

Table of Contents

A Summary Volume	3
CHAPTER 1	Learning From Past Campaigns 6
1.1	Will a Media Campaign Help? 6
1.2	Why is the Past Important? 6
1.3	Is Advertising a Powerful Force For Change? 7
1.4	Is Advertising Road Safety the Same as Advertising a Product? 7
1.5	What Then Can a Road Safety Campaign Accomplish? 9
1.6	At Whom Should the Campaign Be Aimed? 10
1.7	What Happens When the Advertising Stops? 11
1.8	Why Do People Not Do What We Ask Them To Do? 12
1.9	Can We Decide Beforehand How Effective A Campaign Could Be? 13
1.10	Summary of Chapter 1: Learning from Past Campaigns 15
CHAPTER 2	Getting Started 17
2.1	The Aim 17
2.2	Recognition of the Problem 17
2.3	Setting a Tentative Budget 18
2.4	Defining a Tentative Role for the Mass Media Campaign 19
2.5	The Situation Analysis - A Key to Campaign Success 19
2.6	The Viewpoint of the Audience is Fundamental. 22
2.7	Specification of Campaign Objectives 24
2.8	The Communications Brief: Our Blueprint for Action. 25
2.9	Research For An Effective Campaign. 26
2.10	Summary of Chapter 2: Getting Started 28
CHAPTER 3	Organisation And Development Of Campaign Materials 31
3.1	Organising For A Campaign. 31
3.2	The Use of An Advertising Agency. 32
3.3	Making the Relationship Work Well 34
3.4	Beyond Mere Decision Rules - Creative Development Research 38
3.5	Advertising Which Irritates 41
3.6	Pre-Testing of 'Final' Alternatives in Rough Form 42
3.7	Getting the Target Audience to Act - Extra Media Supports 45
3.8	Films and Leaflets - Road Safety Perennials 48
3.9	The Importance of Public Compliance In Getting People to Act 49
3.10	Summary of Chapter 3 - Organisation and Development of Campaign Materials 50

CHAPTER 4

Controlling The Campaign

52

4.1

What Can Go Wrong?

52

4.2

Staying Within the Communications Brief

52

4.3

Meeting the Timing Constraints

53

4.4

Controlling Television Production Costs

53

4.5

Controlling the TV Director

54

4.6

Protecting the Authority From Talent Fee Problems

55

4.7

Did We Get the Media Buy We Paid For?

56

4.8

Choosing and Controlling Outside Consultants

56

4.9

Controlling Non-Advertising Activities

57

4.10

Summary of Chapter 4: Controlling the Campaign

58

CHAPTER 5

Evaluating The Campaign

59

5.1

Is Evaluation Important or Necessary?

59

5.2

Another Dilemma: Cost versus Conclusiveness

60

5.3

Formative Evaluation versus Summative Outcome Evaluation

61

5.4

Evaluation Activities Need to be Planned For at the Beginning

63

5.5

Choose Between Rigour and Relevance

63

5.6

The Reason For Evaluation is to Do it Better Next Time

64

5.7

Answering the 'How' and "Why" Questions

64

5.8

The Second Last Stage - A Complete Audit

65

5.9

Documentation: The Last Step in the Campaign - The First Step
For the Next Campaign

66

5.10

Summary of Chapter 5: Evaluating the Campaign

67

REFERENCES

69

CHAPTER 1

69

CHAPTER 2

72

CHAPTER 3

74

CHAPTER 4

78

CHAPTER 5

78

A Summary Volume

This booklet is a summary companion volume of a much larger and more detailed set of Guidelines produced for the South Australian Department of Transport, the Federal Office of Road Safety, the Roads and Traffic Authority of NSW and the Road Traffic Authority of Victoria. In essence, it presents an overview. It is designed as a practical, stand-alone work which can be read by anybody likely to be involved in any decision relating to a mass media campaign. Hopefully the reader will gain useful insights and helpful hints.

The essential purpose of this volume is to ensure that future mass communication campaigns do not ignore the past. Contained within this volume is a summary of what history teaches us about past successes and failures.

Everyone is a so-called "expert" when it comes to mass communication (advertising) campaigns. Yet the history of trying to change people's voluntary discretionary road safety behaviours is not paved with success - at least not as far as mass communication campaigns have been concerned. The reader needs to ask why is it so? Can the situation be improved? If so how?

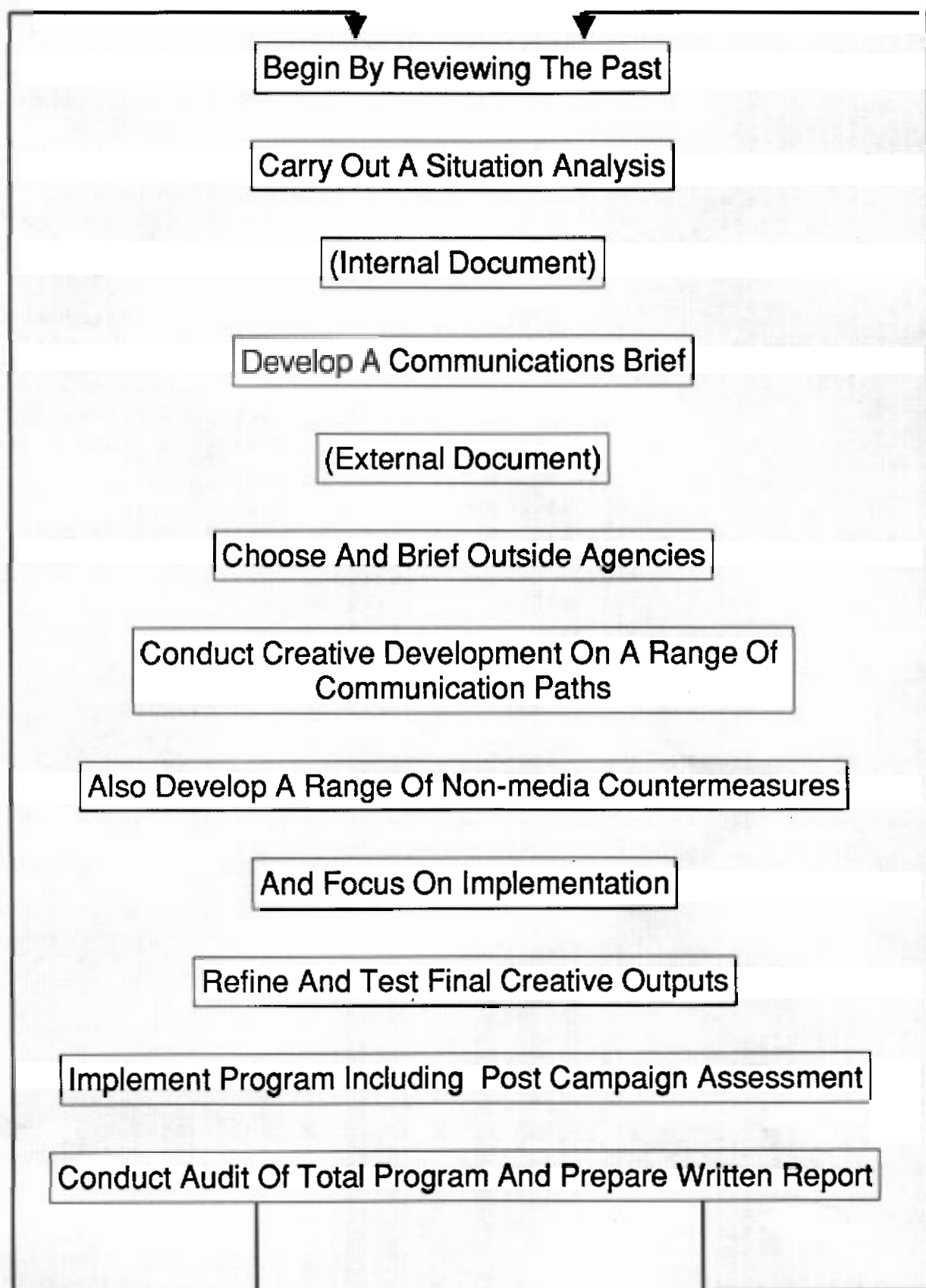
Mass media campaigns for road safety can be effective. This booklet sets out the blueprint for maximising the likelihood of success.

The reader is urged to begin by reading Chapter 1 since it represents a summary of what is known about the impact of mass media campaigns and accordingly ensures that realistic goals will be set for the road safety campaigns.

No attempt is made in this summary volume to address the complex theoretical and technical issues of media strategies and message strategies which are covered in the Guidelines.

A copy of the detailed work which redefines this summary practical handbook can be obtained by contacting the Road Traffic/Safety Authority in your state or territory or by contacting the author.

DIAGRAM OF ESSENTIAL STEPS



Learning From Past Campaigns

1.1 Will a Media Campaign Help?

We have a road safety problem or need. Will a mass media campaign help minimise the particular problem? This is the most fundamental question to be asked in the whole process of any campaign development. We can draw upon the past to help answer both this question and numerous related questions which will arise. The past available to us includes:

- our own experience on campaigns for this problem;
- our own experience on other road safety campaigns;
- the experience of others with campaigns on this problem;
- the experience of others on other road safety campaigns;
- the experience of others on other social advocacy campaigns such as health, anti-litter, conservation, fitness, etc.

1.2 Why is the Past Important?

Apart from these related prior campaigns, there is a great deal of experience which has much to contribute in developing successful campaigns. Learning from the past ensures that we do not re-invent the wheel. The past can assist us to avoid the pitfalls which are ever-present, even for the most sophisticated people in the field. Indeed, as we shall see, one of the great traps is to assume that road safety campaigns are no different from advertising for soap or soft drink. This assumption is widely held by the advertising fraternity.

Learning from the past is especially important because:

- research shows that mass media campaigns for road safety or social advocacy are far more likely to fail than to succeed;
- mass media campaigns are very costly to produce and to put to air;
- mass media campaigns are highly visible and likely to be embarked upon because of profile rather than efficacy;
- the seeds for success are available from the past for those who will seek them out.

All too often the past is ignored by the majority of people who initiate or develop road safety mass media campaigns. Examination of the development of road safety and other social advocacy campaigns reveals a number of widely held misconceptions which in turn reflect a tendency to ignore the evidence from past campaigns.

Is Advertising a Powerful Force For Change?

Surely it's obvious. Everyone does it. "It pays to advertise". The potential force of advertising is largely unproven not only in road safety¹, health², and social advocacy marketing³, but also in product and service marketing⁴. The findings are virtually unanimous: they rarely show any measurable effects beyond mere awareness and almost never lead to wide scale behaviour change even in product advertising. Clearly, advertising of itself is not generally a powerful force for change but when combined with other activities a total programme can be very effective. Advertising has a number of roles to play such as agenda setting, providing information etc. Advertising alone almost never results in behaviour changes.

Is Advertising Road Safety the Same as Advertising a Product?

Just as most people incorrectly believe that advertising is a powerful persuader, so too is there a widespread belief that there is no difference in advertising road safety or health or products or services or anything at all. Perhaps the greatest reason for the failure of most past campaigns has been this belief; that it doesn't matter what is being advertised because the principles are all the same⁵.

For almost four decades significant experienced practitioners have argued that to treat social advocacy tasks, such as road safety, just like product advertising is likely to lead to failure⁶.

1.4.1 What are Some Key Differences Which Impact on Road Safety Advertising?

As already noted the differences between product advertising and social advocacy have been well documented but largely ignored. Elliott⁷ suggested a number of critical differences which cannot be ignored; viz;

- The concept of benefit in marketing is not always clear in road safety. The recipient may regard the advocated behaviour as non-beneficial.
- Target audiences in marketing involve minorities. If a small percent comply it is cost-efficient. In road safety we seek widespread compliance.
- Product markets ask for a small change (to another brand) and build upon existing beliefs. Sometimes road safety campaigns must go against the tide of existing behaviour or opinion (e.g. not to speed, wear a bicycle safety helmet).
- Objectives for advertisers of products can be related to behaviour change because the change required is trivial, positive and not very ego - involving. When it comes to road safety the behaviour change being asked for is usually not trivial, is sometimes negative and often highly ego-involving.

Asking for behaviour change is usually not an achievable objective for mass media road safety campaigns, at least not without the support of non media activities.

- The social sensitivity of the audience for road safety campaigns is far more significant than for product advertising. Consequently, it is vital not to model any undesirable behaviours, not to provide the audience with any excuses to ignore the message. They are, after all, usually seeking to find an excuse to ignore the message, unlike product advertising.

These five differences cannot be ignored. Other differences have also been suggested by Elliott⁸.

1.4.2 What Other Significant Misconceptions Do We Hold About Advertising?

In addition to the two commonly held misconceptions just outlined there are another seven which are needed to help explain our beliefs about advertising. Over time they are likely to have acted as barriers to the development of effective campaigns. These seven additional misconceptions are⁹:

- People are rational and all they need is information if they are to change;
- Advertising alone is the critical ingredient to changing people en masse;
- The best way to achieve large scale behaviour change is to try to change individuals;
- Audiences are interested in our messages;
- Advertising is primarily a process of persuasion;
- Behaviour is the result of attitudes so we must change attitudes first;
- If advertising has sufficient sophistication or appeal audiences will always extract from it the intended meaning.

1.4.3 Does Advertising Do Things To People?

Students of the mass communication process have come to realise that one of the reasons for the failure of many past campaigns has been an inadequate conception of how advertising works. Until the 1980's, the prevailing belief had been that advertising acts like a hypodermic needle by injecting messages into passive audiences. In essence, the belief was that advertising injects a message into an audience which in turns changes an attitude and this leads to the specified behaviour¹⁰. This belief meant that the focus for road safety communications was the message which was being injected into a seemingly passive audience.

This belief is still commonly held but is beginning to be replaced by a viewpoint which says that what matters is 'what people do to or with our messages'. Audiences are not passive recipients, but active scanners, selecting, interpreting and rejecting elements of messages. Accordingly, the focus is the audience not the message, and the question to be answered is not what do our messages do to people but what will people do with our messages?

