing seat-belts. After an extensive consultation and review of evidence a 50% seat-belt wearing rate was set as the goal to be achieved within the project timeline – an ambitious yet measurable, achievable, relevant and time bound target according to the larger team responsible for the project. Defining the target required mediation among stakeholders, as some wanted it to be 90% – a rate considered unrealistic by many others. It took much research, evidence and experience from other countries for the core team to persuade local partners that such a high target would have made it impossible for the project to achieve its goal, leading it to failure.



Billboard and poster campaign produced for the seat-belt wearing campaign, **Think about the consequences, reduce your speed.** Turkey, 2013

2.

IDENTIFY THE TARGET AUDIENCE

Identifying an audience, or audiences, for a mass media road safety campaign is not complex. For example, if the goal is to get taxi drivers to reduce their speed or wear seat-belts, then clearly taxi drivers are the primary audience for the campaign.

In some cases it is necessary to reach a secondary or even tertiary audience. The secondary audience is generally defined as those with the ability to influence the primary audience – sometimes these

are family members or a community influencers. In the case of taxi drivers, the secondary audience might be taxi owners (in case these are different from the drivers) or passengers. A tertiary audience is generally the community or society at large.



“Fasten-up or lose your child. A child in the car must always be in a child restraint.” Print materials for the **Fasten-up or lose your child** campaign. Russian Federation, 2014

CASE STUDY

REACHING PRIMARY AND SECONDARY AUDIENCES ON CHILD RESTRAINTS, RUSSIAN FEDERATION

In the BP-GRSP Russian Federation campaign on child restraints, **Fasten-up or lose your child**, the road safety team identified public health professionals at health facilities attended by parents as a key secondary audience. This meant that parents – the campaign’s primary audience – were not only directly exposed to key messages through television and outdoor advertisements but also when meeting doctors and nurses at health centres. At these centres, posters, leaflets and infographics provided clear information to parents on how to select age-appropriate child restraints that also met safety standards.

TARGETING OCCASIONAL DRINKERS, BRAZIL

The 2012 Brazil campaign **Drink-driving kills** targeted occasional or light drinkers who believed that such consumption had no influence on driving skills. Self-reported alcohol consumption-related behaviours were included as variables in research studies conducted for the campaign. Five types of drinker were included in the studies: frequent heavy drinker; frequent light drinker; occasional heavy drinker; occasional light drinker; and non-drinkers. For each category, doses and frequency of alcohol consumption were established. The overall recall evaluation of the campaign was not particularly high, but when the recall percentage by profile of drinker was analysed, the segments defined as the target audience had higher recall than the others, proving that the campaign had been successful in getting the attention of those it wanted to reach most.⁸

3.

SEGMENT THE AUDIENCE

Ideally your campaign should have messages tailored to segments of your target audience. Audience segments share characteristics that make them similar to each other but different from other groups in the same general population. For example, segments within the population of car drivers in a city can be taxi drivers, novice drivers or young drivers. While taxi drivers are professional drivers, provide a service to the public, spend most of the day on the streets, have confidence in their driving skills and are responsible for passenger safety, novice drivers (of any age) have very limited experience on the road and probably low confidence in their driving. Young drivers have a different level of brain development and perception of risk compared to other segments. The better defined the segment, the easier it is to choose relevant, hence effective, messages and channels.

Segmentation strategies may be based on some of the following characteristics:

- Age
- Sex
- Place of residence
- Socioeconomic status
- Education level
- Type of road user/vehicle/road use (for example: four or two wheelers; private or professional driver; transporting passengers or goods; driving mainly in urban areas or on high-speed roads; driving mainly in rural areas; parents travelling with children, etc.)
- Specific life habits (such as people who drink regularly or occasionally, official motorbike taxis versus non-official/non-registered ones, etc.)

CHECKLIST 3:

DEFINITION OF A CORE STRATEGY

- ◆ Have you selected a specific behaviour to change?
- ◆ Have you set a specific goal for your campaign?
- ◆ What percentage of the population do you want to adopt the new behaviour? Have you defined your target based on evidence?
- ◆ Will your campaign be able to influence the behaviour?
Is the desired change achievable?
- ◆ If the behaviour changes will it have an impact
on road traffic injuries and deaths?
- ◆ Will you be able to reach the objective in the time proposed?
- ◆ Have you clearly defined your primary, secondary
and tertiary audiences (if all are necessary)?
- ◆ Is there the need to target a specific segment
within your target audience?

Q & A



A SHORT INTERVIEW WITH
MRS MEN CHANSOKOL,
DEPUTY DIRECTOR OF LAND
TRANSPORT, CAMBODIA,
A STAKEHOLDER IN THE
IMPLEMENTATION OF
THE BP-GRSP IN CAMBODIA.

Planning and research for a successful campaign, Cambodia

MUCH TIME WAS DEDICATED TO PLANNING AND RESEARCH IN THE BP-GRSP. WAS THAT IMPORTANT?

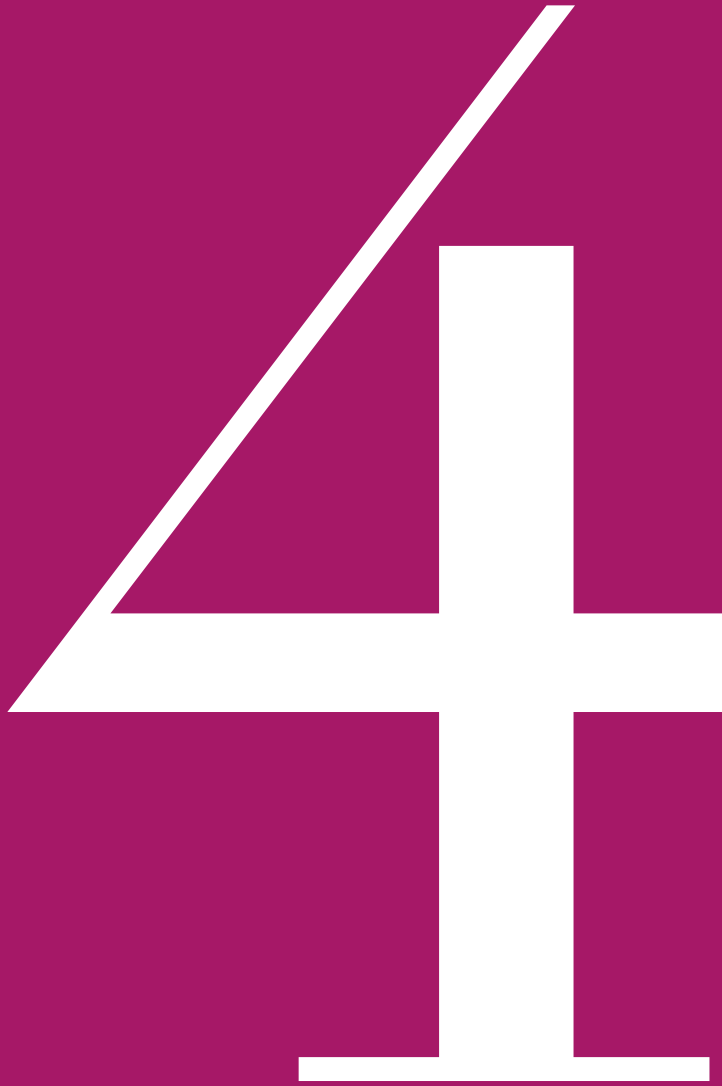
Yes, it was really important as proper planning leads to proper and effective management of activities, and budget allocation and use. Research is also very important as it provides evidence for better decision-making which is what happened in the BP-GRSP project.

HOW DID THE BP-GRSP ROAD SAFETY PROJECT CHANGE THE WAY YOU THINK ABOUT ROAD SAFETY CAMPAIGNS?

It showed that traditional public education using IEC material (information, education, communication) – an approach we have used on other topics – is not effective. Campaigns should be based on research. This is called social marketing and it consists of developing creative concepts, focusing mainly on target audiences.

IF YOU COULD GIVE SOCIAL MARKETING ADVICE TO A COLLEAGUE, WHAT WOULD IT BE?

Make all your decisions based on evidence, on your targeted audiences and on the message-testing. Decisions related to developing creative concepts, media placement and monitoring and evaluation also have to be based on evidence.



