

Regional Restraints Evaluation

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Foreword

This report is the process evaluation for the road safety campaign run by the Bay of Plenty Regional Council. This report describes the process by which the campaign was delivered and evaluates that process.

Contents

| | |
|---|----|
| Foreword | i |
| Chapter 1: Introduction | 1 |
| Chapter 2: Background | 3 |
| 2.1 Funding Framework | 3 |
| 2.2 Road Safety Issues | 4 |
| Chapter 3: The Campaign | 5 |
| 3.1 Planning and Preparation | 5 |
| 3.2 Promotion and Education | 7 |
| 3.3 Enforcement | 9 |
| 3.4 Post Survey | 9 |
| Chapter 4: Budget | 11 |
| Chapter 5: Conclusions | 13 |
| Chapter 6: Photo Journal | 15 |
| Appendices | 21 |
| <i>Appendix 1 – Transit Act (1987) S42F</i> | 23 |

Chapter 1: Introduction

The Regional Restraints project was designed as a social marketing campaign aimed at increasing the wearing rates of adult rear seat passengers in the Bay of Plenty region in 2002. The campaign was developed in response to poor rates of compliance by Bay of Plenty rear seat passengers. Project Manager for this campaign was Mike Seabourne of Environment Bay of Plenty.

On the whole the campaign was a successful example of the partnerships that have developed between the road safety partners in the Bay of Plenty. The possible difficulties and problems that a 'first' campaign may create were successfully avoided due to the 100% cooperation and participation from the road safety coordinator and the ACC injury prevention officers. It was this attitude that ensured the campaign's successful delivery.

Chapter 2: Background

2.1 Funding Framework

Environment Bay of Plenty is committed to addressing road safety issues in the Bay of Plenty region. In previous years the council has been unable to commit staff to large-scale projects but now are resourced appropriately to respond to these needs. The responsibilities and funding available to Environment Bay of Plenty is described below.

Transit NZ Act 1989

This project is one of two projects delivered by Environment Bay of Plenty as part of its regional programme. Environment Bay of Plenty may prepare a regional programme under the Transit NZ Act 1989¹. This act enables regional councils to apply for funding for safety (administration) outputs.

Community Road Safety Programme (CRSP)

Environment Bay of Plenty's road safety responsibilities in 2002 were directed by the objectives and goals of the 2002, CRSP. The regional restraints campaign was planned and undertaken while the CRSP was under review and the review clearly defined community development as the philosophy underpinning the CRSP before and after the review. The review also recognised that small-localised social marketing campaigns would qualify in supporting community development. However the review recommends that an advertising framework would more appropriately cover larger scale regional advertising campaigns. This concept of social marketing was the bases of the Regional Restraints campaign.

Regional Land Transport Strategy (RLTS)

As a result of the increased resources allocated to road safety by Environment Bay of Plenty, council felt able to address these issues more comprehensively and a reflection of this is found in Councils RLTS.

RLTS dedicates Chapter 6 to safety, demonstrating the region's ownership of the issue. Environment Bay of Plenty has set targets for regional road safety activities in an attempt to reflect the direction of central governments Road Safety Strategy 2010 and the CRSP Review.

Comments: This was the first road safety campaign I had been involved in and it illustrated to me the multitude of issues surrounding the development of a social marketing campaign. Particularly difficult was ascertaining the funding framework and responsibilities Environment Bay of Plenty possess in order to conduct road safety

¹ [Transit NZ Act 1989, s42F, see appendix 1]

campaigns. It was an interesting learning curve made easier by the attitude and experience of the people I had to work with e.g. the regional restraints working group.

2.2 Road Safety Issues

The 1996 – 2000 ‘Road Safety Issues’ report for the Bay of Plenty highlighted ‘poor observation’, ‘drink driving’, ‘speeding’ and ‘not using seatbelts’, as being of concern for the region. Staff held initial discussions with staff from both ACC and the region’s territorial authorities and reached agreement at an officer level, over conducting a regional restraints campaign in 2002/2003.