If this question is to be answered, the focus should no longer be the message but the existing viewpoint of the audience; what they already do and believe will determine what they will eventually do with our messages.

1.5

What Then Can a Road Safety Campaign Accomplish?

Before embarking on any road safety campaign it is valuable to consider carefully what can and can't be achieved. So far it has been suggested that failure is the norm and that the evidence suggests little can be achieved. If advertising alone is the basis of the campaign then such a pessimistic assessment of the situation is realistic.

The basic thesis of this document is that mass media advertising campaigns can be effective, so long as they learn from the past and take account of the realities. Road safety campaigns can succeed if advertising is only one of the elements in the total campaign and usually not the key element. They are more likely to succeed if they are set appropriate tasks to accomplish. Usually behaviour change will not be a task which can be accomplished by the mass media campaign¹¹. Significant non media activities are discussed in section 3.7.

In deciding what the advertising campaign might be able to achieve the analogy of an "aerosol spray" is useful: you spray it on the surface, some of it hits the target, most of it drifts away and very little of it penetrates¹².

Evidence to date suggests that road safety mass media campaigns can achieve and have achieved the following:

- increase awareness of a problem or a behaviour;
- raise the level of information about a topic or issue;
- help form beliefs, especially where beliefs are not held firmly;
- make a topic more salient and sensitize the audience to other forms of communication;
- stimulate interpersonal influences via conversations with others (police, teachers, parents, etc),
- generate forms of self-initiated information seeking;
- reinforce existing beliefs and behaviours.

Mass media road safety campaigns are extremely unlikely to change existing beliefs and behaviours. They can, however, be used to signpost the need for behaviour change that can be

attacked directly by other measures more likely to succeed such as legislation; e.g., the law has changed so it's appropriate to change one's beliefs and/or behaviours.

1.5.1 Can We Achieve the Ultimate Aim: Changing Behaviour?

Road safety Authorities may embark upon road safety campaigns for a variety of reasons, even including high profiling a Government. It is suggested that the best way to achieve this particular latter objective is to have a demonstrably effective campaign.

In most instances Authorities have an ultimate objective. Usually the campaign is part of a total package aimed at influencing behaviour. The aim is to influence voluntary discretionary behaviour in ways that result in desirable behaviours (e.g., stop speeding, don't drink and drive, wear a bicycle safety helmet, etc), being adopted, modified, changed or reinforced without the need for non-voluntary supports, especially enforcement.

This ultimate aim is admirable but it is unrealistic as a mass media campaign objective. If it is an important objective then advertising's role will, at best, be supportive. Advertising is unlikely to be the primary change agent.

1.6 At Whom Should the Campaign Be Aimed?

To achieve the overall behaviour change objective it may be more efficacious to avoid directing advertising at the primary target (e.g., boys 10-16 years on bicycles or young drivers). Sometimes the behaviour change objective can be achieved by involving others (e.g., associates "would you let a mate drive after he has had too much to drink?").

Where a target group have a rigid attitude to the desired behaviour a campaign directed at them directly is unlikely to succeed. This is best evidenced with the problem of getting teenage boys to wear bicycle safety helmets. Success to date has been substantial in Victoria because it initially adopted an indirect approach¹³ All efforts were directed at parents, teachers etc using promotional techniques. No advertising was directed at the target group whose behaviour change was being sought.

1.6.1 Should We Attempt to Influence Public Opinion?

Sometimes a campaign aimed at the public, in general, can be justified on the grounds of developing salience for a road safety issue. For example, if an Authority wishes to introduce graduated licensing including lowering the age of drivers then it will be vital to communicate to parents and the public in general that many (most) accidents involving young people involve cars with multiple occupancies and that young people tend not to kill themselves as single occupant drivers.

A mass media campaign can play a useful role in helping create a desirable supportive climate of opinion in the community. It can suggest what the prevailing opinion is or is likely to be.

As individuals we live in groups and are influenced by the norms of these groups. The principle of "social proof"¹⁴ suggests that one means of determining what is correct is to find out what other people think is correct.

Public opinion does matter and can act as a potent influence on the beliefs and behaviour of individuals. People's opinions depend on what others think and by providing information via mass media campaigns it is possible to influence the climate of opinion. According to the theory of "Spiral of Silence"¹⁵ individuals observe which opinions are gaining strength or are declining and a willingness to express one's own opinion publicly depends upon one's assessment as to which opinion is likely to prevail in the community.

However, road safety mass media campaigns can play a role in suggesting to the public what to think about. This is usually called agenda setting. It is now clearly established that the mass media (news or advertising)¹⁶ can tell people what to think about (suggest topics) rather than what to think (form opinions). This means mass media campaigns and PR etc can assist moulding public opinion to an important degree by suggesting what Road Safety issues need to be considered at a personal or society level. This agenda setting role is a legitimate function for advertising but the advertising by itself will not directly affect behaviour.

1.7

What Happens When the Advertising Stops?

Past experience leads to the conclusion that advertising alone rarely ever achieves much. This applies to product advertising¹⁷ and to road safety mass media campaigns¹⁸. Advertising should be one of a number of elements in a campaign if it is to be successful.

If mass media advertising is the sole basis of the road safety campaign then the road safety Authority should ask the question "what happens when the advertising stops?" The mere asking of this question leads to the inescapable conclusion that nothing is likely to happen as there are no other non-advertising activities.

Not only can public opinion be a useful ally, the opinions of those that matter in our lives are unlikely to be ignored. Mass media campaigns work best when they are back up community supports whether they be legislative, enforcement, news, change-agents etc. The importance of personal influence acting for or against the campaign cannot be overstated.

1.8

Why Do People Not Do What We Ask Them To Do?

One of the most significant messages from past campaigns is that people resist change. They do so by constructing a system of beliefs and attitudes which provides stability. Mackay¹⁹ suggests the analogy of a "cage" whereby human beings construct a cage to protect themselves. If mass communication is to have any hope of breaking through the bars of the cage it must contend with each individual's cage.

What we now know is that trying to change the cage is extremely difficult. Success is greatest when it reinforces existing beliefs and builds upon pre-existing potential for change.

To a large degree the cage we all have has been built up as a result of experiences. People speed on the roads because of experiences: because it is safe, they can handle it, cars are safer, roads are straighter and wider, etc. Our experience leads us to build up a belief system which approves of our behaviour.

1.8.1 How Do We Overcome Resistance To Change?

The best way to break into the cage is to try to create some new experiences because new situations can provide the excuse to change one's mind (attitudes). Legislation or enforcement, for example, can create a new experience and allow us to change our mind.

B E H A V I O U R	ATTITUDE	
	(1) POSITIVE Attitudes and Behaviours consistent and positive (Reinforcement)	(2) Negative Behaviour positive but attitude negative (Persuasion)
	(3) Attitudes positive but behaviour negative (Inducement)	(4) Attitudes and Behaviour consistent and negative (Confrontation)

Road safety advertising campaigns should not attempt to change the attitudes which make up our cages. Advertising will work best when it attempts to either signpost the new changed experiences or reinforce existing beliefs and behaviours. It should focus on the need to change behaviour and signpost the rationale for change; for example a new law means our behaviour needs to be modified. Compliance to the new law means that it is alright to change one's attitudes.

In essence, the role of road safety advertising is not to change people's cages, but to unlock them. Non-advertising activities can assist changing the cage by providing new experiences. For example if young people are to wear bicycle safety helmets then it will be imperative to change their experiences. By changing experiences (e.g., school programmes designed at high levels of compliance) attitudes will also change. The key to attitude change is new experiences which allow people to change their minds without losing face - they now have a legitimate excuse to change because circumstances have changed. The introduction of RBT is a classic case of changed circumstances leading to changing attitudes.

1.8.2 Where Should Our Focus Be?

If the cage is to be unlocked it is most likely to occur once we understand the barriers and this means focusing on the individual not our messages. By understanding what barriers exist to compliance with our messages, we can focus on what can be achieved. Asking directly for a change in behaviour is usually not on. Overcoming barriers is possible and advertising can play a supportive role.

In this process the focus has to be on the individual and his or her existing viewpoint. What matters is what he or she believes and also what meanings are attributed to our intended messages. What we hope to achieve is entirely at the mercy of what the recipient of our messages currently believes and how he or she behaves.

Whilst the focus for communication needs to be the audience, the focus for the entire program should be the non-media activities which will be supported by the campaign. Unduly focusing on media advertising will almost certainly lead to less effective campaigns. Advertising's role is to support other activities not vice versa.

1.9 Can We Decide Beforehand How Effective A Campaign Could Be?

Given what we now know, it is possible to decide beforehand whether or not any campaign is likely to have an impact on the ultimate goal of a total programme. Such crystal-ball gazing is only possible, however, if we have carried out a proper marketing or Situation Analysis (see chapter 2) to determine the relevant attitudes and behaviours operating for or against any change. Sometimes campaigns are embarked upon even though they have little chance of success²⁰. Nonetheless, it is valuable to consider what needs to be achieved, if for no other reason than setting achievable campaign objectives.

One suggested approach²¹ is to classify the main target audiences in terms of both relevant attitudes and relevant behaviours. An attitude - behaviour discrepancy matrix can be set up as follows.

Mass media campaigns are less justifiable or likely to produce effective results as the task moves from cell 1 (reinforcement strategy) to cell 4 (confrontation strategy). If a mass media campaign is to be used as part of a confrontation strategy then the campaign itself ought to play a supportive role e.g., agenda setting or signposting other changes and the behaviour change objective needs to be left to other activities. This matrix is developed in more detail elsewhere²².

In developing a matrix it is likely that differing target audiences will fall into different cells and, accordingly, the campaign effects will vary.

1.9.1 Is Awareness A Legitimate Goal?

Whenever campaign objectives are set the very least expected of the campaign is an awareness (recall or recognition). This shows that people saw or heard it and can remember it. Whilst it may well be a measure of media exposure it really is not a true measure of campaign effects. One would expect any, even the worst campaign, to have some degree of awareness. The campaign must of course achieve awareness but this is hardly a sound justification for expenditure of tax-payers' monies. Sometimes the only goal or the main goal may well be the creation of an awareness e.g., a new road safety rule, but this situation is an exception.

Awareness in this latter situation should refer not to the advertising campaign but to the new road safety law. Rather than advertising awareness, other goals are always more appropriate. A range of likely goals were suggested in section 1.5 above.

Advertising is not a powerful force for change;

Road safety advertising is different and difficult;

Advertising messages are not as important as what people will do with our messages;

Road safety mass media campaigns can be successful so long as they set realistic goals and so long as advertising is only one element of a total campaign;

Mass media campaigns can:

- increase awareness of a problem or a behaviour;
- raise the level of information about a topic or issue;
- help form beliefs, especially where beliefs are not held firmly;
- make a topic more salient and sensitize the audience to other forms of communication;
- stimulate interpersonal influences via conversations with others (doctors, police etc);
- generate forms of self-initiated information seeking;
- reinforce existing beliefs and behaviours;

Mass media road safety campaigns are most unlikely to succeed in changing existing beliefs and behaviours but they can be used to support the achievement of such goals via a range of additional activities;

Sometimes indirect approaches can be more effective whereby the campaign aims at targets other than the people in whom the greatest change is required;

Whilst behaviour change is rarely a legitimate goal of a mass media communication campaign, such campaigns can legitimately set out to influence the climate of public opinion;

Irrespective of the role determined for road safety advertising it is vital to decide what happens when the advertising stops;

Advertising provides a means of unlocking the cages of attitudes so that change can be considered. Attempts to change rigid attitudes are unlikely to succeed;

By focusing on the audience and not on messages it is possible to determine how to unlock the cage.

What audiences do to, or with, our messages is more important than the messages. Potential reactions are largely predictable based upon a knowledge of the existing viewpoint of the audience. Focusing on the barriers and meanings of messages provides the clues to effective communication;

Given what we know from past road safety and other social advocacy campaigns, it is possible to decide in advance how successful we are likely to be, but only so long as we have carried out a Situation (marketing) Analysis (chapter 2).

The extent to which attitudes and behaviour are consistent or inconsistent, positive or negative, will determine to a large degree not only our objectives but the probability of a successful outcome;

The finding that mass media campaigns almost never result in behaviour change (or even attitude change) reflects the normal resistance of human beings to change;

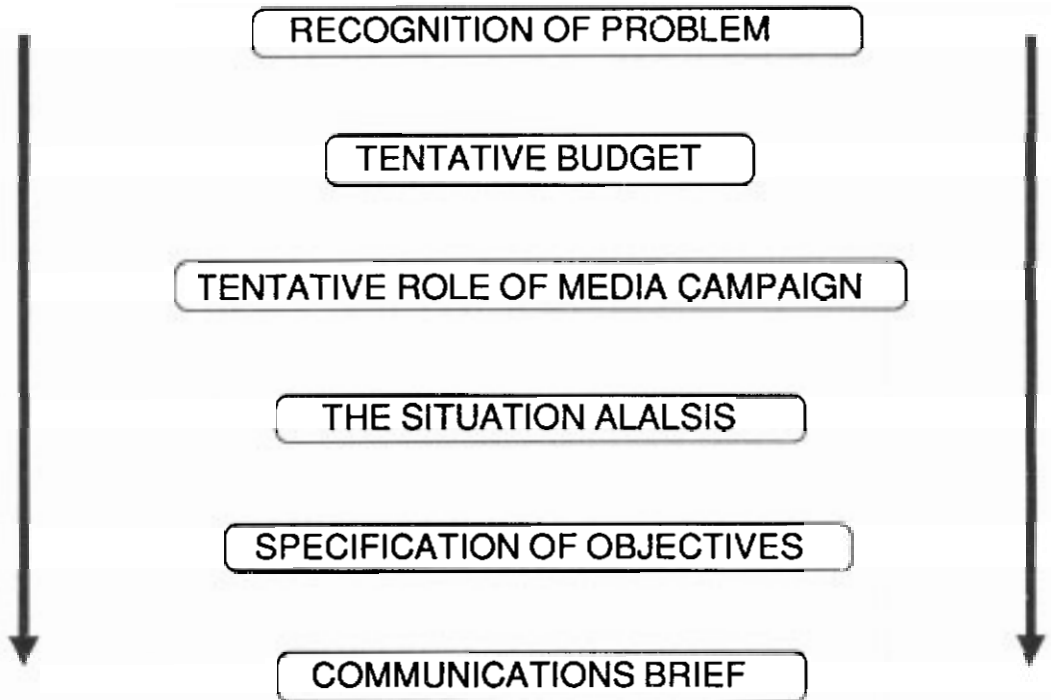
The best way to achieve attitude or behaviour change is to influence experience. New experiences provide the excuse to change one's opinions and behaviours. Advertising can signpost the changed situation which, in turn, can lead to attitude or behaviour change.