PHASE 1. PROJECT DESIGN AND RESEARCH

STEP FOUR



FORMATIVE RESEARCH

◆ **WHO:** A social scientist or market research company ◆ **PRODUCT:** Report(s) with quantitative and qualitative findings and recommendations for messaging, materials and a dissemination plan; a baseline evaluation for comparison with a post-campaign evaluation ◆ **WHEN:** After objectives and general audiences have been defined ◆ **DURATION:** 4–8 weeks (pre-campaign)

This step aims to deepen understanding of the target audience and the risk factor or problem behaviour to be addressed, and to define a baseline with a clear description of the pre-campaign situation to enable any changes in road user knowledge, attitudes and behaviours to be identified.

A baseline pre-campaign study aims to answer the following questions, among others:

- What are your target audience's thoughts and perceptions about the risk factor or behaviour in question?
- What are the barriers that prevent your target audience from adopting the new behaviour? Consider including those already displaying the desired behaviour in your research (see Box 1).
- What are your target audience's media habits? Do they use particular media for entertainment and others for information? Can you develop a campaign that makes use of this distinction?
- What influences their thoughts, feelings and actions with respect to other health and safety behaviours?

1.

DEFINE THE METHOD

A baseline study can include both qualitative and a quantitative research. In the BP-GRSP two main research methods were used:

- **Focus group discussions (FGD):** Most BP-GRSP campaigns used focus group discussions to discover new and specific aspects of the problem behaviour. For example, while conducting focus group discussions on drink-driving in India, it was learned that a practice among Indian youth called "car o' bar" (involving consuming high quantities of alcohol in cars – sometimes while driving – as opposed to consuming alcohol in bars, restaurants or homes) needed to be taken into account when addressing drinking and driving.⁹
- **Knowledge, attitudes and practices (KAP) surveys:** As part of these surveys representative samples of the target audience were interviewed. KAP surveys were used to quantify findings of qualitative research, define priorities for the campaign and its interventions, and provide a baseline for comparison with post-campaign results. In order to allow comparison, several KAP questions on the pre-campaign questionnaire were used on the post-campaign evaluation survey.

While FGD and KAP surveys were not always used in BP-GRSP pre-campaign phases for a number of reasons (lack of time, resources or buy-in from stakeholders among others), almost all campaigns were preceded by some sort of qualitative or quantitative research. One of the main BP-GRSP achievements has been persuading local stakeholders of the importance of making campaign decisions based on research and information, as opposed to assumptions or preferences of the team responsible for the campaigns.



Billboard advert for the **Don't drink and drive** campaign, India 2012

2.

ORGANIZE THE RESEARCH

PRACTICAL STEPS FOR PLANNING AND IMPLEMENTING A BASELINE EVALUATION USING PROFESSIONAL RESEARCH SERVICES

- ◆ Consider hiring a research company, consultant or an academic institution to conduct the baseline study. A campaign aimed at changing behaviours involves research at different stages, so the same researcher/s could be responsible for the formative research, pre-testing creative concepts and the post-campaign evaluation.
- ◆ Brief the company on road safety and relevant risk factors, and provide them with background material compiled in the planning phase. The company will usually rely on you or other technical experts for road safety related inputs. The written brief for the company should include sections on: the project's needs and expectations; specific questions you want the research to answer; and an explanation of how you intend to use the research findings for the design of the campaign.
- ◆ Set out clear terms of reference for the researcher/s, specifying the campaign's objectives and target audience, the study objectives, the preferred method for the research, the budget and timeframe. Specify the format in which you want to receive the results of the research, for example a narrative document with tables or a PowerPoint presentation. To assess their presentation skills it may be helpful to ask those tendering for the project to share reports they may have produced for similar projects.
- ◆ When project resources are limited, invite companies to present alternative implementation scenarios with budgets and a detailed explanation of the pros and cons of each.
- ◆ Invite stakeholders to attend the FGDs as observers: this will help partners appreciate the importance of listening to and understanding the target audience.
- ◆ Share results of the studies conducted for the formative research widely and allow time for studying, interpreting and discussing the results.

FEAR-BASED CAMPAIGNS¹⁰

Fear is considered a strong motivator of human behaviour. The use of fear is a messaging technique that consists in confronting people with the negative consequences of risky behaviours by capitalizing on their fears. This type of information is considered confrontational; however, it can be effective in evoking the interest of the target audience and keeping its attention¹¹. The validity of this approach varies depending on the context which is why thorough research with target audiences is needed before choosing this message approach.^{12 13}

At the beginning of the BP-GRSP, resistance to using hard-hitting or realistic campaigns was encountered from a number of stakeholders – some considered the use of fear as inappropriate to local cultures. To overcome this resistance and ensure that the BP-GRSP had the opportunity of testing all the possible approaches for the campaigns with the target audiences, partners were invited to attend as observers a series of FDGs with road users. In those countries where road users reacted positively to fear-based or realistic messages, local stakeholders eventually decided to second their preferences.

BOX 1. INVOLVING “DOERS” (THOSE ALREADY DISPLAYING THE DESIRED BEHAVIOUR) IN RESEARCH

Doer/non-doer analysis (also called “positive deviation” or PD) compares a relatively small group of people who already perform the desired behaviour to the majority who do not. Doers can share how they came to adopt the behaviour, and using this information you can decide whether their experience can be used – perhaps in “role model stories” – to persuade others to do the same.

When using doer/non-doer analysis it is essential that the doers and non-doers share the same socioeconomic, environmental and cultural characteristics. You may include questions relating to positive deviance in your baseline survey. When you identify those who already practice the behaviour, ask if they are willing to take part in a more in-depth discussion (such as a focus group) with other doers.

Define non-doers as those who have heard about the behaviour (i.e. they are “aware”), but have not yet decided to act on it. When you identify these aware non-doers, invite them to a separate in-depth discussion or focus group. Make sure you get exact quotations from doers (and possibly non-doers who suggest ways to overcome the obstacles) to use in developing messages.

CHECKLIST 4:

FORMATIVE RESEARCH

- ◆ Do your budget and timeframe allow for both qualitative and quantitative studies?
- ◆ Do you have a shortlist of research companies that have conducted similar studies for your or other organizations?
- ◆ Do you have clear and detailed terms of reference for the research company?
- ◆ Have you given the company a briefing on road safety in general and risk factors, complemented by some background material?
- ◆ Are the terms of reference clear about the research needs, and how you intend to use the findings in the production phase?
- ◆ Have you asked the researcher for alternative research methodologies and budget ?
- ◆ Have you allowed enough time to review and analyse the results and recommendations of the researchers?
- ◆ Have you organized a presentation of the findings for the project's partners and stakeholders?
- ◆ Have you included research on "doers" so you can learn from their experience?

5

PHASE 2.
PRODUCTION

STEP FIVE



DEFINE MESSAGES AND PRODUCE CAMPAIGN MATERIALS

◆ **WHO:** Creative agency/producer ◆ **PRODUCT:** At least two creative concepts with different approaches for testing; three to five key messages; campaign resources (radio and TV ads, billboard ads, leaflets, websites, social media campaigns etc.) ◆ **WHEN:** Following formative research ◆ **DURATION:** 2 weeks to 2 months (depending on the type of products – for example, producing television adverts takes longer than radio adverts)

The research phase will produce new knowledge and insight, and reveal why some groups resist certain behaviours. It will also reveal what makes groups change their attitudes and beliefs, and clarify what types of “story” make messages credible. This knowledge provides the basis for the second phase of the project – the production phase.

1.

DEFINE CAMPAIGN MESSAGES

Targeted campaign messages make people reflect on what they think, feel and do. Step 5 refers to these messages as the “concept” – a combination of message, visual elements (images, graphics), and the campaign’s overall style and tone (not just the text used in a poster or a television advert script or strapline, for example).¹⁴

Messages should be defined by the core team based on the findings of the secondary and primary research, and should be discussed with all stakeholders. Once agreement is reached on the campaign objectives and messages, the team coordinating the campaign should translate them into a creative brief for the advertising agency.¹⁵ Using this creative brief, the advertising or creative agency can develop the content (text) for print materials and/or scripts for television and radio advertising.

Message development should answer the following questions, among others:

- What do you want your target audience to **know**?
- What do you want your target audience to **think**?
- What do you want your target audience to **feel**?
- What do you want your target audience to **do**?



«If you drink, don't drive». Cambodia, 2013

2.