Within the western Bay of Plenty sub-region, eastern Bay of Plenty sub-region and the Rotorua sub-region, there was a need to promote the wearing of rear safety belts in 2001-2002. This was supported by the statistics that show that these areas were over represented in terms of non-compliance.

“Safety belt use in the rear seat for the Bay of Plenty dropped to 53% (see Table 1) and is below the national average. Nationally, use of safety belts by rear seat adults had fallen from a high of 76% in 2000 to 70% in 2001; closer to the 1999 rate of 67%”.²

Table 1: Rear Adult Safety Belt Wearing Rates by Region (2001)

| Region | Wearing rate | Change since 2000 |
|-------------------------------|--------------|-------------------|
| Northland | 72% | - 15% * |
| Auckland Region | 84% | - 1% |
| Waikato | 80% | + 2% |
| Bay of Plenty | 53% | - 13% * |
| * = Statistically significant | | |

² Road Safety Issues Report, 2001, LTSA.

Chapter 3: The Campaign

3.1 Planning and Preparation

Planning began for the Regional Restraints Campaign in July 2002 and the road safety partners in the Bay of Plenty formed a Regional Restraints working group that led the design, development and delivery of this campaign. The group are as follows:

| | |
|-------------------------|--|
| Garry Maloney | Manager Transportation, Environment Bay of Plenty |
| Michael Seabourne | Transport Planner, Environment Bay of Plenty, Project Manager |
| Lynette Hines | Road Safety Co-ordinator (RSC), Western BOP Sub region |
| Cedric Rogers | RSC, Rotorua Sub Region |
| Bruce Mc Call | RSC, Eastern BOP Sub Region |
| Kay Kristensen | Injury Prevention Consultant (IPC), ACC |
| Carole Fleming | IPC, ACC Tauranga region |
| Marilyn Ross | IPC, ACC Rotorua region |
| Sue Jolley | Regional Education Advisor, LTSA |
| Cliff Griffiths | Manager Roading & Transportation, Tauranga District Council |
| Inspector Chris Douglas | NZ Police |
| Kevin Thompson | State Highway Administrator, Rotorua District Council |

Following a series of meetings the group developed aims and objectives (listed below) and a timeline for the project to follow.

Aim:

To promote a higher use of safety belts in the rear seats of vehicles

Objectives:

- 1 *Installation of billboards with safety message throughout the Bay of Plenty.*
- 2 *Print and distribute café cards in the Bay of Plenty.*
- 3 *Organise a two-week advertising campaign consisting of radio and newsprint media that has coverage in all of the sub regions in the Bay of Plenty.*
- 4 *Monitor the rates of wearing safety belts at least six sites in each of the sub regions in the Bay of Plenty.*
- 5 *Comparison of safety belt wearing rates at survey sites both pre and post campaigns.*
- 6 *Conduct a two-week enforcement campaign in each sub region.*

These goals and objectives were converted into a task list and timeline. People and resources were assigned to tasks to clarify the process for the group. Once the goals and objectives were formalised it became clear that this campaign would be time intensive and require a dedicated effort to accomplish. This required the development of a comprehensive action plan to ensure all activities were completed. This plan proved invaluable for the campaign and is a “lesson learnt” for future campaigns.