Getting Started

2.1 The Aim

In chapter 1 the aim was to acquaint the reader with the realities of mass media campaigns in order that realistic goals could be set based upon what is already known about mass media campaign effects.

In this chapter the preliminary steps for developing a campaign will be outlined. The process can be represented schematically as follows:



2.2 Recognition of the Problem

In general, road safety Authorities in Australia are very well informed as to the nature of road accidents. Each Authority has considerable expertise in this area and consequently the status of each road user area (e.g., pedal cyclists, pedestrians, drivers, motor cycle rider, passengers, etc) is well known.

Some problems are in need of continuing mass media efforts whilst others need only be supported once every 2-3 years, if for no other reason than limited budget or contribution to the total road toll.

In carrying out any analysis of the road safety problems it is important not to focus only on deaths. Injury related accidents are far more numerous and it can be argued that serious morbidity tends to impose more diffused, but in aggregate, higher total

human cost than does mortality. Furthermore in smaller states road deaths are too few in number and random elements likely to be of significance.

2.3

Setting a Tentative Budget

Every year road safety Authorities consider a range of countermeasures aimed at reducing specific aspects of the total road safety problem. In this process they recognise which road user areas are in greatest need and, accordingly, budget in advance. Of course it is not possible to budget accurately at such an early stage. Nonetheless, if such tentative global budgets are not set then campaigns are either unlikely to occur or are likely to have inadequate resources devoted to them.

The three most likely reasons any campaign does not succeed are:

- incorrect conception as to what can be expected from the advertising;
- not taking into account the viewpoint of the audience; and
- inadequate funds for the campaign.

There are no simple solutions to setting adequate budgets. This complex matter is discussed in considerable detail elsewhere¹.

The budget needs to reflect the communication task set for the campaign including the range of target audiences, geographic coverage, communication objectives etc., and these matters can't usually be determined with any accuracy until the Situation Analysis has been carried out. Thus any initial budgeting has to be preliminary.

In setting preliminary budgets the best advice is to:

- Assess the likely amount of funds available overall for a three year period;
- Decide which areas must be addressed annually and which can be more spasmodic;
- Consider the need to budget for non-media activities such as PR and promotional aids;
- Set priorities for the limited funds and apportion the available funds accordingly, and if necessary, wait and do it properly rather than try to do everything;
- Consider what has been done before by your Authority and consult other Authorities who claim to have had success with campaigns;
- Decide what media are most likely to be considered. Establish what each medium costs to reach the most likely chosen target groups; and estimate the number of exposures required to achieve a specified effect;
- Try to always budget in excess of what is needed since the production of materials invariably exceeds budget. (Such

allowances should not be made known to the creators of advertising materials);

- Consider extending the budget via sponsorship but only after very careful deliberation²;
- Budget for research at all stages including development (formative and process) and outcome evaluation (see chapters 3 & 5).

2.4

Defining a Tentative Role for the Mass Media Campaign

If a tentative budget is to be set then the advertising task needs to be defined in some modest way. In essence, it is important to determine:

- **what is advertising's primary role;**
- **how significant is the advertising in the total scheme of things;**
- **what other communication elements are likely to be considered e.g., brochures, etc;**
- **what are the anticipated key ingredients in the total campaign (not just mass-media).**

In deciding on the likely role for the advertising campaign the following roles can serve as possible guidelines:

- Increase awareness of a problem or a behaviour;
- Raise the level of information about a topic or issue;
- Help form beliefs, especially where beliefs are not held firmly;
- Make a topic more salient and sensitize the audience to other forms of communication;
- Stimulate interpersonal influences via conversations with others (doctors, police etc);
- Generate forms of self-initiated information seeking;
- Reinforce existing beliefs and behaviours;
- Mass media road safety campaigns are most unlikely to succeed in changing existing beliefs and behaviours but they can be used to support the achievement of such goals via a range of activities.

2.5

The Situation Analysis - A Key to Campaign Success

Campaigns tend to be judged for their creative content - their "entertainment value" - their cut-through or obtrusiveness. However, whilst such attributes may be desirable they matter little if the campaign is not on strategy. Creativity is vital, but not at the expense of strategy. Our goal ought to be "disciplined creativity". To achieve our goal it is vital to have a blueprint for action, and preferably a blueprint which reflects a thorough analysis of the situation so that the communication paths are clear, concise and beyond question³.

2.5.1 Why is a Situation Analysis Important?

"Let's have a mass media campaign" is a frequent suggestion in the corridors of power. Hopefully chapter 1 has warned the reader to question the supposed effectiveness of such campaigns. If campaigns are to be developed then they ought to emerge as a result of a careful disciplined activity which assesses the problem most painstakingly. By so doing not only will the proper role for the campaign be identified, but all concerned will be convinced it has every chance of success.

Campaigns which are undertaken without a careful Situation Analysis are likely to be targeted incorrectly, not directed at desirable target behaviours and likely to have unrealistic objectives.

2.5.2 What Does a Situation Analysis Involve?

A Situation Analysis is an audit of where we are now, where we want to be and how we can get there. It provides the foundation for our future efforts and leads to a detailed Communications Brief which will guide all aspects of the mass media campaign.

The responsibility for the preparation of a Situation Analysis is with the road safety Authority although it could consider utilising assistance from outside.

There are a dozen key elements which every Situation Analysis should include as a minimum:

1. **Identification of the serious road safety problem to be addressed.**
2. **Establishment of the value (benefits) of overcoming the problem.**
3. **Examination of the full range of activities which could be considered (e.g., legal, enforcement, communication etc).**
4. **Development of a list of priorities of:**
 - what needs to be done;
 - what is politically acceptable;
 - what is achievable;
 - what is believed to be most effective.
5. **Focus on the subset for which effective solutions are known.**
6. **Focus further on solutions which are best achievable by the inclusion of mass media campaigns.**
7. **Determine what role communication has to play and what activities will be required.**
8. **Analyse who the priority target audiences are to be and whether they should be communicated to directly or indirectly.**
9. **Decide on what priority target behaviours are to be the ultimate goal of the total programme, not just the media campaign.**
10. **Determine what behavioural supports will be needed if the campaign is to assist in achieving the broader programme goal of behaviour change.**

11. Specify the communication objectives (usually non-behavioural).
12. Signpost the likely assessment criteria and any behavioural and communication measures which seem applicable.

2.5.3 Steps in Developing a Situation Analysis.

The preparation of the Situation Analysis should involve as many of the following areas as practical:

- **conduct a thorough literature search;**
- **contact and listen to others with** experience in the field;
- **conduct small-scale qualitative** exploratory research amongst key target groups to establish the barriers and triggers to effective communication;
- carry out a large scale survey or observation study to obtain a sound factual base;
- analyse the content and effects of proposed activities (including mass media) carried out earlier elsewhere or in the same region;
- examine a broad range of strategies and activities⁴.

2.5.4 Vital Questions Which Impact on the Role for Mass Communication.

One suggested element in a Situation Analysis was the determination of the role communications has to play. This is a key activity in developing the Situation Analysis.

Despite every good intent to recognise the limits of mass media impact, ultimate behavioural goals will be expected of the media campaign, since the total road safety programme (involving a range of activities supported by a mass media campaign) will seek to influence voluntary discretionary behaviour (e.g. wear seat belt, wear helmets, use pedestrian crossings, stop at red lights etc). For some people, the media campaign will simply be a reinforcement strategy, for others it could involve confrontation of attitudes and behaviours. If the proper role of the mass media campaign is to be defined then the Situation Analysis should seek to answer the following questions:

- Are we asking for a change in attitude or behaviour or both and how big is the change from the point of view of the audience?
- How significant are the barriers to change and are there any rewards associated with compliance which can be promoted?
- Can the change being asked for be induced by providing information or is motivation needed?
- To what extent does compliance require social support?
- Does compliance depend upon the acquisition of new skills?

- Do the most at-risk groups have any specific media exposure patterns which enable cost-efficient targeting?

It is clear that both the role and the effectiveness of any mass media campaign will depend upon the answers to each of these questions. If the following conditions prevail then mass media campaigns have little hope unless backed up by behavioural supports:

- attitude and behaviour change are both required;
- audience perceives the change to be great;
- audience perceives lots of barriers to change;
- audience perceives little or no benefit in compliance;
- information alone is not sufficient for compliance;
- compliance depends on social support;
- compliance depends on the acquisition of new skills;
- most at risk groups have no unique media exposure pattern.

2.6

The Viewpoint of the Audience is Fundamental.

Ignoring where the audience is at, will almost certainly guarantee failure. Of all the elements needed for the Situation Analysis, establishing the viewpoint of the audience is sine-qua-non. The reasons for this were outlined in chapter one. Because of its significance it is worthy of reiteration.

Generally speaking people resist changing attitudes or behaviours or both. They build up defence mechanisms to avoid change. These defences are attitudes or beliefs - postures of the mind. It is these which act as barriers to our attempt to change people or get them to volunteer to change, particularly in road safety given the benefits of mobility and the social costs involved. Attempts at change can succeed so long as the changes are not considered too great and so long as the media messages build upon any predispositions for change. Thus identifying the barriers and triggers to change is critical if change is to occur.

Changing circumstances or experiences is one of the best ways to bring about changes in individuals. Mass media's role is not to force change but to signpost the need for or benefit of change. It can provide people with an excuse to change because circumstances have changed. It is not always possible to provide new experiences and in such circumstances mass media's role is likely to be less influential, yet the task even more in need of the help of mass media.

2.6.1 Understanding The Audience.

How can the viewpoint of the audience best be determined? A number of approaches can provide excellent clues to our understanding. The studying of behaviour in naturalistic settings can provide important insights into the key situational circumstances which will impinge upon existing or advocated

behaviours. It is now well established that changing situations (experiences) is a more efficacious means of changing behaviour than any attempts to alter personal beliefs⁵. For example the introduction of random breath testing set out to change behaviour first via legislation and enforcement and then attitudes fell into line.

By studying behaviour in naturalistic settings it is possible to understand the social influences on behaviour which are located in the shared meanings and accepted rules that situations have for people⁶. Accounts of drinking behaviour in naturalistic settings have provided invaluable insights for the development of change strategies⁷.

In addition to understanding the situations in which behaviour occurs it is also very important to map the mental matrix or, to use the vernacular, to "get inside the audience's heads and hearts." It is now well established that how messages are perceived and what people do with our messages is to a large degree pre-determined by the existing belief and attitudes of the audience⁸.

2.6.2 Mapping the Mental Matrix.

In "mapping the mental matrix" it is important to diagnose the mental structures that determine how the proposed target group selectively perceives the situation and the "safe" behaviours we are advocating.

A wide range of knowledge, beliefs and behaviours should be studied including the kinds of information and misinformation held, the availability of alternative behaviours, the connection between their own lifestyles and the unsafe behaviours and our proposed "safe" behaviours.

Mapping the mental matrix is usually best done using relatively unstructured 'search' techniques⁹. These are qualitative, not quantitative, and are designed to prospect and explore rather than to enumerate. These techniques are sometimes referred to as formative research rather than summative outcome (quantitative) research.

Quantitative surveys are a useful adjunct to qualitative studies but never a replacement when it comes to understanding the viewpoint of the audience. The survey can ignore the more complex context of behaviour and has been described as a "sociological meat grinder"¹⁰.

2.6.3 Some Traps on The Way.

In developing our understanding of the viewpoint of the target audience a number of traps can snag the unwary and inexperienced. In particular, the following are regularly seen in research reports of naive qualitative researchers listening to the audience's attribution as to what is needed or what works when it comes to road safety advertising;

- believing that arousing strong emotions will result in behaviour change;

- equating self-reported behaviour with actual behaviour;
- believing what is said is what people mean;
- accepting that people know what is best for them and what is best for road safety.

A more comprehensive discussion can be found elsewhere¹¹.

2.7 Specification of Campaign Objectives

As a result of the Situation Analysis it is now possible to develop specific communication objectives by specifying:

- target audiences;
- target behaviours; and
- target themes.

In setting these communication objectives four guiding principles are worthy of consideration:

- **be cognisant of what mass communication can and can't achieve;**
- **distinguish mass communication objectives from other non-communication objectives;**
- **determine how communication objectives will aid the attainment of the ultimate behaviour change goal;**
- **set clear, precise, appropriate, attainable, and if possible measurable goals.**

Whatever the objectives chosen as a result of applying these guidelines, they are likely to involve one or more of the following:

- Increase public awareness;
- Increase salience of the issue;
- Increase acceptance of or need for other countermeasures;
- Increase demand for a range of countermeasures;
- Increase specific knowledge;
- Reinforce existing beliefs or behaviours;
- Modify attitudes/beliefs about specific countermeasures;
- Increase acceptance of new countermeasures;
- Create a positive image for specific compliance behaviour;
- Increase acceptance and/or adoption of specific behaviours.

So long as the primary role of the mass media campaign is to be supportive of other important countermeasures then all of these communication objectives are potentially achievable.

The culmination of the planning and initial research, including the Situation Analysis, ought to be a Communications Brief which should serve as the guiding document for the development and assessment of the campaign. This brief will certainly contain the objectives of the campaign but it should go far beyond mere objectives. It should provide, in summary form, the rationale and direction of the campaign so that all who will be involved understand what is required and why it must be so. Failure to provide such a Brief increases the chance of a campaign which departs from what is needed and planned by the originating Authority.