DEVELOP CREATIVE CONTENT

PRACTICAL STEPS FOR WORKING WITH CREATIVE AGENCIES TO DEFINE CREATIVE CONTENT

◆ Define the campaign concept or desired content for resources, based on your desk and formative research.¹⁶

◆ Define clear terms of reference for the different companies who will be hired for the various resources to be produced (television, radio or print media). These can be used to define the services needed and get costings, and should include as many details as possible on the characteristics of the final product (e.g. the length of the advert, if a road traffic crash scene will be necessary, whether the campaign will have to be shot entirely outdoors or in different languages).

◆ When selecting companies, remember that sophisticated equipment and highly technical skills are needed to produce good quality campaign materials, particularly for television. Make sure that you carefully select the supplier you will work with based on concrete examples of previous campaigns developed for other clients.

◆ Summarize research findings and translate them into key messages to share with the creative company or agency through a creative brief – a succinct document setting out the essence of the strategy for creative interpretation (see Box 2)¹⁷. Although the core team decides what the message should be, it should be the creative agency or consultants that produce the campaign text (or actual messages).

◆ Teams experienced in producing mass media campaigns could consider hiring a production house or producer as opposed to a creative or advertising agency. However, this approach means the core team is responsible for developing creative concepts, and that it will need to dedicate a substantial amount of time to the execution of campaigns materials. Only extremely experienced teams should consider this option.

BOX 2: PRACTICAL TIPS FOR WRITING A CREATIVE BRIEF

In producing creative briefs for the BP-GRSP across the programme's nine countries, giving very clear details on what project teams wanted to show and say in the campaign reduced the time spent on material revisions, resources, or even re-shooting. The creative brief included:

- a project overview;
- information on the target audience;
- campaign SMART objectives;
- main research findings such as perceived barriers and benefits of the proposed change in behaviour; support statements; tone; and creative considerations mentioned by the target audience in the formative research phase;
- information on the risk factor to be addressed;
- the type of road and vehicles that need to be shown for the messages to be relevant to the target audience;
- relevant traffic dynamics;
- driving style and characteristics of the main road users targeted;
- type of crash to be shown;
- type of injuries to be shown;
- attitude and language of the police officer;
- explicit images referring to legal consequences such as a fine or vehicle impoundment, for example.

3.

LEARN FROM OTHER CAMPAIGNS

The research carried out in developing the BP-GRSP campaigns allowed some general conclusions that could be helpful for the implementation of future campaigns.

Target audiences generally preferred campaigns focusing mainly on consequences of the problem behaviour. At least two types of consequences tested well with target audiences:

- Health consequences for road users, their families, friends and bystanders – in particular children.
- Legal consequences for drivers – fines, vehicle impoundment, detention and the related cost of opportunities, such as losing a job or a driver's licence.

Studies show that the perception of enhanced enforcement is a powerful deterrent for dangerous behaviour on the road.¹⁸

CASE STUDY

ENFORCEMENT MESSAGING HITS THE MARK, CAMBODIA

In Cambodia, road users in FDGs were strongly against messages that showed police officers enforcing road safety laws, as the common belief was that police officers were generally corrupt and treated road users unfairly. In response, the enforcement message developed showed a very professional and respectful police officer explaining the consequences of not wearing a helmet to a young man on a motorcycle, and eventually fining him for the infringement. This allowed the “consequence” message to be maintained by making it more acceptable to the target audience. When the effectiveness of the campaign was evaluated, the message on enforcement had a slightly higher recall rate than those focusing on consequences¹⁹ revealing that the right strategy had been adopted.

Campaigns, especially those accompanied by television adverts, benefited from simple plots and situations. Stories centred on everyday people living their daily lives – but adopting problem behaviour and suffering the consequences – were much preferred by target audiences compared to more elaborate plots. This was confirmed across countries, languages and cultures. Effective television campaigns with simple plots from the BP-GRSP include:

- Think about the consequences – reduce your speed, Turkey 2013
- Slow down, speed kills (radio), Kenya 2013
- Wear a helmet. Always, India 2014
- Fasten-up or lose your child, Russian Federation 2014

Messages should always address a specific behaviour, reasoning or belief, (identified by the pre-campaign evaluation) and include a call to action. Consider the following messages from BP-GRSP campaigns:

- If you ride a motorbike without wearing a helmet, even for short rides, you risk serious injury or even death. Wear a helmet. Anytime. Anywhere. (Cambodia 2012)
- It is better to arrive late than never. Slow down, speed kills. (Kenya 2013)
- “Dear, you are going fast.” “The game has started already, do not worry. I have it under control.” Speed: a little more and you can lose a lot. (Brazil 2014)

“Realistic” campaigns showing consequences such as injuries or death were generally preferred by target audiences. Campaigns with different tones and approaches were tested, including a factual explanation of the consequences of the problem behaviour; a humorous approach; a hard-hitting approach; and a positive approach showing the benefits of the right behaviour. Across the range of risk factors and countries, road users consistently chose hard-hitting or at least realistic approaches over others. Also, through testing, we learned that it was better to avoid showing extreme behaviours such as reckless or irresponsible driving, road rage, or excessively drunk-driving as people tended not to relate to those behaviours.



A slide from the storyboard sketched by the creative agency for the **Wear a helmet. Always** 2014 motorcycle helmet campaign. India, 2014

គិតថា អ្នកដឹងពីចំណុចត្រួតពិនិត្យរបស់នគរបាលចរាចរស្រាប់ទីតាំងឬ?

គិតឲ្យបានច្បាស់៖ នគរបាលចរាចរដាក់ពន្យារយចំណុចត្រួតពិនិត្យកាន់តែញឹកញាប់ និង កាន់តែច្រើន
ការពន្ធនាគារពីការដាក់ពិន័យ និង ស្មុគស្មាញធ្ងន់ធ្ងរ

ពាក់មួកសុវត្ថិភាព



“Think you know where all the checkpoints are?
Think better: We are setting more and more frequent checkpoints.
Avoid getting caught and fined, avoid serious head injuries: Wear a helmet”
Enforcement message developed for outdoor advertising on billboards
and tuk-tuks for the **Wear a helmet. Anytime. Anywhere** campaign,
Cambodia 2012

CHECKLIST 5:

DEFINE YOUR MESSAGES

- ◆ Is there a direct link between the campaign messages and the findings of the pre-campaign baseline evidence?
- ◆ Is the message relevant to the audience?
Can they identify with what is said/
described in the campaign material?
- ◆ Have you described the desired behaviour explicitly enough?
- ◆ Is the message clear, direct and action-oriented?
- ◆ What exactly do you expect someone to think, feel and do after listening to your message?
- ◆ Have you tested the validity of the creative concepts (storyboards, messages) before going into production (see following section)?

6

**PHASE 2.
PRODUCTION**

STEP SIX



CONCEPT AND PRE-TESTING

◆ **WHO:** Market research company ◆ **PRODUCT:** At least 2–3 focus groups per target audience; report with findings and recommended story or narrative to produce and adapt to various media ◆ **WHEN:** At concept stage and before production ◆ **DURATION:** 2 weeks at least (depending on the number of focus group discussions conducted)

Testing messages and concepts is a key element of campaign design. Your concepts may be logical, creative and realistic, but your audience may not like or understand them – or may even be offended by them. Campaigns that have been successful in one country may fail in another because of different social values or cultural norms.

1.

ORGANIZE TESTING

The objective of testing the campaign concept (note that at this stage we are testing the main concept behind the campaign, not the actual text or script of the materials) is to anticipate what feelings, thoughts and reactions your campaign could provoke in the target audience. Concept testing can also indicate what elements might be more likely to be remembered by those exposed to the campaign.

Concept testing should not be confused with testing of materials or pre-testing. These two activities share objectives and techniques, but the former is used to test the concept, approach and tone of a campaign before any material – even in draft form – is developed. In contrast, pre-testing is used to ensure that the main messages have effectively been incorporated into the draft text and visual elements of the campaign's various materials (billboards, leaflets, videos, images etc.).

Testing is usually done through FGDs where members of a particular target audience are presented with several different concepts and story ideas for a potential campaign in the format of storyboards or mock artwork. Alternatively, existing and fully executed road safety campaigns dubbed in the local language can also be tested provided it is possible to adapt the campaign to the new context. Focus groups are particularly helpful for this type of research as they allow participants to talk openly and react spontaneously to the messages tested.