Table 3: Timeline of tasks - Stage 1

| What will be done: | How it will done: | By when: | By whom: |
|--|--|-----------------------|------------------------------------|
| Stage 1: Preparation and Planning | <i>“Collection of data to quantify rates of non-compliance of wearing rear seatbelts”.</i> | | |
| | Survey sites to be set up in each TLA by the individual RSC’s. The same sites to be used pre and post campaign. At least six sites in each sub region an equal urban rural mix to be surveyed. | June | Bruce Cedric Lynette |
| | A single survey form will be developed and used at all sites. | June | Bruce Cedric Lynette |
| | Each Co-ordinator to set up own survey team to suit. | June | RR Group |
| | Graphic and slogan to be tendered for and chosen. | June | RR Group |
| | Sources of funding identified and if possible confirmed. | June | RR Group |
| | Each Co-ordinator conducts survey of their sub-region, collate the data and forward it to Mike Seabourne. | July | Bruce Cedric Lynette |
| | Application to the Road Safety Trust completed and submitted | 12 th July | Mike |
| | Confirm that the NZ Police is able to enforce in the timeframe scheduled. | July | RR Group |
| | Confirmation of funding from the stakeholders and Pacific Health District Health Board. | July | Bruce |
| | Confirm the number and whereabouts of billboard sites. | July/ August | Mike |
| | Advertising mediums i.e. billboards, café cards, stickers, car kits etc that are going to be used will be finalised | August | Mike Bruce Cedric Lynette |
| | Approved quotes for the billboards and other mediums to be approved. | August | Mike Bruce Cedric Lynette |

Comments: In terms of activities completed this phase of the campaign was delivered successfully and on time. The group as the most appropriate graphic for this campaign chose Jury Design's "We Clicked in the Back" template (shown). One area of difficulty was the issue of copyright of and developed for the road safety contract the LTSA has with Plenty states:³:



graphics designed campaign. The Environment Bay of

"Intellectual Property

20. Where the LTSA provides any [irrespective of value] to a project, allow the LTSA to distribute the posters, videos, publications, that project for use elsewhere within Safety Programme. Such access and right of distribution shall be free of charge to the LTSA and the other providers within the Community Road Safety Programme".

community funding the Provider shall product [such as lessons learned] of the Community Road

To my mind the purpose of this of this clause to make available the resource to other road safety professionals at little or no cost, thus gaining efficiencies where possible. In the regional restraints campaign this issue arose due to Jury design insisting that the copyright of the central graphic utilised in the campaign be copyrighted to Jury Design. The reasoning behind this stance was to ensure that the quality of the product remain in control of Jury Design in possible future uses. I believe this would inhibit the right of distribution the LTSA (and Environment Bay of Plenty) has on these resources.

This highlighted for me the importance of clearly stating the responsibilities of the organisations involved to all parties as to avoid confusion in the campaign.

3.2 Promotion and Education

This part of the campaign consisted primarily of advertising in newsprint and radio media and attendance at promotional events. These "promotional" appearances at the Rotorua Steamers game, the "We Clicked in the Back Bay Rally" and the comical checkpoints in Tauranga were very useful in that they allowed the radio advertising to 'link' with an event. This allowed the group to gauge the success of the advertising and to support the message on the radio. It was a concern of the group that radio advertising is not effective in delivering a road safety message. The conclusion of the group was that this type of message works best when the target audience receives the message in multiple formats and multiple times during the campaign. Backed by enforcement this message becomes very important. Examples of these items and pictures of promotional "events" are included in the photos section.