Unlike the Situation Analysis which is an internal document, the Communications Brief is an external document designed to minimise wastage of resources, maximise conviction that a mass media campaign is needed and specify precisely what is expected of the campaign. It is a more concise document which will guide the campaign from here on, for all internal staff and external consultants (research, advertising, PR etc.) The document should be comprehensive but brief or else, as experience reveals, it is likely to be ignored.

2.8.1 The Main Ingredients

The Communications Brief should be comprehensive, including details of any constraints such as timing and budget and should reflect the strategic thinking developed from the Situation Analysis by providing a sound background of where we are, where the audience is at, where we want to be and specifically how we can get there.

2.8.2 A Suggested Model Communications Brief

1. Outline of the problem area.
2. Specification of ultimate objective and sub-objectives.
3. Specification of strategies to be adopted.
4. Specification of role of mass media campaign in total mix of campaign activities.
5. Specification of additional non-media activities.
6. Specification of what activities will be on-going when the advertising ceases.
7. Precise specification of what change objectives are expected for each activity preferably in behavioural terms.
8. Determination of target audiences including a rationale.
9. Suggestion for approaches to motivate audiences.
10. Specification of the content area of the messages.*
11. Suggestions for audience activation.
12. Specification of expected main and secondary media.

13. Campaign timing, duration and budget.
14. Role of further formative communication research and who should carry it out.
15. Expectations regarding assessment; who, when, how and what.
16. Additional expectations (e.g., preparation of reports by consultants or agency on what was done, why and what changes would be recommended).
17. Constraints, if any, by Authority on talent, codes, themes, images.
18. Contractual arrangements.
19. Appendix - any technical data or summary research reports.

Each of these aspects is discussed in more detail elsewhere¹². The item asterisked above (10) deserves special mention since this area should be based on formative qualitative research which will have identified what to avoid and what responses are available within the target audience.

Further formative research will be required in the development and assessment of the campaign.

2.9

Research For An Effective Campaign.

A number of Authorities are committed to research-based programmes. These Authorities are able to demonstrate a relatively high level of success. In Australia, The Road Traffic Authority of Victoria can claim relatively more success than other state road safety Authorities in areas like Bicycle Helmet Wearing¹³ or Rear Occupant Seat-Belt Wearing¹⁴. Their Campaigns have been research based and serve as a model for others. The Scottish Health Education Group, in Edinburgh, in August 1979 formalised the funding of the Advertising Research Unit in Glasgow (Department of Marketing University of Strathclyde). The Unit applies a formalised system of advertising research which encompasses problem definition, creative development, pre-testing and evaluation to all its mass media campaigns¹⁵.

2.9.1 The Creative Potential of Research

Research can and ought to be an aid, and not a hurdle to creative development. The two Authorities named above are not unique but what differentiates their success is their use of research as an aid to judgement at a number of stages:

Stage 1	Situation Analysis -understanding the viewpoint of the audience. (Formative research - qualitative and quantitative)
Stage 2	Creative Development - exploring responses to different advertising concepts. (Process Research - qualitative)
Stage 3	communication Assessment - Checking that concepts or executions are clearly and appropriately communicated. (Process research - qualitative or quantitative).
Stage 4	Campaign Evaluation assess performance against objectives and

2.9.2 Research up Front or at The End?

Research associated with mass media communication campaigns for road safety or health is frequently limited to evaluation of outcomes (quantitative summative research) once the campaign has come to an end. This situation has arisen because of the previously prevailing model of advertising effects which concentrates on the notion of injecting messages into audiences. Of course, all public service campaigns ought to be assessed to see if the outcomes accord with the objectives since the taxpayer has a right to know public monies are being used wisely.

Evaluation of campaign effects at the end of the campaign, whilst in theory highly desirable, in practice is usually highly equivocal and often very expensive if scientifically based.

But evaluation does not have to wait to the end. Those Authorities who can demonstrate successful campaigns have recognised that research can be used to assist the development of the campaign and to assess the effects at the end. Indeed, there is ample evidence that any campaign which leaves the research to the end is likely to result in a "no effects" conclusion. On the other hand, campaigns which use research up front and in the developmental process itself as well as at the end are much more likely to be able to demonstrate some measurable positive effects¹⁶.

If only quantitative summative research (once the campaign has run) is carried out it invariably produces equivocal results at great cost¹⁷ and is clearly not recommended. If research is to be helpful it cannot be left to the end.

2.9.3 Being Practical

It has been suggested that there ought to be four stages of research in any campaign. Not all campaigns can justify all four stages. If priorities are to be set then the first two stages are the most important. Stage 3 is often not carried out because of time or cost constraints. Since the target audience for road safety messages are usually looking for an excuse not to do what we are asking it is valuable to ensure nothing in the creative concept or its execution provides them with an out. Stage 3 is designed to overcome this problem.

Summative evaluation research is desirable but usually costly. Sometimes behaviour itself can be directly measured, e.g., helmet wearing, seat belt wearing, driving speeds. Frequently data is collected via self-reported surveys.

The most significant reason for carrying out past campaign evaluation is not to find out what was or was not achieved but to determine how and why it was or was not achieved so that future efforts can be more efficacious. Our sights need to be on the future not the past. Evaluation is expensive and usually produces equivocal or negative results and no understanding as to why. It should not be embarked upon lightly¹⁸.

2.10 Summary of Chapter 2: Getting Started

The very first step is recognition of which road safety problems (road user groups etc) need to be addressed.

The problems need to be prioritised and categorised as those needing continuing or constant support versus those which can be addressed once every 2 or 3 years.

A tentative budget will need to be set well in advance of any campaign i.e. in an earlier budget period.

Budgets need to reflect the nature of the communication task. Sometimes a campaign will need to wait until adequate funds can be made available.

Setting budgets, even tentative ones, requires examination of a large range of factors including, geographic coverage, target audiences, medium to be used etc.

A tentative budget should also take into account a tentative role for the mass media campaign. The success of any proposed campaign will depend not only on learning from the past and an adequate budget but also disciplined creativity which takes into account the viewpoint of the audience.

A Situation Analysis is the way to ensure disciplined creativity by carefully analysing where we are now, where we want to be and how we can get there.

The development of Situation Analysis involved a literature review, contacting experts, qualitative and quantitative studies of the prospective targets, and analysis of prior efforts conducted here or elsewhere.

A thorough Situation Analysis is the responsibility of the road safety Authority (using outside consultants if necessary).

In addition to identifying the problem and the benefits of overcoming it, the Situation Analysis should examine a large range of possible activities or countermeasures and determine which are most likely to be effective and achievable.

The Situation Analysis will specify the role of the mass media campaign, target audiences, target behaviours, necessary behavioural supports, communication objectives and likely assessment criteria.

The viewpoint of the audience will provide the clues to the role to be specified for the media campaign. Mass media campaign objectives will form a vital part of the Situation Analysis.

The Situation Analysis is an internal document and is likely to be very detailed, even technical.

For the development of the mass media campaign an external summary document will be required - a Communications Brief.

The Communications Brief serves as the blueprint for action and ensures the campaign is carefully focused and controlled. As such it specifies not only goals but also constraints.

Research should play a vital role in developing the Situation Analysis and in implementing the Communications Brief.

Organisation And Development Of Campaign Materials

3.1 Organising For A Campaign.

As with all projects if the campaign is to succeed it will require a person in the road safety Authority who must take control and who can manage and co-ordinate. Many things can go wrong and when timing becomes critical control over costs will inevitably be lost.

In addition to the overall management function there is a need for 'thinkers' and 'doers'.

3.1.1 The Need For A Strategist

In some Authorities, the 'thinking' or strategist role can be fulfilled by the road safety professionals who are able to bring to bear considerable knowledge and experience. In other organisations, time, or lack of expert staff, may create the need to bring in strategists from outside. Where it is necessary to go outside the Authority it is preferable to use strategists with some experience in both road safety and communication. Such people are sometimes found in advertising agencies and sometimes in consulting organisations. If there is a likely need to use outside 'thinkers' it is vital to establish a register of such people by either advertising or asking the advice of other people in the field or related fields (e.g., health).

3.1.2 The Role of the Strategist

The main function of the strategist (internal or external) is to ensure the campaign heads off in the right direction by examining a range of possibilities, and by setting priorities with respect to target audiences and target behaviours. The strategist should be responsible for the Situation Analysis and developing the final Communications Brief, including the specification of the role to be played by the mass media efforts in the total mix of activities.

Not only is this strategic role desirable it is also essential because it forces the Manager (co-ordinator) to act in a disciplined way with respect to the campaign. The careful preparation of a Communications Brief is extremely functional because it forces and directs the co-ordination and management of the campaign activities.

3.1.3 Implementation Requires 'Doers'.

Once the development of activities (including mass media communication) has begun (i.e. a Communications Brief prepared, consultants/agency chosen etc.,) the Manager has to co-ordinate the skills and activities to ensure not only the execution of materials by the experts, but also the implementation of the total program. It is in this latter area where busy managers often fail to capitalise on the real opportunities which exist, especially in those Authorities where staff resources are clearly limited (and often inadequate). In these situations, consideration should be given to employing 'doers' or expeditors who will 'make it happen' and whose responsibility is to go outside. They will deal direct with all relevant agencies; to enlist co-operation at grass roots level; to ensure they are involved and aware of the objectives of the campaign; to ensure materials arrive in the right hands on time and ideally to report back on the strengths and weaknesses of the actual implementation process.

The execution of promotional materials is best left to the experts in graphic design or television or radio production or media placement. However, promoting road safety should never be left solely to mass media advertising. The temptation is to devote too many resources to controlling advertising and too little to developing and implementing other vital support activities. Accordingly, it is urged that in every promotional campaign consideration be given to budgeting for and using 'expeditors' (usually from outside) to co-ordinate the vital non-advertising activities.

3.2 The Use of An Advertising Agency.

Where a mass media campaign is decided upon it will almost always be necessary to employ the services of an advertising agency or freelance creative people in order that we:

- get the best possible advertising material because that is what agencies are expert at; i.e., an ability to turn a communication objective into words, pictures, sounds etc., to impact on the audience;
- get an informed independent view of the overall communications strategy;
- avoid the chore of media buying and to use the agencies negotiating skills and muscle;
- to get access to other agency services.

3.2.1 Choosing An Advertising Agency.

Choosing an agency is not an easy task. Some experts in the field claim that "the selection of an agency is a disturbing procedure - on both sides"¹. Given this situation it is important to minimise disturbance by not having to choose agencies every time a media campaign is decided upon.

In most instances a decision will need to be made whether to use one agency for a given period (say a year) who do all campaigns or

to consider different agencies for different campaigns or road user areas (e.g., drink driving versus speeding). Each Authority will have its own needs. A number of suggestions have been put forward elsewhere², including whether or not media should be bought separately and how to decide who should be put on a list of possible suppliers.

Experience shows that one of the most important things to look for is the agencies' understanding of the need for research and disciplined work - and their preparedness to work on this basis.

At the outset, the management team should be aware of the areas most likely to cause conflict and undermine the agency - client relationship:

- not sticking to the Communications Brief;
- not meeting deadlines;
- exceeding production cost estimates;
- unwillingness to accept or work with researchers;
- offers of "in-house" research.

3.2.2 Criteria for Choosing Between Advertising Agencies

Much useful literature has been written on this subject and is worthy of reading³. From an entirely practical stance the following seven questions have been shown to be important (and are discussed in detail in the Guidelines⁴).

1. Is size important to us? Are they too big or too small and what will be handled inside versus outside the agency?
2. Is experience important? A learning curve is definitely needed in road safety advertising. If no prior experience, ask: can they be flexible and learn quickly.
3. Are there any account conflicts?, e.g., alcohol.
4. Is location important? Are they too inconvenient?
5. Is it important to have direct access to the creative team and can we get it⁵?
6. What type of people do we want to handle our account?
7. What is the agency's stance on the key problem areas of budgets, research, timing, sticking to the Brief?

Some agencies will argue they are superior because they have a strategist or an account planning function. The responsibility for developing strategy should reside with the Authority and so too the control to ensure the campaign stays on strategy.

3.2.3 The Process of Selecting The Agency

Each agency being considered ought to initially visit the Authority and receive the Communications Brief. In the process it is

important to stress that the Brief cannot be ignored and departures are additional not substitutional.

Initially it may be unwise to ask a large number of agencies to submit creative solutions. They may do it once or twice but eventually they are likely to refuse and for good reasons. In narrowing down the list all that really is required is to ask each agency to:

- present their credentials at their own premises;
- comment on the Communications Brief;
- indicate how they would handle the mass communication task (but not provide creative solutions - this should be limited to the final short listed agencies);
- indicate what they think effective road safety advertising is;
- outline how they actually go about creating effective advertising.

By visiting the agencies and listening to the presentations the Authority's management team can also assess the likely relationship which could develop. Choosing an agency is choosing people to work with. The chemistry cannot be ignored.

If a second selection stage is to be considered then a small number may be asked to submit initial creative solutions. If agencies are to prepare any materials or ideas they should all be given the same instructions and told they can propose a range of approaches but they must recommend one. Furthermore they should be encouraged to submit ideas and approaches rather than pretty pictures or drawings.

3.2.4 Final Evaluation Check List

Creativity and chemistry will no doubt influence the decision between any two or three finalists. However, it is wise to employ a broader check list such as the following:

1. the people, chemistry and quality;
2. stability of the people on the account;
3. impressions on how they handled the task and their willingness to learn about road safety;
4. the creative solution;
5. the strengths and weaknesses of the creative solution;
6. agreement with campaign objectives;
7. willingness to make recommendations and to object to client decisions when agency believes they are incorrect;
8. their credentials in terms of services and creative work on other accounts;
9. degree of satisfaction by other clients;
10. clients lost in last 12 months.