It is better if the creative or advertising company that developed the campaign concepts does not conduct the testing as it may not be in their interest to objectively evaluate the concepts. While concept testing requires extra time and resources to be allocated in the production phase of the campaign, investing in testing can ensure the best use of resources and the desired impact.

2.

INVOLVE STAKEHOLDERS

FGDs with the target audience can also be helpful to ensure that stakeholders not directly involved with the daily implementation of the campaign better understand target audiences and their motivations, and support the most appropriate campaign strategies. The BP-GRSP often invited stakeholders, particularly when they were hesitant on some aspects of a campaign, to attend these sessions as observers to directly learn about road users' perceived barriers and motivations.

CASE STUDY

USING FGDs TO FINE-TUNE THE CONCEPT, KENYA

In Kenya, four different creative concepts were tested in the preparation phase of a speed campaign. After a lively FGD most participants chose one particular concept, but detailed analysis revealed the selected campaign had triggered only a brief and disengaged discussion, while another concept – one not favoured by participants – had created a much more lively debate. The team resolved this by combining the visual style of the campaign selected by the target audience with the messages that had sparked more lively reactions. This showed the importance of understanding and interpreting the results of concept testing – not just accepting the preference of the groups interviewed.



The Slow down, speed kills campaign disseminated on billboards along busy highways in Kenya, 2014



“Drink-driving kills. Not only you.”
Fliers distributed to drivers as part of the
Drink-driving kills campaign. Brazil, 2013

CHECKLIST 6: CONCEPT AND PRE-TESTING

- ◆ Is the consultant/company responsible for testing independent of the creative company?
- ◆ Has the company responsible for the testing specified how participants will be selected and shared the discussion guideline that will be adopted?
- ◆ Are selected participants representative of your target audience?
- ◆ Are different styles, tones and approaches being tested?
- ◆ Have you considered testing existing campaigns?
- ◆ Do you have a budget for dubbing existing campaigns so that they can be used for testing?
- ◆ Have you invited stakeholders or opinion leaders to participate as observers?



PHASE 2.
PRODUCTION

STEP SEVEN



DEVELOP MATERIALS

- ◆ **WHO:** Advertising agency and/or producers, photographers and designers
 - ◆ **PRODUCT:** Campaign materials for television, radio and outdoor advertising, at broadcast quality (or high definition) and in several languages (if necessary)
 - ◆ **WHEN:** After the creative concepts and mock materials have been tested and improved using feedback from the target audience
 - ◆ **DURATION:** 1–3 months (depending on the type and number of products)
-

1.

CHOOSE THE RIGHT COMMUNICATIONS PRODUCTS

Materials include all products developed as part of a campaign to convey messages to your audience. To increase the likelihood that your message is heard, campaign materials should appear where your audience will see them – in newspapers, magazines, outdoor signs and displays, social media channels, websites, and popular and entertainment media.²⁰

This toolkit focuses exclusively on the production of materials for dissemination through mass media. Billboards, outdoor advertising, print media advertising, television adverts, public service announcements, television shows, radio spots and programmes all fit the category of mass media. Mass media is particularly effective and cost-effective in raising awareness, improving knowledge, and prompting audiences to seek health information and change attitudes. In addition, mass media has been used in road safety strategies in most countries that have managed to significantly reduce the number of injuries and fatalities, such as Australia and the United Kingdom.

CASE STUDY

BP-GRSP'S EFFICIENT APPROACH TO DEVELOPING MATERIALS

In several countries, the BP-GRSP adopted a strategy that allowed the production of attractive, high-impact and very visible campaign materials with limited budgets by using the same concept (campaign message, visual approach and language) for all three media formats (television, radio and print). To reduce the cost of photo-shoots for print advertisements, a professional photographer was hired to take photographs on the production set of the television adverts while the radio advert script was adapted from the television advert script. This strategy not only reduced costs, it also strengthened campaign identity.

Where possible, 15- and 30-second versions of the television advert were produced (the shorter one to be aired more frequently in the second half of the media plan). In countries with a particularly low production budget, two different endings for a particular television advert were developed – one with a message on health consequences, the other with a message on legal consequences – to save production costs. Several examples of this production strategy can be viewed via the [WHO YouTube Road Safety playlist](#).

When reproducing road traffic crashes, in some countries costs were reduced by filming up to the moment of the crash and then using audio effects or a black screen to fade from one scene to another in a way that did not compromise the realism and strength of the message. One example can be seen at [Bebida no transito mata e nem sempre so voce](#)– (Drink-driving kills. Not only you).

2.

CHOOSE THE RIGHT MASS MEDIA CHANNELS

When selecting media channels for campaigns, core teams should be aware of the fact that not all media function the same way in a campaign. Complex messages might require media that are more versatile than others – for example, if showing the causes and consequences of unsafe behaviour, channels that combine verbal and visual messages (e.g. television) where the dramatic consequences of road traffic crashes can be seen and heard can potentially work better.²¹

So when selecting media channels it is important to consider why and how the target audience uses them, and how your campaign can capitalize on this.

Media channel choice should be based on the formative research with the target audience which ideally will have included, among others, a section on media preference and use. Selecting the right media for a campaign means selecting media preferred by – or more relevant to – your target audience. Table 1 presents some of the strengths and weaknesses for each type of media as identified in the BP-GRSP.

Make sure the production contracts you sign indicate that your organization or any relevant partner holds the copyright of the road safety campaign. Not-for-profit campaigns should not be submitted to the same market rules as commercial and for-profit campaigns.

If your budget is limited you can explore the possibility of working with advertising and media companies that undertake pro bono work to create campaigns on social issues. Ad Council (www.adcouncil.org), for example, is a not-for profit organization in the United States that has been working with this model since 1942, producing campaigns on a variety of social issues.



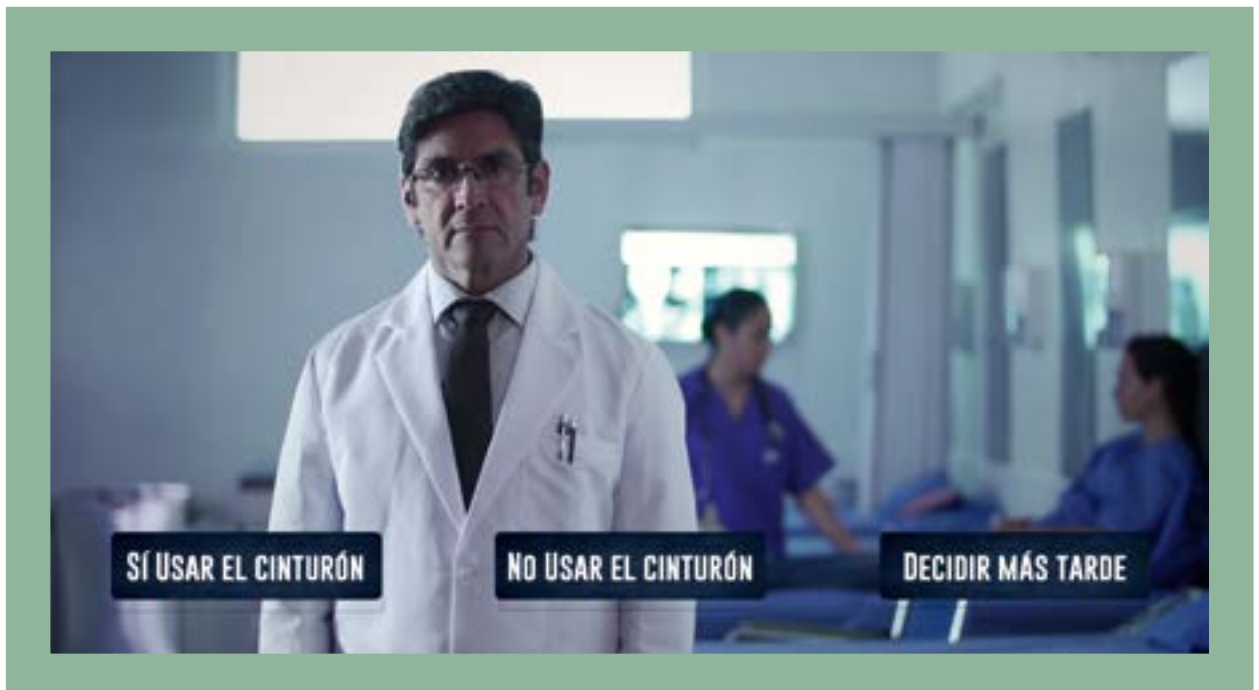
Drink-driving campaign **Bebída no trânsito mata** (Drink-driving kills.), disseminated on buses in Palmas with the support of local stakeholders. Brazil, 2013

TABLE 1: Strengths and weaknesses of different media

	STRENGTHS	WEAKNESSES
RADIO	<ul style="list-style-type: none"> • Cost-effective to produce and to air • Allows for many messages in different languages/dialects at low cost • Drivers can be exposed to the message while driving, offering an immediate opportunity for behaviour change • Reaches literate and illiterate audiences and is among the most popular media in rural communities in most regions of the world • Reaches specific segments of the target audience • Reaches thousands of people at once • People can participate by calling into radio shows and sharing experiences, asking questions, etc. 	<ul style="list-style-type: none"> • Less persuasive than television, for example, because it cannot show actions, such as buckling-up a seat-belt • Less powerful than television or print adverts in showing consequences such as physical damage, pain, sadness, desperation • Messages need to be extremely simple and direct because there is no visual aid
TELEVISION	<ul style="list-style-type: none"> • Can combine strong messages with powerful images (especially to explain health consequences of unsafe behaviours) and sound • With the help of imagery, messages can be better understood and more easily remembered (for example, buckling-up when entering the vehicle) • Reaches tens of thousands people at once • Supports audience and behaviour segmentation, for example airing a television advert at a particular time on a specific channel because you know that that programme is popular with the target audience • Can reach decision-makers, for example by focusing a talk show or a television debate on road safety with local leaders, experts and community members 	<ul style="list-style-type: none"> • Expensive to produce and to air, and rarely will the budget allow for targeted and strategic dissemination • Drivers watch television when they are not driving, and many hours can pass between the moment they see the advert and when they decide to adopt certain behaviour • Very effective when adverts are well produced but not so effective when poorly produced
PRINT	<ul style="list-style-type: none"> • Message or story can be read or seen many times and therefore better understood and remembered • Message can be made very clear by accompanying text with images and a clear action line; in addition the audience can look at the advert for as long as necessary • On billboards, drivers can be exposed to the message while driving, prompting behaviour change • Can reach decision-makers (by placing adverts in targeted newspapers and magazines) • The lifespan of adverts in newspapers and magazines is long; for example weekly and monthly magazines can be passed on to several people 	<ul style="list-style-type: none"> • Can be understood only by a literate audience • Outdoor advertising may not give drivers enough time to fully grasp the message (images and words) of a billboard or bus advert • Some argue that billboards can be distracting for drivers • Newspapers and magazines reach only specific segments of the population • Disseminating print campaigns through billboards, newspapers and magazines is expensive in relation to the number of people reached

INTERACTIVE ONLINE CAMPAIGN ADVERT “YOU DECIDE”, MEXICO

An example where the channel and message were led by the habits and needs of the target audience was BP-GRSP’s 2014 seat-belt wearing campaign in Mexico. The campaign targeted young drivers and passengers not using seat-belts, particularly in rear seats. Following research with the target audience the team produced “**You decide : buckle-up or suffer**”, a television campaign with three different endings and messages on health and legal consequences. In order to connect with a young audience, an interactive online advert was developed in which the narrator – a doctor in a rehabilitation centre – describes a scenario where a seat-belt should be worn but gives the audience the opportunity to decide what to do. Three active buttons appear on screen and the doctor waits for the audience to decide which behaviour to adopt: wear the seat-belt, not wear the seat-belt, or decide later. Each option corresponds to a different consequence and take-away message.



Online version of the television advert with multiple endings for selection by viewers as part of the seat-belt wearing campaign **You decide: buckle-up or suffer**. Mexico, 2014

CHECKLIST 7:

MATERIAL DEVELOPMENT

- ◆ Have you chosen channels based on the results of the pre-campaign research?
- ◆ Is your content appropriate to those channels?
- ◆ Are you using the media channels your audience uses the most?
- ◆ If you decide to produce a television advert, will you have the funds to broadcast it?
- ◆ Have you planned for the production materials in different formats (lengths, size, duration) to maximize your distribution budget?
- ◆ If your television adverts or radio spots are longer than the usual 30 seconds, are you sure you will be able to negotiate their dissemination on television and radio channels? If not, what media channels do you plan to use?
- ◆ Can you clearly say how and why the products you have chosen allow you to reach your target audience in particular?
- ◆ Have you discussed the limits to your budget openly with the creative agency and together looked for creative solutions to overcome these constraints?

Q & A



A SHORT INTERVIEW WITH
DR DEBORAH CARVALHO, WHO
DURING THE BP-GRSP 2010-2014 WAS
DIRECTOR OF THE DEPARTMENT
OF NON-COMMUNICABLE DISEASES,
INJURIES SURVEILLANCE AND
HEALTH PROMOTION, MINISTRY
OF HEALTH, BRAZIL

Listening to the target audience to tailor messages, Brazil

ARE MASS MEDIA CAMPAIGNS IMPORTANT FOR ROAD SAFETY?

Evidence indicates that the best road safety strategies include communications campaigns, but efforts to improve road user behaviour also require changes to laws and policies, as well as strong enforcement and road safety education.

While the role of government is key, civil society support is also needed. Campaigns were crucial for us in Brazil, where we sensitized and trained journalists and media professionals to the issue of road safety so that the media could promote better understanding of traffic safety in general among the population; the importance of legislation; or the complexity of speed management. However if they are produced in isolation or disseminated in a discontinuous way, campaigns alone cannot change behaviours. Therefore it is important to develop them in association with other prevention measures and close monitoring.

OVER THE COURSE OF THE PROJECT THE TONE OF THE CAMPAIGNS CHANGED FROM PROMOTING THE BENEFITS OF THE CORRECT BEHAVIOUR TO WARNING AUDIENCES ON THE NEGATIVE CONSEQUENCES OF THE WRONG BEHAVIOUR. WHY?

We conducted pre-campaign research with target audiences with the support of Vital Strategies (formerly World Lung Foundation) in two Brazilian cities, including qualitative research based on existing television commercials for drink-driving and speeding. Interestingly these studies showed that Brazilian road users - particularly among young adult males and drivers of vehicles

(motorcycles and others)- preferred commercials that generated a strong emotional response and that showed the serious negative consequences of the wrong behaviour.

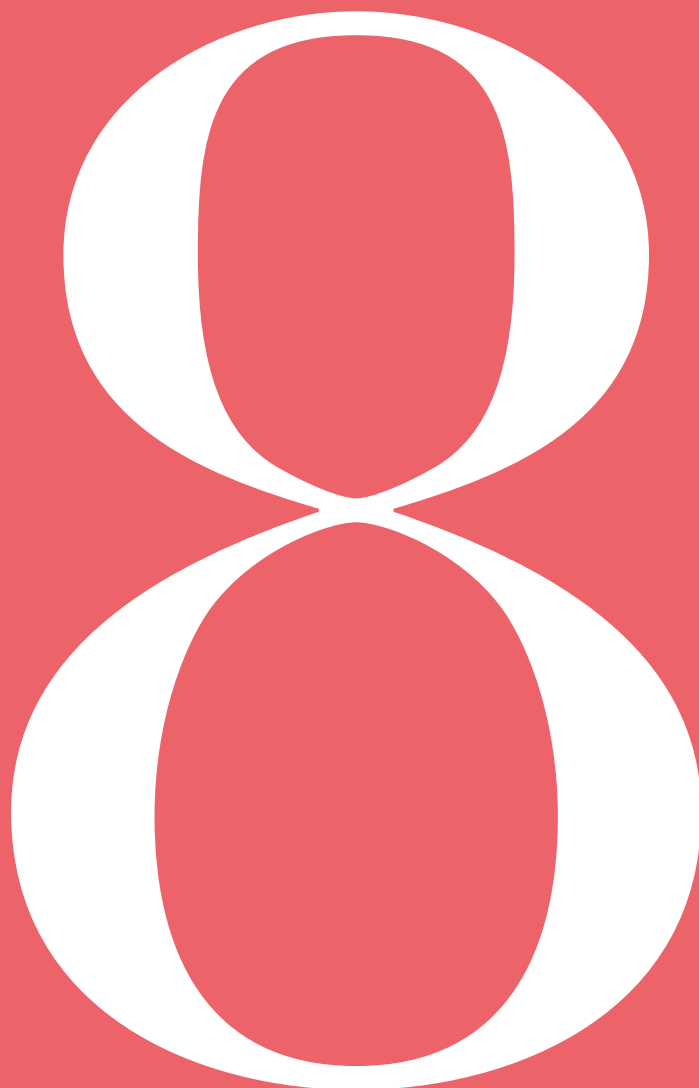
Before conducting this research, the tone, focus and language of the proposed campaigns were defined by those managing the project who were cautious about the use of a very graphic or a negative approach in campaigns. However, following the participation of several ministries in focus groups, the tone of the campaigns was aligned with the target audience's preferences.