3.3 Making the Relationship Work Well

Generally speaking everyone is keen to make the relationship work well. Agencies ought to be encouraged to initiate rather than just react to requests. Authorities should, however, insist on getting what was promised (people, media, creative etc).

The best way to minimise the potential for any agency client conflict is to control the most likely areas of conflict - over-running budget and sticking to the Communications Brief.

3.3.1 Reminder of Conflict Areas - Cost/Timing

At the outset there is considerable merit in reminding the agency about two key conflict areas - cost and keeping to the Communications Brief. With respect to costs, timing has a big part to play. Costs skyrocket when urgency is involved. Urgency usually emanates because time schedules are not adhered to. Often the culprit is the client, not the agency. Nonetheless, delays by either party invariably result in immovable media deadlines. Timing needs to be monitored and controlled or else decisions will be made because time does not allow a better option to occur, and then timing can become more important than cost. When this happens, be warned, budgets go out of the window. Some seasoned road safety professionals would argue that in the past an agency has deliberately let deadlines slide so as to railroad something through.

3.3.2 Controlling Production Costs

An important ground rule is to stress to the agency that road safety almost never needs exotic locations, full orchestra, expensive talent or a cast of thousands. Road Safety campaigns are not primarily building artificial images. Whilst it may have a persuasive aim, and may attempt behavioural modelling, it is as likely to be as informational orientated as it is to be trying to build images.

Television production costs can prove to be the hardest to control. It is suggested that production budgets be given to the agency for each campaign prior to the development of any creative solutions and such estimates be firm. A contingency of 10%-15% could be kept on hand but not communicated. After all, it would be a shame to throw away an idea because it exceeded the budget by such a small percentage. The key is to restrict this overrun to 10%-15%.

3.3.3 Using Decision Rules To Judge Creativity

Creative people in developing their creative concepts or executions use a variety of decision rules. David Ogilvy made some of them famous many years ago. The advertising literature abounds in such decision-rules and numerous examples have been documented elsewhere⁶. Such decision-rules are not only popular they probably serve a useful function. The danger, however, is that they can stifle creativity and furthermore they are not always correct. For example "keep it simple" and "make the conclusion explicit" are not always the correct or the best rules⁷.

3.3.4 Some Important Guidelines For Judging Creative Approaches for Road Safety

The following guidelines are a distillation of the experience of a number of researchers and practitioners not all of whom agree. There is, however, far more agreement than disagreement.

Linklater's⁸ Five Essential Ingredients:

- 1) the campaign should be addressed to a particular target audience (the target audience should, of course, have been identified to be at a high risk of road trauma).
- 2) the campaign should include a specific, clear message (rather than just the non-specific "drive safely" type of communication).
- 3) the message should be seen as coming from a highly credible source and presenting more than just a one-sided, biased argument.
- 4) the campaign should definitely not use fear, shock, horror or threat tactics.
- 5) the campaign should be based on motivational research. By this, I mean finding out why people behave the way they do before attempting to change their behaviour.

It should be noted that number 4 whilst generally applicable is not always so and this is examined further in the next chapter. Number 5 is a useful reminder that success is dependent upon the existing behaviours and beliefs of the audience. Guidelines should not be seen as inviolable principles since knowledge or wisdom changes with the passage of time.

Freimuth's Guidelines for Effective Public Service Announcements:

Another attempt at generalisation was made by Freimuth⁹ with respect to public service announcements (P.S.A.s). She reminds would be users that they are oversimplified. She provides two sets of guidelines as follows:

In summary, the communication and advertising literature suggests the following guidelines for producing effective PSAs:

'Use humor, entertainment, and drama to attract the audience's attention.

Use high-quality production.

Use redundancy to increase retention.

Use credible sources.

Communicate specific but limited information.

Include concrete action recommendations and visual enactments of the recommended behaviour.

Use more positive appeals as they appear to be more effective than negative ones.

Use two-sided arguments if the audience is likely to be exposed to other counter-arguments.

Use fear appeals carefully, and only when adequate information is available to predict audience reactions.

Use the appropriate channel for the target audience.

Segment the audience based on all available audience data."

In addition to these guidelines, based on a literature review, a study of 58 health PSAs to determine which PSA characteristics predicted audience measures of effectiveness, yielded the following guidelines¹⁰:

"Use only a few actors, not a large crowd scene.

*Repeat the subject in the audio four or more times.
Use an audio slogan.*

Use a presenter, demonstration, or slice of life rather than vignettes.

Use live action.

State the social benefits from performing the healthful behaviour.

Use a straightforward presentation of information.

Use a high or moderate emotional appeal."

Twelve Guiding Principles Suggested by Elliott & Shanahan Research¹¹

1. Respect your audience and look for clues about "class" values and make sure the message and execution don't provide an excuse to dismiss the message.
2. Not only avoid general admonitions but suggest (show) desirable alternative behaviours.
3. Avoid showing any undesirable behaviours.
4. Try to build in modelling or social imitation so that the viewer will want to do the right thing because of the modelling (i.e. use positive images and desirable models).
5. Avoid attempting to motivate by irrelevant appeals. Accidents are not relevant to most people.
6. If behaviours are to be modelled or advocated ensure they are relevant and practical (achievable).
7. Provide an excuse for people to change their minds. Signpost a real change in the environment which can act as an excuse.
8. Build in immediacy by choosing media which reaches people before or in close proximity to the behaviour being advocated.
9. Don't ask for too big a change. A relative change is preferred to no change. To ask for a big change is likely to result in rejection of any change.
10. The key to change is not the advertising but what the advertising is supporting and what other environmental supports are needed, especially personal and social.
11. Consider a range of possible strategies and experiment through creative development research (e.g., a female

presenter in a drink driving commercial).

12. Ask what has been built into the campaign to allow for people's bad memories?

3.4

Beyond Mere Decision Rules - Creative Development Research

Decision rules serve a useful purpose so long as they are questioned occasionally. Their main purpose is to screen out proven problem areas. In the process, some creative approaches which might be sound could be eliminated.

What really matters is the audience and what they do or do not do with and to our messages. The answers to the critical questions can usually not be answered by any decision rules. They require that the approaches be exposed to the target audience. Then and only then can we answer:

- a) will the campaign be noticed? i.e., will it stand out with multiple exposures? Is it capable of irritation?
- b) what are the messages as interpreted by the audience?
- c) what is the personal relevance and consequences of these interpreted messages?
- d) what is the perceived likelihood of compliance and what factors are perceived to hinder and assist such compliance?

To answer these questions it is important to integrate research into the creative development process. When such integration occurs campaigns are more likely to be successful¹².

3.4.1 A Partnership is Required

If creative development research is to be useful, then it must be undertaken by experienced communication researchers (preferably experienced in road safety communication as well as advertising communication). There needs to be a genuine desire by all participants to learn from the research process and to make changes if the findings suggest the need. The creative people in the agency should be made to feel that the research is on their side, rather than as a rod to be used by the client.

The initial Communications Brief should have specified the expectations regarding Creative Development Research and the Authority should have explored any likely tensions in the initial agency selection process.

3.4.2 A Sequential Approach

If the advertising media budget is large and if time is available the creative development research ought to be multi-staged so that it starts with at least three or four initial approaches which are refined, changed and added to or deleted and then researched once again to narrow down the final decision¹³.

3.4.3 A Diagnostic Orientation to Research

If people are to behave in the desired direction then advertising alone is unlikely to succeed (see chapter 1). Advertising's role will be supportive. Accordingly it is critical to diagnose what the audience perceive to be the intended messages and what they are likely to do with these messages. This is the key to creative

development research. 'What' and 'why' questions need to be answered. It will be important to determine if the specific behaviours being advocated are capable of being adopted and how communication can assist this process. Further, such diagnostic research is likely to provide clues to developing non-advertising communication and non-communication activities to support the total campaign.

3.4.4 Who Should Perform the Research?

The sine-qua-non of creative development research is experience and expertise in the area. Many market researchers have little knowledge of the advertising process and, as such, are not likely to be sympathetic to creative people nor be able to diagnose the reactions which matter. Experience in road safety and/or health mass communication development is also highly desirable because it is so easy to be lead astray¹⁴.

Ideally, the creative development research should not be carried out by any advertising agency personnel unless that person has proven capacities in both of the above. Corporate politics can come into play, especially if a creative person resents this process research.

There are, of course, few people who meet the above criteria. They should be sought out and a long-term relationship developed by each Authority with such people. If qualified independent people can't be found or are unavailable then the agency personnel will have to be accepted. In this regard, qualified experienced agency researchers are likely to be much better than market researchers with little or no experience in creative development research.

The advertising agency will usually seek to carry out or have carried out on its behalf (by an independent), research which seeks to assist at various stages of the creative development process. The advertising agency quite correctly argues that what is needed is feedback, exposure, advice, guidance, help and that is best achieved only if the creative team respect the researcher. As part of this argument, the advertising agency is acutely aware of the feelings of the artistic specialists who might resent the intrusion of someone else in the process. Sometimes even a client might be resented.

On the other hand, the Authority (client) may prefer an independent whom they feel is free of the politics and hierarchical power structure of the advertising agency. Clearly, the Authority has to weigh up the Agency's legitimate case against its concern that the research may get ignored, or be misinterpreted. If an outside consultant is to be used it ought to be specified (as already suggested) in the Communications Brief and every effort made to create a dialogue between the outside research consultant and the people inside the advertising agency responsible for the construction of the communication.

3.4.5 In What Form Should Materials Be Exposed?

The basic rationale is that of providing guidance to the creative process. It should be seen less as a test and more as a form of illumination. Accordingly, it is not necessary to develop expensive materials for the research process.

There is a considerable body of experience which suggests that advertising approaches ought to be researched in either a totally finished state or else in as rough a state¹⁵ as possible. The finished state is usually not practical. No Authority can afford to make final advertising, carry out research and re-make it again if needs be.

The most useful means of exposing creative ideas or approaches is by way of a scenario using audio tapes with rough sound tracks with perhaps one visual as a guide. This technique is extremely valuable because it allows the audience to conjure up the details of the advertising. Because different images and messages are interpreted the range of interpretations enables a much deeper understanding of the possible communication paths available.

There is a considerable body of evidence to suggest that audio is capable of generating pictures in people's information processing¹⁶.

3.4.6 Story-Boards Can Be Counter-Productive

For many years advertising agencies have prepared story-boards or video-taped story-boards. These are usually prepared for the client's benefit. They are costly but more importantly they may or may not assist creative development research. Why? Creative people correctly complain when an audience reacts negatively to various elements in the drawn story or video boards. He or she argues that the drawings bear little relationship to the final commercial. The reality is that the audience do respond literally to drawings as if they were final representations of reality.

This is important. On the one hand it can be useful in obtaining reactions which can obviate making errors in the final product. There were numerous examples of this to be found in the "Cronin" drink driving case history¹⁷.

On the other hand, reactions obtained are likely to be misleading unless the artist attempts to truly, and in detail, create the final product. Since this is unlikely to be achievable and is a very expensive process, it is more advisable to use extremely primitive drawings which allow the audience to fill in all the details, including the talent and the settings. Better still, a taped scenario with an audio sound track is likely to prove more heuristic.

3.4.7 How Should it Be Carried Out?

The essence of creative development research is that it is a diagnosis where prospecting or searching is the mode. It is not a test. There is no pass or fail, only a search for strengths and weaknesses. It will be based on what the audience does to or with the messages and images as a result of their existing beliefs, prejudices, behaviours, perceptions etc.

What is required are the methods of a 'search'. The history of successful creative development in Australia and overseas (especially in U.K. and Europe)¹⁸ is related to the use of qualitative non-directive group discussion and individual interviews rather than to quantitative testing techniques which usually use norms as a basis for assessment.

It is a truism (one of these decision rules!) in advertising circles that advertising doesn't have to be liked to be effective.

Normally most advertisers don't set out to irritate audiences and most agencies know that clients generally won't accept advertising which is seemingly likely to irritate the target audience.

In recent years, the evidence from commercial advertising¹⁹ suggests that advertising style per se says something about a brand and as such there is a correlation between liking/disliking an ad and the image held of the brand²⁰.

The difficult nature of road safety advertising demands a knowledge of the viewpoint of the audience. Advertising should not provide the audience with an excuse to avoid or reject the messages. Irritation provides just such an excuse. Irritation may be acceptable for a retailer or a brand but it is, in virtually all circumstances, unacceptable in road safety advertising. This is not to say that some aspects of some ads may arouse some guilt or some degree of annoyance. It means the agency should not go out to offend people as has occurred in some past road safety television advertising.

3.5.1 What Factors Heighten Irritation?

According to a study of 524 prime time television commercials²¹ irritation level is higher when:

- A sensitive product is involved;
- The situation is contrived, phony, unbelievable and/or over dramatized;
- A person is 'put down';
- An important relationship appears threatened. (The portrayal of close relationships is more likely to result in irritation);
- There is a graphic, detailed demonstration of physical discomfort;
- An uncomfortable tension is created by an argument, an activity or an antagonistic character;
- An unattractive or unsympathetic character is portrayed;
- A suggestive scene is included;
- There is poor casting or poor execution.

3.5.2 What Factors Reduce Irritation?

The same study hypothesized that irritation levels can be reduced when:

- Good casting and the star's lines combine to generate believable, sympathetic scenes and characters.
- A positive light, happy mood is created by music and story

line. Overall music and jingles reduce irritation.

- Words and phrases like love, care and wonderful can help establish a positive mood.
- A warm mood is established by the characters and story line. Using children reduces irritation.
- An appropriate, credible spokesperson is used.
- The commercial is perceived as amusing so long as the humour is appreciated and people don't tire of it with repeated exposure.
- The commercial is perceived as informative.

In conclusion, irritation ought to be avoided if at all possible in road safety advertising so that the audience has no excuses. Annoying advertising may be better remembered²² and may stimulate more physiological activity²³ but this does not mean that it will have a positive effect on beliefs or behaviours. Conversely, Authorities should not set out to achieve bland advertising where people will not be irritated because it will be ignored.