WHAT TYPE OF DISSEMINATION STRATEGY WAS CHOSEN IN BRAZIL?

The campaigns were disseminated exclusively at city level in Teresina, Palmas and Campo Grande, and were not disseminated nationally. This was mainly because of financial constraints but also because the whole strategy had been planned at city level, starting from the research with city road users. Keeping a city-level focus also helped ensure local ownership of efforts – for decision-makers in these cities the campaigns became a priority and local resources were allocated.

IF YOU COULD GIVE ANY SOCIAL MARKETING ADVICE WHAT WOULD IT BE?

Every action of social communication should be rooted in scientific and epidemiological evidence that is reliable and contextualized. Consultation with focus groups is of great importance in understanding the perceptions of the target audience and informing all elements of the campaign.



PHASE 3.
DISSEMINATION

STEP EIGHT



DISTRIBUTION STRATEGY AND MEDIA PLAN

♦ **WHO:** Public relations, advertising/creative agency, independent media plan consultant, ministries of communications and broadcasting ♦ **PRODUCT:** Detailed media plans with gross rating points for the programmes suggested. The media plans should be supported by recent data on the media market, and a narrative justification of the plan ♦ **WHEN:** Start negotiation of the media plan as soon as you have defined your campaign materials ♦ **DURATION:** Negotiation of the media plan can take a few weeks or a month, depending on the complexities of the market and familiarity of the team with the activity. Duration of the media plan depends on the budget available

Your distribution, promotion or dissemination strategy (all synonyms) is the means by which your message reaches your target audience. The main product of the strategy is a media plan.

Advertising media are dynamic and ever changing and the cost of radio and television advertising airtime, for example, fluctuates with supply and demand.²² Negotiating media requires specific skills and an in-depth knowledge of local media dynamics, which is why suppliers with specific skills should be commissioned for this stage of the campaign. These services can be provided by media departments in advertising agencies or by freelance consultants. Media plans should be negotiated with media outlets (television channels, radio stations, newspapers, etc.) as soon as the campaign materials are ready.

1.

DEFINE A DISTRIBUTION STRATEGY

Campaign coordinators often underestimate the importance of dissemination and concentrate their efforts on the design and production phases. However, distribution should be planned in detail, as a very good campaign may have no impact if road users do not see it enough or at all.

A distribution strategy should take into account the time of year and the way in which exposures are paced over time. For example, a seasonal campaign targeting a behaviour typical of a specific time of year (such as drink-driving during holidays) might be repeated at the same time over several years. As little scientific evidence exists on which levels of exposure lead to what impact, the choice of dissemination tactic should depend on the campaign topic, objective and funds.²³

A distribution strategy should answer at least the following questions:

- When will the material be distributed?
- Where? And why these locations?
- For how long?
- How often?

Your campaign research phase should have given insight on what media your target audience uses most, and provided details about their media habits, such as what time of day they watch a given television channel or listen to radio news. This information should be shared with the media-buying supplier so that he can propose a detailed media plan.

Research shows that unless at least 50% of the target audience is made aware of a message, it is unlikely many people will start questioning their current behaviour and consider adopting the new one proposed.²⁴

2.

DEFINE A MEDIA PLAN

A media plan operationalizes the dissemination strategy. It is often presented as a table with details on where each television advert, for example, will be shown, and in particular:

- start and end date of the plan;
- television channel;
- programme name;
- day of the week and time;
- name and duration of the advert that will be shown;
- number of times the advert will be shown;
- gross rating points (GRP) (with indication of frequency and reach for each specific programme);
- standard rate (usually the unit used to calculate the rate is per 30-second advert or per package of five or 10 adverts);
- negotiated rate (most agencies can negotiate rates);
- total number of adverts shown by week, month, by channel, by programme, among others;
- a narrative justification of the advantages and disadvantages of the strategy proposed.

Media plans should also be developed for radio and print materials, including posters, stickers, leaflets, pins and other promotional materials. You should avoid producing materials if you do not have a clear dissemination and evaluation plan for each of them. When campaign resources are limited, NGOs, groups of volunteers, students, faith-based groups and other civil society groups might support the distribution of materials such as these, at a very low (or no) cost. Alternatively, if the campaign budget allows, public relations companies can be hired for a professional distribution of these materials.

BOX 3. NATIONAL OR LOCAL MEDIA?

When planning campaign dissemination, consider all media equally as long as they allow your campaign's messages to be heard by your target audience within your budget limits. The best way to ensure this is by defining a media plan based on the most recent data on media consumption in the target area, combined with specific information gathered on the media habits of your target in the baseline evaluation.

Nevertheless, if you are disseminating your message through television or radio, channels with local reach (at city, state or regional levels) are generally cheaper than national channels. For some areas, consider satellite and cable television as they can have a higher penetration.

A media plan can also include negotiated mentions of the campaign during key television and radio programmes such as talk shows. Mentions in these shows help disseminate road safety messages and raise awareness, and on some occasions give the audience the opportunity to call in and ask questions or make comments. In the process of drafting media plans, these elements can be negotiated with channels as part of a package. In the BP-GRSP in Kenya, for example, a special airtime format called an “activation package” was negotiated throughout the media plan to give audiences the opportunity to call radio shows, ask questions and make comments on road safety in general, and campaigns in particular.

Some television channels may offer free airtime as part of their legal obligations, or as in-kind support to the campaign. Sometimes these opportunities can be extremely valuable, but often donated airtime means that messages are distributed when and where the donated time is available and not when and where the target audience can be reached effectively.²⁵ For this reason, donated airtime should be always complemented with paid advertising.

Outdoor advertising

Billboards and other forms of outdoor advertising such as adverts on public transport (buses, tuk-tuks, rickshaws, taxis etc.) or in public spaces (bus stops, parking lots, gas stations, wall branding, etc.) can be very effective at conveying road safety messages. They reach audiences when they are in situations and locations relevant to the problem behaviour.

In the BP-GRSP, billboards and outdoor messages played a key role in most countries, reaching thousands of people in a cost-effective way. In India, for example, recall of the drink-driving “Car o’bar” billboards was better than that of television adverts (80% against 60% respectively)²⁶, despite identical spending on each method.

When preparing and testing adverts for outdoor campaigns, remember that while very effective, these materials can be controversial.²⁷ While developing outdoor messages for the BP-GRSP, simple mes-

sages were used that required very little reading and interpretation. In addition, during testing the target audience was exposed to the material for only a few seconds, simulating the level of message exposure that would happen on the road.



Life is precious – Wear a seat-belt
Turkey, 2012

CASE STUDY**AIRTIME COSTS DICTATE THE REACH OF A CAMPAIGN MESSAGE, VIET NAM AND RUSSIAN FEDERATION**

The media plans used in the BP-GRSP varied considerably from country to country. For example, in Viet Nam, where the government owns the public broadcast system, the WHO Country Office was able to negotiate more than a 90% discount on market rates for airtime for the campaign. In addition, the government donated additional free airtime as an in-kind contribution. By contrast, in the Russian Federation, airtime had to be paid in full, meaning about 50% of the entire campaign budget was spent on dissemination.

3.

ORGANIZE DISSEMINATION

PRACTICAL STEPS FOR HIRING SPECIALIZED SERVICES FOR MEDIA PLANNING

◆ The core team should define the dissemination strategy and objectives based on overall campaign objectives. The dissemination strategy will guide the development of media plans.

◆ Most advertising agencies have a media planning or buying department. Clear terms of reference for the agency or consultants responsible for managing the dissemination

of the campaign should be developed. The terms of reference should specify your dissemination strategy and reach objectives.

◆ It is advisable to invite more than one agency (or consultant) to make proposals of plans and to compare these offers. In an open market, different companies should be able to offer different packages, negotiated fees and promotions.

◆ When you receive proposals for the media plan, make sure all information is justified and clearly explained. If you are new to media planning, make sure you ask the agency or the consultant to explain and justify each part of the proposal presented, as well as each option's implications. For example, if you do not know what gross rating points (GRP) are and how to interpret them, we suggest that you ask the media planner to guide you in the interpretation of this important element of a media plan.

CASE STUDY**SEPARATE BILLBOARDS CONSTRUCTED AS PART OF THE BP-GRSP COLLABORATION, VIET NAM**

In Viet Nam, thanks to good relationships with local counterparts, WHO reached an agreement with the government for promotion of road safety messages through billboards. The BP-GRSP produced the campaign but rather than mounting it on existing billboards owned by an advertising company, new boards were built for the BP-GRSP campaign by the government. These will be used exclusively for road safety messages for several years to come.



Speed a little, lose a lot.
Brazil, 2014

CHECKLIST 8:

DISTRIBUTION STRATEGY AND MEDIA PLAN

- ◆ Do you have a dissemination plan for each material you intend to produce, including posters, leaflets, stickers and other products?
- ◆ Is there a direct and clear dovetailing of the information gathered on media habits and the media plan?
- ◆ Can you justify the production of the materials based on the findings of the formative research with the target audience?
- ◆ Does your media plan have a defined budget and timeframe?
- ◆ Is the dissemination supported by enhanced enforcement efforts?
- ◆ Have you tried to establish partnerships with television channels or other local partners for free airtime or in-kind contributions to the media plan?
- ◆ Have you tried to engage local stakeholders in the campaign dissemination, such as civil society organizations that either work on road safety or with the target audience (for example, with youth groups)?



PHASE 3.
DISSEMINATION

STEP NINE



CAMPAIGN LAUNCH, IMPLEMENTATION AND MONITORING

♦ **WHO:** Core campaign team ♦ **PRODUCT (VARIABLE):** Launch events, campaign materials on mass media, reports, pictures from campaign activities, videos, websites, etc. ♦ **WHEN:** When the campaign is ready ♦ **DURATION:** Variable – but a minimum of 4 weeks

1.

PLAN A CAMPAIGN LAUNCH

A campaign launch event aims to get the attention of the media and your target audience. This public relations activity can take different forms, such as a press conference; a community mobilization for road safety with road users organizing activities in the streets; or a public event marking the handover of equipment by an organization to police – such as speed cameras or breathalysers – or the donation of protective gear such as free helmets or reflective jackets to schoolchildren.

A launch event should immediately precede the dissemination of the campaign via mass media. Therefore, the campaign should have an official start and end date, respectively defined by the launch event of the campaign and the end of the dissemination plan.

2.

COORDINATE POST-LAUNCH ACTIVITIES

All of the campaign's public relations, promotional and educational activities should be concentrated over the span of the dissemination plan as this will enable target audiences to be reached simultaneously, in a variety of ways, thereby raising awareness on the topic. Other activities and special events that do not fall under mass media campaigns, such as enforcement, advocacy, community mobilization, workshops and awareness raising efforts, should run at the same time.

3.

MONITOR

Monitoring refers to measurements conducted at various points after the campaign launch, and before its completion. It should not be confused with evaluation, which involves measuring the impact of the campaign when it is finished. It may also include, among others:

- monitoring media coverage of the campaign launch event and of the campaign itself;
- recording data about events through pictures, videos, number of participants;
- conducting exit surveys at events;
- establishing mechanisms to monitor the distribution of leaflets, stickers and other promotional material;
- conducting tracking and monitoring surveys by phone, for example, with a small sample to verify if people have seen the campaign and if they find it relevant.

For dissemination plans spanning several weeks, a quick survey could be conducted halfway through to monitor the reach and recall of the campaign. These surveys should be very concise and give campaign coordinators the opportunity to make corrections to the campaign – when possible – and to the dissemination strategy.²⁸ For example, the survey might reveal that the audience dislikes a campaign advert, which could be removed in response, or that the campaign is not reaching the target audience frequently enough.

Even if monitoring surveys cannot be conducted because of limited time and resources, the core campaign team should still conduct a mid-term self-evaluation to have the opportunity to refine the strategy before it ends.

CHECKLIST 9:

CAMPAIGN LAUNCH, IMPLEMENTATION AND MONITORING

- ◆ Have you included financial resources and time in your plan to organize a campaign launch event?
- ◆ What will the event consist of, and why?
- ◆ Will there be a media strategy for the launch event? Who will lead it? What will make the launch event newsworthy?
- ◆ Will there be media-targeted activities such as a press conference, experts to interview, a photo opportunity?
- ◆ Who will monitor media to compile a press review?
- ◆ Have key stakeholders been invited to the campaign launch?
- ◆ Have you considered this as a showcase opportunity for your organization and the topic, and to engage new players, supporters or donors?
- ◆ Will the campaign launch mark the beginning of all media plans and other campaign-related activities, such as enforcement campaigns or community mobilization, for example?
- ◆ Have you included financial resources and time in your plan for monitoring during the campaign?

10

**PHASE 4.
EVALUATION**

STEP TEN



EVALUATION

- ◆ **WHO:** Market research agency
 - ◆ **PRODUCT:** Report with findings and conclusions
 - ◆ **WHEN:** At the end of the campaign (within 2 weeks of completion)
 - ◆ **DURATION:** 4–8 weeks
-

1.

DEFINE THE OBJECTIVES

Communications campaigns should always be evaluated. Evaluation should be included from the beginning of the project by assigning it a budget line and timeframe. Evaluation involves measuring what happened as result of the campaign and should answer the question: did the campaign achieve the expected change in knowledge, attitude or behaviour?²⁹

Campaigns can be evaluated at different levels and different evaluations involve different methodologies, cost, duration and information gathered during the process. To plan the post-campaign evaluation of your campaign you should answer the following questions:³⁰

- What are the objectives of the evaluation proposed and who will use the information gathered and how? For example, you might have to do an evaluation to fulfil a grant requirement; to improve upon the next campaign; to obtain continued or increased funding; or to help decide how to prioritize and allocate resources in future.
- What do you want to measure – for example, inputs, outputs, outcomes or return on investment?
- How will you conduct the evaluation?

TABLE 2: Examples of indicators to include in different types of evaluations³¹

INPUTS	OUTPUTS	OUTCOMES	IMPACT	RETURN ON INVESTMENT
Resources allocated to the campaign or programme	Programme activities conducted to influence audiences to perform a desired behaviour	Audience response to outputs	Indicators that show levels of impact on the issue focused on in the campaign	Value of changes in behaviour and the calculated rate of return on the spending associated with the effort
<ul style="list-style-type: none"> • Money • Staff time • Volunteer hours • Existing materials used • Distribution channels utilized • Existing partner contributions 	<ul style="list-style-type: none"> • Number of materials disseminated, calls made, events held, websites created, social media tactics employed • Reach and frequency of communications • Free media coverage • Paid media impression and cost per impression • Implementation of programme elements (e.g. whether on time, on budget) 	<ul style="list-style-type: none"> • Changes in behaviour • Number of related products or services “sold” • Changes in behaviour intent • Changes in knowledge • Changes in beliefs • Responses to campaign elements (e.g. YouTube shares) • Campaign awareness • Customer satisfaction levels • New partnerships and contributions created • Policy changes 	<ul style="list-style-type: none"> • Cost to change one behaviour • For every US\$ 1 spent, number of dollars saved or generated • After subtracting expenses, what is the rate of return on investment? 	<ul style="list-style-type: none"> • Cost to change one behaviour • For every dollar spent, dollars saved or generated • After subtracting expenses, what is the rate of return on investment

Campaigns and interventions in the BP-GRSP were evaluated in the immediate- or short-term, and at two levels, as follows.

Evaluation of campaign exposure (outputs)

The first type of evaluation, also called reach and recall evaluation, was led by the core team and set out to:

- determine the reach and recall of the road safety campaign;
- evaluate the effectiveness of different media and channels;
- register any self-reported change in intentions to change behaviour;
- record any change of knowledge, attitudes, and self-reported behaviours (where a pre-campaign knowledge, attitudes and practices (KAP) survey was carried out).