3.6

Pre-Testing of 'Final' Alternatives in Rough Form

Creative development research should assist the process of creating effective advertising by providing insights for creative people and the client. This will have helped foster new approaches, modification of others and deletion of some others. In this way a range of alternative concepts will have been carefully considered.

Creative development research is not testing, it is searching. Thus, the end process is sometimes two or even three 'final' approaches which the agency believes all have strengths. In this event, where judgement cannot decide between the final alternatives which have been through the creative developmental research process, then pre-testing is called for.

3.6.1 Pre-Testing is No Substitute for Creative Development Research

On the other hand where an agency initially comes up with two or three or four or more approaches it is recommended that diagnostic creative development research is needed, not pre-testing. If after this diagnostic process, there is no one clear alternative then pre-testing will be needed²⁴.

3.6.2 Pre-Testing The Final Creative Output is Usually Not Necessary

Creative development research should have assisted in the development and refinement of one or more approaches.

Pre-testing a finished television commercial before it goes to air should be largely unnecessary if all the steps suggested thus far have been undertaken (Situation Analysis including existing viewpoint of audience, Communication Brief, creative development research in which a number of options were

developed and researched). A commercial made is a commercial run, and no-one wants to admit that they wasted the money making a commercial which should not be run.

3.6.3 Diagnostic Pre-Evaluation Research is Valuable

Diagnostic pre-testing of a finished commercial is worthwhile if the aim is to establish what the strengths and weaknesses are for other commercials in the series or for future campaigns. In this case such research is often better carried out after or during the exposure of the campaign. This has two benefits. First, it enables the commercial to be considered in the light of real world effects. Second, it enables the Authority to understand how the other elements in the campaign are working and determine if any changes are needed. Such research is essentially diagnostic post-evaluation research and should use the techniques of a 'search' rather than a test since the aim is understanding. The decision is not 'go/nogo' but rather 'what' and 'why' and 'what else' now or next time.

3.6.4 How Should Pre-Testing Be Carried Out?

There is no one universal formula. Indeed, this area is the most hotly debated of all in advertising research. Questions arise as to whether it should be:-

- qualitative or quantitative;
- single or multiple exposure;
- monadic or against alternatives;
- embedded in program or in isolation;
- what variables or criteria are to be used;
- how should they be measured;
- when should measurements be taken;
- how should the material be exposed.

Numerous technical reviews exist²⁵.

Such issues tend to be academic since, in most instances, pre-testing of final alternatives should be unnecessary for an Authority if it adopts the approaches suggested thus far. Indeed, most advertisers in Australia, Europe, and U.K., do not pre-test finished commercials or final rough executions but many do research alternatives via creative development research. Justification for this tactic is usually based on the state of the art. Quantitative pre-testing methods are anything but scientifically reliable or valid²⁶. Qualitative research should also be cautiously evaluated²⁷.

3.6.5 Some Practical Suggestions For the Would-Be Pre-Tester

1. Before deciding to test final alternatives in unfinished form, use a judgemental process to determine how each approach stands in relation to the Communications Brief. This process should involve agency, Authority and the communications researcher who carried out the creative development research.
2. If creative development research has not been undertaken, then these final alternatives should be assessed by qualitative diagnostic research as would be undertaken in creative development research. Why? Because what is needed for a decision is largely insights, not measurements.
3. If pre-testing is to take place then, before any decision is made as to method, decide on what criteria are to be employed in deciding between the final two or three alternatives. Never test any more, if more exist then diagnostic creative development research is needed.
4. Having decided the criteria, the next step is to decide what is needed, measurement or insights, and this will dictate whether it is a qualitative or quantitative methodology.
5. At the same time it is important to decide what variables will be used for each criteria and how they will be investigated (measured or diagnosed).
6. Having made these decisions then decide which methodology will be best for the task at hand.
7. In considering quantitative commercial pre-testing systems it should be remembered that they are primarily designed to measure peripheral behaviour related to brand-switching and not fundamental behaviour modification as Authorities usually have to deal with.
8. Decide whether we are seeking differential effects; i.e., reinforcement by existing compliers, consideration of alternative behaviours by non-compliers, etc.
9. Remember the commercial pre-test will take place in a vacuum. The audience may not be exposed to the vital environmental supports. The mass media advertising is not the key, it is the signpost of the changes needed.
10. The primary task of the advertising is to communicate and it is these aspects which ought to be assessed.
11. Whilst persuasion is a hoped for outcome, persuasion is unlikely to occur because advertising highlights new experiences as a result of other countermeasures or activities.
12. What really matters are the answers to the following questions
 - a) will the campaign be noticed? i.e., will it stand out with multiple exposures? Is it capable of irritation?
 - b) what are the messages as interpreted by the audience?

- c) what is the personal relevance and consequences of these interpreted messages?
- d) what is the perceived likelihood of compliance and what factors are perceived to hinder and assist such compliance?

3.6.6 Qualitative Research is more likely to Aid the Choice Between Alternatives

These criteria have little to do with recall or liking a commercial. Of these four questions (criteria) the only one which demands quantitative measurements is a). The remainder are often difficult to measure quantitatively, and in this circumstance qualitative research procedures are likely to be more useful. Most quantitative commercial testing systems are designed to measure how a commercial performs against other commercials on important brand-switching criteria. Admittedly, they can measure noticeability or attention-getting. Since road safety is a different topic for the audience, it is less likely to get lost in the clutter of advertising. What matters is what people will do with the message.

Beware of small scale testing systems which purport to provide quantitative measures on small samples and diagnostics as well. Such numbers are likely to be misleading and the sampling error enormous. If numbers are important, use large samples, drawn as representatively as possible.

3.7 Getting the Target Audience to Act - Extra Media Supports

It has been consistently stated that mass media alone is likely to achieve little beyond awareness. A campaign is only a campaign if it includes non-media activities as an essential ingredient. In budgeting it was suggested such activities be budgeted for. In implementing it was suggested that personnel be included as an integral aspect. Sponsorship was suggested as a possible means of increasing the budget but it is not recommended as a normal procedure. Beyond sponsorship, free community service time can extend the budget.

The secret to getting free community service exposure is to produce advertising which the media regards as good advertising (i.e. has some entertainment value) and also consulting with the media as to how to achieve the 'best buy'; taking into account paid and free time. This requires special negotiations and is unlikely to be achieved by formalised Government media buying contracts. It is much easier to achieve in the smaller capital cities and in provincial areas because it relies upon personal persuasion with key decision-makers. It should involve the more senior people associated with the campaign from the Authority and the agency along with the senior management of the media.

One certain way of not getting free time is to be arrogant about it, especially to be demanding and/or not to be willing to buy media at the rate the media wish to quote. Free-time should be looked upon as a bonus worth having for which there is likely to be some costs; i.e., the paid media may be at a higher rate or in slightly less preferred time slots. Free time is a gift and it has to be accepted as such and will not normally be exchangeable or negotiable for more favourable time placements.

3.7.1 Non-Media Activities for each Specific Target

In defining target audience objectives it was urged that, as well as the primary target group, other secondary targets be considered who might have a vital role in supporting the campaign or vice versa. Such groups as the following may require special activities to ensure optimal involvement with the campaign:

- The police
- The medical profession and other health professionals
- Teachers/Head-masters
- Parents/School Committees
- Politicians
- Local councils
- Government employees (state/local)
- Community Service organisations
- The News Media
- Specialist organisations such as Bicycle groups, hoteliers, manufacturers, service stations, etc.

Some or all of these influencers and facilitators ought to be reached by specific non-advertising media.

3.7.2 Developing Community Support at the Local Level - Personal Selling

In smaller geographic areas it is possible to gain considerable community involvement to support the programme. Road safety, unlike health, in most States of Australia does not have a regional network of facilitators or expeditors. Where it does, it is urged that community involvement be carefully considered. The N.S.W. Traffic Authority has a system of local safety committees and demonstrated how local people can be involved in an experiment designed to reduce speeds in residential streets²⁸. But it requires organisation.

Not only is there a need to plan how to involve key individuals and organisations, there is a need to prepare materials for their specific use, such as audio-visual kits, pamphlets, films, etc. Two outstanding Australian examples can be found in 'How to Give Every Child Who Rides to School a Safety Helmet' (Queensland Road Safety Council, 1986) and in the South Australian Health Commission (1982) 'Alcohol Education Pack'.

In some instances, specific word-of-mouth influencers might be justifiable; e.g. a team of lay people visiting schools to speak to Headmasters about child safety helmets. A successful use of trained lay people occurred in the now famous North Karelia Health Project²⁹.

Mass Media has limited influence. Interpersonal influences are more powerful and need to be mobilised so that they work for and not against the media messages.

3.7.3 The Range of Non-Media Communication Activities

A large range of activities ought to be considered such as legislation, standards, town planning, engineering, education or training (as distinct from mass communication), enforcement, adjudication, rehabilitation, etc.

Non-media communication activities are often best left to the professionals who deal in such promotional activities, namely sales promotion companies or consultants and public relations companies or consultants.

Every mass media campaign needs support during and after the advertising media campaign. Experience with such activities would lead to the conclusion that successful campaigns require: a) a unique blend of non-advertising communication channels and activities; and, b) such activities will need to be tailored specifically for that campaign.

3.7.4 Getting Into the News

Public Relations (PR) is an excellent means of creating an awareness for the campaign. Via the news media, P.R. can also help educate the public by engineering what information is made available. P.R., in its publicity activities, is able to provide a rationale for the campaign and build up its credibility. In a real sense publicity ought to help change community acceptance or attitudes by establishing the desired climate of opinion. It can do this by *setting the agenda* for the public by suggesting what issues and activities need to be considered.

There are a number of ways of getting into the news via editorial type opportunities. These need careful orchestration if they are to gain maximum impact and minimise any undesirable coverage.

General coverage can be achieved via:

- press releases
- exclusive features
- feature releases.

Specific geographic coverage is more likely to occur with press conferences or press kits where local media are more likely to attend.

In general, opportunities exist across all paid media (TV, Radio, Newspapers/Magazines). Newspapers include national, regional and local. The mechanisms available are stories in news services, items in current affairs programs, talk-back, editorial comment, feature articles, stories etc.

Getting into the News is not easy, especially if an Authority wishes to ensure the news is accurate. It is a commonly held view that PR companies have the expertise to ensure that news coverage for a campaign is achieved. Powell³⁰ challenged this widely held view claiming that more than half the press releases that came his way (as an editor for the Sydney Morning Herald) were 'totally and utterly counter-productive.'

Practical guidance can be obtained by consulting written accounts by experts³¹ on how to write a press release that works the very next day, how to conduct an effective press interview, what to do in the camera interview.

3.8

Films and Leaflets - Road Safety Perennials

Leafllets or brochures also rate a special mention because they appear to be the stock-in-trade for all Authorities. This is perfectly justifiable on economic (low cost) grounds and also in terms of Government's responsibility to provide information³². Leaflets or brochures are important, but too much significance should not be attached to their importance. Part of their perceived level of importance is the demand for such literature. Additionally, Authorities see a functional benefit in being able to provide "the facts" to all who desire them. If printed material is to be used to support the media campaign then its role, value, effectiveness, distribution, readability etc., should all be questioned³³. Its development, like television advertising material, should be rigorous and systematic using qualitative diagnostic research as outlined in 3.7 and 3.9.

Film deserves special attention because it is so costly and so appealing to Authorities because of its longevity and assumed superiority. There is evidence which supports this common-sense view³⁴ but there is also a warning that the method of presentation is as important to retention as is the information being presented. What this means is that careful consideration needs to be given to questions like:

- can it be seen by people at an appropriate time (e.g., near licence time)?
- can it be used with a reinforcing questionnaire straight after viewing?
- can it be discussed in small groups straight after viewing?
- what effects will peer group influences at the time of screening have on communication?

In the case of teenage drink driving some progress³⁵ was made by using only a short duration film (3-1/2 minutes) which probably would not have been achieved with the normal longer film (10-20 minutes).

If film is to be used to reach teenagers in particular, and it is expensive, then the approach adopted by the Scottish Health Education Group³⁶ is recommended; viz.,

- situation analysis
- parent/teacher interviews - small scale
- teenage discussions - large scale
- an advisory group who take control, meeting regularly with producer and director exchanging information and discussing the various stages from draft script to final films.

Additionally, techniques of modelling and behaviour modification should be built in³⁷.

Audience activation is vital. Advertising alone is unlikely to achieve it and, even if it could, what happens when the advertising ceases?

In developing activities it is worthwhile considering that road-users have a strong, somewhat generalised, tendency to imitate other road users³⁸. Self-identifying devices³⁹ - (e.g., bumper stickers) can have a powerful influence since even temporary compliance (new behaviours) is likely to bring about opinion changes and even behaviour changes. Behaviour change expressed in public is also likely to be more lasting than private behaviour. The same applies to opinions. Thus, those activities which encourage self-identification are likely to enhance a commitment to a new behaviour whilst at the same time functioning as a positive model for other road users.

When activities are co-ordinated (media and non-media), it produces a synergistic effect which far outweighs the effect of single activities in isolation. Woodside⁴⁰ calls this the 'second law of marketing' (the first law is to 'identify your target customer and learn how the customer will respond to your marketing activities'). The secret is to plan ahead to achieve a synergistic effect.

Most marketers feel the need to go beyond mere media advertising to induce sales. They resort to sales promotion. The word advertising derives from 'advertere' (to turn towards) whereas promotion comes from 'promovere' (move forward or advance). Sales promotion clinches the sale by moving people to action. Authorities, like commercial advertisers⁴¹, need some forms of support to bring about action.

Summary of Chapter 3 - Organisation and Development of Campaign Materials

A mass media campaign will require an Authority to prepare and organise for it. In particular, the Authority will need to decide on who will manage and co-ordinate it.

Mass media campaigns if they are to be successful require strategists (thinkers) and implementers (doers).

Advertising agencies are usually required to develop campaign materials and considerable care is required in selecting the best agency for the Authority.

Having chosen the advertising agency there is a need to pre-empt possible conflict areas (four of which consistently emerge).

The creative output has to be judged or evaluated by the Authority in terms of a range of criteria not the least of which is consonance with the Communications Brief. Numerous guidelines for judging creative output exist.

A key critical judgement is the viewpoint of the target audience and the focus should be on what they do with our intended messages.

Successful campaigns require a partnership between the advertising agency creative people and creative development researchers. The focus needs to be on providing insights and guidance, rather than testing or judging.

Research for creative development should be carried out by experienced communication researchers whom both client and agency feel comfortable and confident about.

Creative executions should be researched in rough form using audio taped scenarios and sound tracks rather than visual storyboards.

Because the audience are usually pre-disposed not to comply with our messages we should not give them an excuse by irritating them.

Pre-testing of final alternatives in rough form may be necessary but such testing also needs to focus on diagnostics and insights, and usually qualitative research will be more useful than quantitative.

Mass media campaigns require non media supports if they are to maximise their impact.

The aim of non media supports is audience activation. A number of supports are discussed including P.R.

Finally the notion of getting people to publicly identify they have changed is discussed.

Controlling The Campaign

4.1 What Can Go Wrong?

If all goes entirely to plan it is likely to be an exception. Sometimes it happens. Usually, something will go out of control. Any aspect of the campaign process can go off the rails. Experience shows that the most likely problems are:

relevance -	not on brief
quality -	poor concept or execution
cost -	over budget
timing -	behind schedule
ethics -	ignore standards or self regulation

4.2 Staying Within the Communications Brief

Meeting the Communications Brief will involve decisions as to cost, timing and creativity (message/execution). A lot of effort goes into the preparation of the Communications Brief. It is the blueprint guiding the campaign development and the standard by which the creative effort will be judged. It is there to ensure disciplined creativity, not to be ignored. It is an unequivocal guide for the direction of the campaign based upon a painstaking analysis of the situation and the role of the proposed campaign.

The Communications Brief should allow for and encourage creative freedom, but not artistic licence. The Brief should be largely inviolate and altered only under exceptional circumstances, viz., where later creative development research strongly suggests a need to do so.

Experience consistently reveals that straying from the Brief is a common-place phenomenon because of creative licence. It may or may not be justifiable. It certainly ought to be justified and only accepted if a water-tight case exists.

Beware of justifications based upon costs, or opportunities (e.g., the availability of a specific presenter). Time, cost, talent factors are not a sufficient reason for departing from the Brief. Unfortunately, timing or cost considerations may force departures from the Brief. Where this situation occurs, the Authority and Agency have not been controlling or managing the campaign as well as they ought to have done.

4.3

Meeting the Timing Constraints

In most instances, a campaign will be prepared in accordance with strict timing constraints. Campaigns are usually, but not always, designed to be aired at specific times of the year.

Given that the timing of the campaign is relatively immovable, it is vital to control the timing of the campaign development including all its aspects, media and non-media.

Experienced Authorities and commercial advertisers will attest to the fact that if time is not managed carefully two undesirable consequences inevitably arise.

First, decisions as to the creative messages and executions are narrowed down because there is no time for further options.

Second, timing can influence the costs of the campaign. When the on-air deadline is looming and the commercial has to be produced, costs sky-rocket. Forget the budget, the deadline is the vital ingredient and costs are secondary. Again, a tight deadline creates pressure on the production process narrowing down the options usually leaving only the more expensive.

4.4

Controlling Television Production Costs

One element very likely to get out of control will be television production costs and, to a much lesser degree, print production costs. The Australian Association of National Advertisers (A.A.N.A.) has prepared several useful guides on this matter e.g;

- "How to control your TV Production Costs." (1982)
- "How to improve efficiency and save money in Print Productions and Buying." (1981)

Since each road safety Authority will have prepared a budget for the campaign, make it clear to the Agency from the outset what the production component is and remind them there is no more. Allow a contingency (say 15%) but do not tell the agency. It is there to protect the Authority when the inevitable happens. Television production costs virtually always exceed budget. Indicate to the Agency in writing that where actual costs exceed budget the agency will be responsible for the cost (within a reasonable margin - e.g., 10%) and ideally include this constraint in the Communications Brief.

When preparing creative concepts and/or executional ideas the budget has to be kept in mind.

When dealing with many suppliers quotations are firm and binding. Not so with television production companies. Their quotations are estimates. They are invariably lower than actual costs.

Obtaining quotations/estimates is of no real value unless they include detailed breakdowns (item by item) indicating estimated costs, including mark up. As the A.A.N.A. correctly points out, "the breakdown becomes the breakthrough which places the

advertiser in control of his own production expenditure!"¹

Before the Agency obtains quotations for production it is wise to have a discussion with the Agency production personnel about the major cost categories which will influence the estimate. In this way, the production person can inform the Authority of the alternatives and the costs. Further, it means that production companies are quoting on a similar basis. The six areas worthy of discussion at this pre-quotation stage are sets, locations, crew, director, talent and music.

This meeting will not only enable cost considerations to be narrowed down and made more firm; it will also lay some preliminary ground rules for details in the production of the commercial including how to control the producers and directors.

Of the six areas for discussion, the two areas most likely to substantially influence cost will be 'director' and 'talent'.

Talent is very important and it is vital to determine such matters as:- the need to use actors versus non-actors; known personalities versus unknown, and how many are absolutely necessary. Such issues as contractual periods also need to be discussed.

The most delicate area is likely to concern the television Director. It is up to the production manager in the agency to choose the Director and he will have his or her own favourites. This is understandable, but high-priced "star" directors can add substantially to the cost. The Authority has every right to expect that the agency will be willing to work with the director and production house which produces the most acceptable quote. It is imperative to make it clear to the agency that the Authority expects that the agency needs to consider a number of possible directors, not just one.

4.5 Controlling the TV Director

By the time a television commercial is almost ready for production a lot of effort has been expended in getting it right: - the messages, the situation, the environment, etc.

Along comes the film/TV director. And here resides a potential area of conflict. The director's role is to take the idea of the television commercial or film and, improve on it and settle on the best way to execute it. Ideally, the director adds feeling to the original script. Any changes should be improvements, not just changes for the sake of being different.

The film director will be responsible for the performance of the talent and, as such, needs room to move to influence the overall style of the commercial, but only in so far as he/she enhances the initial intention of the campaign.

Small details matter because they can become an excuse for an unwilling audience to reject the Authority's messages. Attention to details of location/setting, characters/talent are vital. The Authority should convene a joint meeting with the chosen TV producer/production company, the advertising agency (production manager and client service personnel) and

Authority to discuss every single detail, frame by frame, before any production commences.

Additionally, at the 'shoot' someone from the Authority should be present who is knowledgeable about the target audience and has some authority to make decisions. Ensure the director is informed in advance that the Authority's advisor will be present and, via the advertising agency, may make some suggestions.

4.6 Protecting the Authority From Talent Fee Problems

In most instances the talent fee will only present a problem when professional actors or presenters are to be used. In reality, negotiations have to take place with agents and not directly with talent. This is regrettable but unavoidable. Talent can often be most amenable to the cause but agents may have a different perspective.

Talent fees can sometimes be by far the greatest cost of the campaign (outside of media). It is important, therefore, to negotiate wisely. Usually, the Agency will be involved and should represent the Authority by trying to get the best deal possible. The problems which arise are not simply due to money but often to philosophical differences and a lack of understanding of the constraints of Authorities and the nature of road safety campaigns.

The agent, acting on behalf of the talent, generally sees the campaign from a short-term perspective (6-12 months). His/her only interest is for paid media exposure. By contrast, road safety campaigns are frequently needed for longer periods. They are needed for further reinforcement using paid exposure from time to time. Additionally, and most happily, commercials may be of high interest to television channels/radio stations for use as community service exposure. The agent is unlikely to be interested in free time or other non-paid uses of the campaign. It is critical to ensure:

- (i) the greatest length of time possible be negotiated;
- (ii) non-paid media use be included for the same period if possible, a longer period;
- (iii) **a willingness to pay more in the early period (e.g., year 1) for a lower fee for subsequent periods (years 2 & 3).**

The main protection required for the Authority is against use of the campaign beyond the contractual period. This cannot always be controlled and if it does happen can legally require the Authority to pay substantial talent fees.

If the contract insists that new fee negotiations must occur at the completion of the contract period (even for non-paid media use), then the Authority must take action to protect itself from use beyond its control².

Did We Get the Media Buy We Paid For?

Another important area of control will be media. Control needs to be exerted, largely by the advertising agency, to ensure that the Authority gets what it pays for and what is promised in unpaid time.

It is the agency's responsibility to monitor media performance and to provide the Authority with written documentation as to the:

- Number of paid spots per campaign per week;
- Number of Community Service Announcements per week;
- The number of people reached and how often (reach & frequency) each week;
- Number of spots not appearing as booked;
- Number of make-goods negotiated and the nature of make-goods.

Choosing and Controlling Outside Consultants

In some instances an Authority may find it necessary for want of manpower to hire outside people because internal talents don't exist or are already fully utilised. Before deciding upon using an outside person or company, an Authority should ensure they are needed. Avoid using an outside consultant as a status symbol, or to back up an unpopular decision, or as a political weapon to bring about changes some senior official personally desires.

Choose a person not a Company. Usually there is a particular person who the Authority has in mind because of prior experience, expertise, etc. Beware of giving business to his or her company in the hope of getting the particular person. Insist on the desired nominated person if dealing with a company.

Previous experience with similar PR or communication or research issues should be the first consideration when searching for a consultant. Experience in the same field is preferable but not essential. Ask for names of previous clients you can phone for reports on their work. Most importantly, contact other organisations like your own. It will be necessary on occasions to employ a company, e.g., PR or Research. When this is necessary, carefully determine what are you seeking³.

Each Authority will have its own procurement procedures. It may not always be necessary to obtain competitive proposals but it is wise to insist on a written proposal and a set of desirable inclusions should be specified in advance⁴.

Once the consultant is chosen and the terms of contract agreed upon, it is advisable to monitor progress by regular contact (telephone and in person) and with brief written progress reports.

Controlling Non-Advertising Activities

Control depends upon a desire to monitor progress as well as a means of obtaining feedback with respect to progress. If the campaign is to be effective it should involve a number of the non-advertising activities. Just as advertising can get out of control with respect to time, cost, content, etc., so too can all the other activities which rely on people outside of the Authority's own staff.

Each Authority will need to develop some means of gaining feed-back before, during and after the campaign for each activity considered to be part of the total campaign. One or two personnel within the Authority will need to have the responsibility of being in touch at all times. This enables appropriate actions to be taken when matters seem to be deviating from the intended plan. It is of little value to act after the campaign has run its course. The time to act is early - as soon as possible when matters are not according to plan. To do this, feedback mechanisms must be established right from the very start. They do not need to be complicated, but they do need to be instituted.

As part of the final evaluation, the agency and any outside consultants should be asked to prepare a comprehensive written report which can be used to guide future efforts.

The general rule is that some aspect of any road safety programme is likely to get out of control sometime. This includes the mass media campaign and the other non-media activities.

Straying from the Communications Brief is likely to be a common source of concern. Straying reflects a lack of control and is to be avoided unless specific justification can be provided.

Timing constraints are the norm for most campaigns. Where time delays occur the inevitable result is a narrowing down of options and an increase in costs.

Television production costs are very likely to get out of control. Three quotations are recommended along with a statement in the Communications Brief that the agency is responsible for costs in excess of quotations.

Controlling production costs (print or TV) is vital and one way to achieve it is to demand cost breakdowns and a discussion pre-quotation stage of sets, locations, crew, director, talent and music.

The television director presents a new area for control. Since he/she is supposed to add values to production it is vital to ensure such changes are not counter-productive.

Since Authorities often wish to use material on and off over a number of years it is important to carefully negotiate talent fees taking into account unpaid time and uses over a period of time.

Media expenditure is the greatest expense area and Authorities should ensure agencies monitor the situation to establish we got what we paid for.

Control also needs to be exercised over outside consultants and suppliers.

Finally, monitoring implementation of the total programme has to be planned for.

Evaluating The Campaign

5.1 Is Evaluation Important or Necessary?

Mass media campaigns for road safety Authorities involve the use of taxpayers' monies. In most instances, the amounts of money are not inconsequential. Public servants are just as accountable for their expenditures as commercial advertisers, if not more so.

Scientific evaluation is a relatively modern phenomenon which stems from the fact that with respect to public monies, demand far exceeds supply, and also, by the recent growth in public accountability¹.

The need to exercise public responsibility with respect to 'why', 'what', 'how', and 'how much' decisions is important. The public service will always remain accountable. But evaluation of campaigns can be justified on other, equally important, grounds².

5.1.1 The True Value of Evaluation

It is the knowledge as to what was or was not achieved and hopefully 'why' which provides the very best foundation for greater success in the future.

Learning from experience is the best teacher. Learning from failure is extremely productive. Without evaluation there is likely to be a failure to learn, a re-invention of the wheel, and a wastage of scarce resources.

Evaluation provides clues as to what works and what doesn't, what can and can't be achieved. Evaluation is not only about the past, it is an integral platform for improvements in the future.

Post-exposure evaluation should therefore not only indicate 'what' has been achieved and 'how' or 'why', but equally importantly it should provide sound guidance to answer the question 'what do we do next'?

Knowing what has been achieved is important for accountability but knowing 'how' and 'why' can help make future activity more effective by learning from the current experience. However, such a goal can only be achieved if the evaluation procedures include diagnostic techniques. The aim of knowing how and why what has been achieved is to help answer whether and how it could be more effective and what to do when the circumstances change.

5.1.2 Evaluation is Not Always Welcomed

Given the pre-existing beliefs in the community and amongst administrators, about the power of the mass media, information to the contrary is not terribly welcomed, especially if a particular campaign cannot be demonstrated to be successful. No decision-maker (commercial or non-commercial) wishes to hear bad news. Not only is evaluation expensive it is bothersome and risky (i.e. budgets can be cut if results are poor)³. Furthermore, in many evaluation studies, especially scientific evaluations, the probability of a decision "no effect" is quite high⁴. Thus, if it is so hard to demonstrate any positive effects why bother at all. The likelihood of a "no effect" result is quite high if the rules of scientific experimentation are to be rigidly adhered to. The solution to the dilemma is to find alternative evaluation methods, not to avoid evaluation.