Evaluation questionnaires were mostly split into two main sections. The first focused on prompted (also known as recognition) and unprompted recall of campaign materials, main messages and channels. The second focused on collecting information related to people's knowledge, attitudes and practices around the specific risk factor.

Surveys were conducted in places frequented by road users, such as parking lots and gas stations. Results of the KAP survey gathered pre-campaign were compared with those of the post-campaign KAP surveys to detect any change in knowledge, attitudes or behaviours that could have been triggered by the campaign.

These evaluations helped reveal if campaigns and media plans were effective; how strategies needed to change so messages could be better understood; and how available resources could more effectively be used. Most of the lessons learned were country or even city specific, though some general observations can be made:

- The prompted recall or recognition section of the questionnaire generally produced better results than unprompted recall. Generally, this is due to the fact that prompted recall or recognition is more subject to false-positives.³²
- Outdoor advertising is effective and cost effective in road safety campaigns.
- Despite scepticism from target audiences in the pre-campaign evaluation, law enforcement messages played a key role in increasing the perception of enforcement, which is key to changing behaviours.³³

Evaluation of audience response to outputs

The second type of evaluation of BP-GRSP campaigns observed impact on behaviour. These evaluations were conducted by the John Hopkins International Injury Research Unit, responsible for monitoring and evaluating all interventions implemented in each country as part of the Programme. As mentioned in the introduction, as well as campaigns, the interventions which formed part of the BP-GRSP included enhanced law enforcement; legislation changes; media advocacy, training and capacity building for road safety organizations and key players; institutional capacity; data collection; raising awareness through media; and distribution of new equipment, among others. The evaluations of the impact of all these interventions combined took the form of observational studies monitoring the number of people on the road wearing a helmet or a seat-belt, or going above the speed limit, for example.

In some countries the results of the observational studies validated the results of the reach and recall evaluations and observed the changes in behaviours that had been reported by respondents of the survey. For example, behaviour changes were documented in Lipetsk and Ivanovo, Russian Federation, on seat-belt use among all car occupants and child restraints respectively and in Afyonkarahisar, Turkey on seat-belt wearing rates among drivers and front-seat passengers.³⁴



“Just a short ride? Think better: It takes only one second to get seriously injured. Protect yourself from getting caught and fined. And from serious head injuries. Wear a helmet.”
Print campaign developed for the **Wear a helmet.**
Anytime. Anywhere campaign. Cambodia, 2012

CHECKLIST 10:

EVALUATION

- ◆ Do you have a clear objective for your evaluation?
- ◆ Do you have a clear justification for conducting your chosen type of evaluation as opposed to another?
- ◆ Have you planned for financial resources and time to be allocated to post-dissemination evaluation?
- ◆ Will the evaluation collect information comparable with information gathered for the baseline?
- ◆ Have you hired specialists to perform the evaluation of the campaign during the dissemination phase to allow interviews to happen immediately after dissemination – ideally not later than two weeks following the end of the campaign?
- ◆ Will the evaluation cover all activities undertaken as part of the campaign?
- ◆ Have you determined how you will use the findings of the evaluation and how you will disseminate them for the benefit of the community at large?

Q & A



A SHORT INTERVIEW WITH
DUNCAN KIBOGONG, DEPUTY
DIRECTOR, SAFETY STRATEGIES
AND COUNTY COMMITTEES,
NATIONAL TRANSPORT
AND SAFETY AUTHORITY
(NTSA), KENYA

When it comes to mass media campaigns, taking shortcuts doesn't pay

IN THE BP-GRSP, GREAT PRIORITY WAS GIVEN TO FORMATIVE RESEARCH. WHAT DID IT REVEAL?

It revealed that what you may think to be the best social marketing advert for a particular target audience may not be the best advert after all. We went to the focus groups with some concrete ideas and learned that they were not the right ones. It further revealed the importance of not sidestepping some of the critical steps in the development of social marketing methods. For me, research is a critical step that we can't afford to leave out.

WHAT HAS BEEN THE MOST CHALLENGING PHASE OF THE PROJECT? AND HOW DID YOU DEAL WITH IT?

I am quite sure it was the dissemination phase which includes the design of a media plan and the negotiation of airtime and the campaign launch. This is because of the extremely high cost of media dissemination in Kenya. I often had to discuss extensively with media houses how to cut down the costs of the media plan. This was compounded further by the fact that I am not a media expert and I had difficulty negotiating.

IN KENYA THE PROJECT WAS NOT ABLE TO PRODUCE A TELEVISION CAMPAIGN BECAUSE OF BUDGET CONSTRAINTS. HAS THIS AFFECTED THE OUTCOME OF THE CAMPAIGN?

It did not affect the campaign at all, especially the helmet campaign. Sometimes a smaller budget can help you make more strategic decisions. Our earlier insistence on disseminating the messages through television was not research-based, but anecdotally we believed that it would work for Kenya and the target audience. Indeed most of the riders and passengers reached by the helmet campaign do not own a television [but instead] listen to a small radio attached to their motorcycles as they wait to pick passengers. They have no significant access to television programmes. Research and budget constraints made us make the most strategic decision.

WHAT SOCIAL MARKETING ADVICE WOULD YOU GIVE TO A COLLEAGUE?

Successful social marketing involves following all phases of a campaign development cycle in the right order. In the long run it is cheaper to have a thoroughly worked out social marketing campaign with all the steps than sidestepping some of them and running a campaign with little or no effect – even if at the beginning it might look like a long journey.

CONCLUSION

Changing behaviour on the roads and creating a culture of road safety is a long-term objective that can be achieved only after sustained efforts in different domains. In this document we have stressed that campaigns alone cannot change people's behaviours in a sustained way. Better laws and enforcement are needed to persuade people to respect speed limits, wear a helmet or choose not to drive after consuming alcohol.

Road safety campaigns – whether aimed at raising awareness or changing behaviours – play a crucial role in the complex process whereby people shift from one behaviour to another as long as they are conducted according to best practices and in a rigorous yet realistic and cost-effective way.

The BP-GRSP has been an opportunity for WHO and its partners to integrate best practices from campaigns in high-income countries into campaigns in resource-limited settings. The lessons learned are valuable and we consider it important to share them with the road safety community at large and in particular those who may be considering developing campaigns of their own.

Too often road safety teams in international organizations, NGOs or government agencies are asked to develop campaigns without having the relevant tools to do so. Large amounts of funds and time are at risk of being poorly used in these processes. We therefore hope that this toolkit provides an accessible and useful synthesis of the key steps required for the execution of road safety campaigns in low- and middle-income countries, and that some of the lessons learned through the BP-GRSP will be helpful to teams when faced with similar challenges.

Although it cannot provide a magic formula for successful campaigns – quite likely because there is not one – this toolkit emphasizes some important points, in particular:

- road safety campaigns for behavioural change, like all communications efforts aimed at changing behaviours, are first of all a process rather than a product or a set of products;
- campaigns need to be based on research;
- campaigns need to be developed by specialized companies;
- campaigns need to be adapted to local situations and needs;
- campaigns need to be monitored and evaluated.

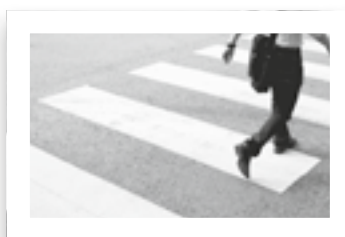
Reaching the ambitious target set by the Sustainable Development Goals of halving the number of road traffic fatalities by 2020 will be possible only through holistic, well-targeted and evidence-based strategies. Road safety campaigns should be part of these strategies. WHO, together with the global road safety community, looks forward to more and stronger road safety campaigns in low- and middle-income countries in the coming years in support of the achievement of this goal.

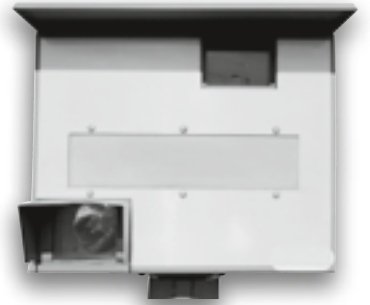
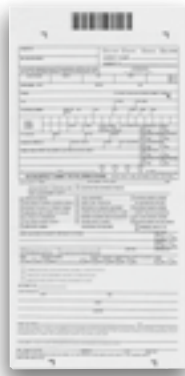
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