Evaluations which show little effect or even negative (unintended) consequences⁵ are never welcome. But they are important. In an earlier review of documented road safety mass media campaigns, Elliott & Shanahan Research⁶ were able to cite 14 successful Australian campaigns and 22 successful overseas campaigns. Only three documented unsuccessful Australian campaigns could be found. That speaks for itself. Failure, for even the very best of reasons, is kept private. Given the above analysis the reader could be forgiven for concluding that most road safety campaigns are effective. Not so, as any reviews of the field⁷ reveal. Clearly, not all of the so-called successful campaigns reviewed by Elliott & Shanahan Research would meet the requirements some evaluators would deem as necessary, certainly not scientific scrutiny. Most were not evaluated.

Evaluations which fail to show any positive effects or which show unintended effects should be documented. Learning from failure is just as valid as learning from success.

To know that a campaign worked is *interesting*. To know that it worked profitably (cost vs benefit) is *valuable*. But to know HOW it worked is *invaluable*, because it is knowledge you can put to use⁸.

5.2

Another Dilemma: Cost versus Conclusiveness

Researchers in road safety are acutely aware of the cost of carrying out controlled experiments. Yet in theory, only by controlled scientific experiments is it possible to conclusively demonstrate with any degree of certainty that a campaign had a specified measurable impact or effect.

The dilemma is extremely important. On the one hand if as many factors as possible are not controlled for, then any measurable results cannot be attributed to the total campaign. They could have been a result of other influences. In order to carry out controlled scientific evaluation relatively high evaluation costs are usually involved.

5.2.1 Scientific Experiments Are Rarely Conclusive

Even when a thorough scientific experiment can be justified on cost grounds and implemented carefully the odds against finding

any positive effects for a campaign are enormous⁹. Social science literature is replete with studies which when carried out in real world circumstances are not able to duplicate what experimental findings have demonstrated in a controlled environment.

Given the evidence to date as to what mass media campaigns can hope to achieve (chapter 1) then it comes as no surprise that the number of scientific studies which demonstrate measurable effects from a particular mass media campaign can be counted on one hand. However, if the mass media campaign is part of a total behaviour change strategy (e.g. legislation enforcement education etc) then a larger change can be expected. However, the evaluation will not be able to isolate the effects of the mass media campaign alone. Rather, the evaluation will be total programme evaluation.

5.2.2 Scientific Campaign Evaluation is Rare in The Advertising World

Scientific evaluation is hardly ever carried out in the marketing advertising world¹⁰ because of the costs, the difficulty in isolating advertising's impact and the likelihood of not being able to find measurable effect. All three reasons are inter-related and apply when it comes to road safety campaigns. The reality is that scientific evaluation of road safety campaigns is also rare¹¹.

5.2.3 Pre-Experimental Designs Are More Common

Despite protestations regarding their lack of scientific rigour, the great volume of research on mass media advertising campaign effects uses pre-experimental designs. This applies to advertising campaigns in general, and social marketing campaigns (e.g. road safety) as well. Scientists often strongly argue against such designs (usually before and after with no control group, or after measures only with a control and experimental group).

The O.E.C.D.¹² scientific expert group admit to the need to use pre-experimental designs:

"The problems of interpreting the results of pre-experimental designs are of such magnitude that such designs should be avoided whenever possible. However, there are circumstances when such designs cannot be avoided; for example, when a summative evaluation has to be carried out for a programme which is to be introduced on a nation-wide basis. In such a case control groups cannot be used and a design must be used wherein the relevant tests are repeatedly applied both before and after the introduction of the programme. This is only useful however, if it can be assumed that the treatment will have an immediate effect." (O.E.C.D. 1986, p.23).

5.3 Formative Evaluation versus Summative Outcome Evaluation

Ideally any campaign will use research as a tool in a variety of stages:

- evaluating the opportunities and barriers (formative research);
- assessing likely creative or message strategies (process

research);

- assessing the strengths and weaknesses of a particular execution (pre-testing);
- outcome evaluation to determine campaign effects;
- after it has been exposed (summative evaluation).

The ideal, however, rarely ever occurs for a variety of reasons not the least of which is 'the cost' of such a programme. Normally there are severe limitations to the funds available for evaluation. Commercial advertisers, at least in Australia and Europe, believe that it is better to use scarce resources (money for research) in optimising the basic strategy, getting the alternative message strategies right, and checking the executions, than devoting all or most of the research funds in establishing whether it did or didn't work.

In essence, evaluation research can occur early (formative and process research) and later (summative) outcome. If research is carried out to minimise a costly mistake then an emphasis on formative and process research minimises the mistakes in the campaign being devised. Summative/outcome evaluation minimises the cost of mistakes in subsequent campaigns, but not the one being conducted.

Evaluation research from the point of view of road safety decision makers and researchers usually involves an assessment in terms of "did it work?" Ultimately, continued funding is often based on this criteria and it cannot be discounted. However, while such a question needs to be answered, the evaluation programme ought to answer all of the following questions:

- did it work?
- how could it have been done better this time?
- how can it be done better next time?
- what has been learned which can be generalised beyond the specific campaign?
- what lessons or techniques are worthy of perpetuating?
- what mistakes are to be avoided?
- what blind alleys exist?

The choice is not simple: limited funds can either be used to maximise the likelihood of success or to prove success, or otherwise. If funds are available then both are desirable. If not then judgements need to be made on a case-by-case basis.

All too often decisions about whether or not to evaluate and when are made too late, even as an after-thought¹³.

Proper evaluation at any stage (formative process or summative) requires a considerable degree of co-operation between the planners and implementers and the researchers/scientists.

The choice is simple because common-sense, and the experience of most advertisers, favours the first option. What needs to be done, and how it is to be carried out, should be determined at this early stage. Why? Because evaluation if it is to be worthwhile requires a dialogue between the campaign manager and the researchers. This dialogue will ensure both parties agree in advance on an acceptable reasonable approach. Both parties need to be informed of each others needs. For example, the campaign implementers value flexibility but researchers will argue that too much change will work against valid evaluation.

As a minimum requirement any attempt at measurement of campaign effects will require measures before and after a campaign. This necessitates planning early, not once the creative materials are ready to be used.

5.4.1 Deciding if The Campaign was Successful

Success is all too often in the eyes of the beholders. The mass campaign "looked terrific", "everyone talks about it", even "won an award".

Criteria for success should be spelled out in the initial campaign objectives. In this process it is important to recognise the **limited role of the mass media campaign**. It is a communication process and its objectives and assessment ought to focus on this role.

Using road crashes as the only criterion can be dangerous. Accidents/crashes are comparatively rare events and they can also vary up to 5%-80% for any given Australian State from one year to the next¹⁴. In the smaller states there are insufficient numbers for reliability, and accident data usually takes a long time to be processed.

At the other extreme campaign awareness is also not by itself an appropriate measure of campaign effects. It is only a partial measure reflecting primarily how effective the media budget and selected media vehicles were in being noticed in some way. Using a range of measures is the solution to this problem. Such measures should include communication measures (knowledge, beliefs, behaviour etc), and where practical, behavioural measures such as seatbelt wearing, speeds etc.

With limited budgets the choice has to be between rigour or relevance. Relevance is likely to occur if a range of measurements and techniques is considered. But a range can also help provide more accuracy because multiple measures do not share the same source of error. The range of measures does not all

have to be quantitative. Qualitative and naturalistic inquiry techniques also have a legitimate role to play, especially with respect to finding out 'what actually happened'.

The use of a variety of measures (qualitative and quantitative) won't increase the statistical level of confidence in the evaluation measures but it will increase both the relevance and qualitative confidence of the evaluation.

- an analysis of accident statistics;
- survey of relevant road users to measure communication effects;
- qualitative study of what people did with our messages and why;
- observation study of relevant road use behaviour if applicable (e.g. helmet use, seat belt use);
- road-side surveys with or without observation.

5.6 The Reason For Evaluation is to Do it Better Next Time

Evaluation research, as designed from the scientific point of view, seeks to answer the question 'did it work'? But this only matters if at the same time information as to 'how' and 'why' can be obtained. Scientific experiments are the theoretical ideal way to find out if it worked but they usually shed very little light on the equally fundamental questions of 'how' and 'why'.

The basic rationale for evaluation is largely lost if 'how' and 'why' questions cannot be answered. The *reason for evaluation* is not scientific excellence or professional integrity. It ought to be to maximise the quantity and quality of useful information in order to minimise the risk of implementing inappropriate campaigns in the future. If sophisticated designs are to be considered, then they should not only provide answers to 'what' was achieved, but also 'how' or 'why'.

5.7 Answering the 'How' and "Why" Questions

The questions are best answered by the methodology of a 'search' rather than a 'test'. The work question of 'did it work' is best answered by the method of a 'test' by enumeration.

Given the existing state of knowledge of how mass media works (see chapter 1) the predicted answer from scientific evaluation studies is likely to be 'no behaviour change' was found. This could have been predicted without the study. It would be far more instructive to find out what people did without messages. The audience isn't passive or compliant. Campaigns, to have any chance of success, require audiences to deal with our messages. Understanding how they deal with them surely holds the key to successful strategies.

Knowing what was achieved is important, but knowing how and why (i.e. what actually happened) is also vitally important if evaluation is to be used to its fullest and provide insights for development of future campaign approaches and activities.

Diagnosis is different from evaluation of effect. It is much deeper and needs to be a more multi-faceted process than the evaluation of effect. It generally involves open-ended relatively unstructured qualitative research along with quantitative survey observation research (e.g. counting the level of compliance etc.).

The quantitative survey (which could be observational, etc.) attempts to quantify behaviours, beliefs, knowledge, awareness, etc., so as to reasonably accurately monitor trends. Qualitative studies attempt to dig deeper, to develop hypotheses (which may later be quantified) and to develop linkages between observed or self-reported measurements of behavioural /attitudinal shifts and elements of the total campaign (including advertising and executional elements in the advertising).

5.7.1 In Conclusion: Attempt To Find Out What was Achieved How and Why

The recommendation of this volume is that when it comes to outcome evaluation it will be most valuable if research is carried out which measures any changes and which attempts to diagnose how and why such effects were or were not achieved. In so doing the real value of evaluation will be achieved, viz., we can learn how to do it more effectively next time because there nearly always is a need for a next time!

5.8 The Second Last Stage - A Complete Audit

Evaluating the campaign effects is not the only type of evaluation which needs to be carried out. If lessons are to be learned and heeded, then evaluation needs to include an analysis of key elements in the campaign as a total and evaluation of the agency including the agency/client or client/agency relationship.

What is recommended is an **audit**. It must necessarily be largely subjective but it can serve to avoid the perpetuation of seemingly less effective elements and/or provide guidance for improvement in future activities.

The audit ought to embrace every aspect of the campaign:

- | | |
|--|-----------------------------|
| <ul style="list-style-type: none">the situation analysisthe communication brief | formative evaluation |
| <ul style="list-style-type: none">the campaign development processthe implementation of the campaign | process evaluation |
| <ul style="list-style-type: none">the media, including media planning, media scheduling, media buying and the achievement of the media objectivesnon-media communication activities | outcome evaluation |
- timing consideration

- non-communication activities
- the budget
- **agency selection criteria and procedures**
- **agency performance in terms of expectations versus actual**
- client (Authority) organisation.

5.9

Documentation: The Last Step in the Campaign - The First Step For the Next Campaign

Why do we undertake evaluation? To learn and to pass on or implement the learning in the future. To maximise the likelihood of benefiting from the campaign there is great value in documenting it as case history, even if it remains an internal document¹⁵.

What matters is that the campaign be documented in writing, be comprehensive, be analytical, and provide suggestions or recommendations. This means either a short analytical report with many appendices¹⁶, or else it is a detailed account of what actually happened. Either way, it is vital to make judgements with respect to each aspect in terms of what was done, why, and what should be done next time around.

When the learning experience is available to be shared by developers of future campaigns then the evaluation in all probability will fulfil its most important function. It acts as the guiding document in the preparation of the next Situation Analysis which is where this summary volume began by learning from past experience.

Evaluation of campaigns is required as a matter of public accountability but evaluation is critical to future progress. If past mistakes are to be avoided and more effective campaigns developed then evaluation will be paramount, especially if circumstances are changing.

Learning the truth is not always welcome. Subjective evaluations of campaigns can be at odds with more objective outcome assessment. The primary rationale for outcome evaluation ought to be to find out not only if it worked but how it worked so that the knowledge can be put to use.

Outcome evaluation (summative) is costly, difficult and may be inconclusive. Scientific or quasi-scientific experiments are usually not practical or affordable and this applies equally to road safety or product advertising.

In limited budget situations both summative outcome research and formative, or process evaluation may not be affordable. It is better to minimise the likelihood of failure as early as possible (formative/process evaluation) than wait until the campaign has run its course and then attempt to find out how successful it was.

Unless specifically planned for, evaluation is unlikely to be properly carried out. At the commencement of a campaign all stages of evaluative research need to be specified and agreed to including criteria of assessment. All stages of evaluation rely on co-operation between all parties to the campaign.

The focus for outcome evaluation ought to be relevance. Criteria of success should not only be accident reduction or of campaign awareness. Not only is it necessary to determine what effects, if any, were achieved but why and how. The focus needs to be on an understanding of what and how the effects were achieved.

A complete audit is recommended reviewing all aspects of the campaign including the role of research (situation analysis etc) the brief, the campaign development, media decisions, agency/client relationship etc and Authority organisation.

The last step is a documentation of the total campaign so as to provide a record of the learning experience. This will serve to ensure the next campaign learns from past experience and this is built into the Situation Analysis and so the process moves on to an ever continuing but increasingly effective outcome.

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