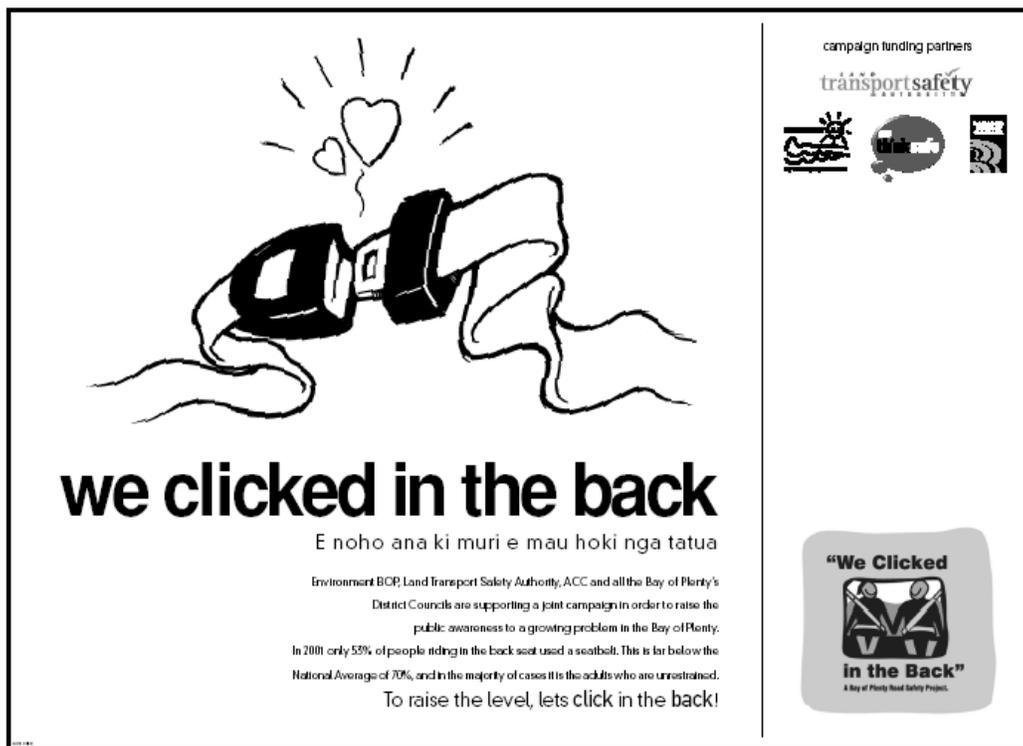


³ 2002-03 contract between LTSA and BOP Regional Council - focusing on Clause No. 20 - "Intellectual Property"

| | | | |
|--|---|---------------------------|---------------------------|
| Stage 2: Promotion and Education Duration – two weeks | <i>“The issues identified in Stage 1 will form the basis for the development of a promotional and educational campaign. It is hoped that the campaign will not only address rear-seat restraint usage”.</i> | | |
| | Billboard signs installed. | 1 st September | 1 st September |
| | Advertising campaign begins through newspapers radio, bumper stickers, cafe cards, signage/ billboards, car kits. | September | Mike |

Comments: This phase of the campaign was delivered successfully, but an issue arose that created difficulties for the group in respect of the newspaper advertising in this stage. The newspaper advertising planned was supposed to display the logos of all the agencies involved in the Regional Restraints campaign. The agency responsible for the design and development of these advertisements was unable to finish the proofs in time for ACC approval. This resulted in the use of the ACC logo being restricted, as it hadn't been cleared for use in these ads.

Fig 3: Newspaper Ad – The ACC logo was removed for some of the advertisements.



In my opinion this represented a break down in communication between all parties that wasn't rectified until after the first ads were run. Also this agency designed the ads that in the group's opinion did not project consistency with the rest of the campaign. Again communication was central to the cause of these difficulties.

3.3 Enforcement

Police in all three sub regions organised checkpoints on Friday 13 September to check safety belts of stopped motorists. There was a requirement for police to issue infringement notices to all occupants who were not wearing their seatbelt, as opposed to just the back seat passenger. Using the theme of Black Friday radio promotion encouraged drivers to wear their seatbelts or they would attract bad luck (an infringement notice).

The police involvement in this campaign was vital its success. The car kits they were able to give away further enhanced their enthusiasm for this campaign. This provided an opportunity for positive policing which by the comments received was more rewarding for all parties.

| | | | |
|-------------------------|--|----------------------------|-----------|
| Stage 3: Enforcement | “Police checkpoints to stop vehicles with rear passengers to check restraint wearing. Non-wearers of restraints to receive an infringement notice. Wearers of rear restraints to be rewarded”. | | |
| Duration – 2 weeks | Checkpoints in all areas after consultation with local Police. Launch of campaign at first checkpoint. | 14 th September | NZ Police |
| | Packs will be available for Police to issue. Also use this to promote through media. | 14 th September | NZ Police |

3.4 Post Survey

Surveys were required post campaign to compare with surveys conducted before the campaign was begun. Trends indicate an improvement in the wearing rate immediately post campaign but as the maintenance surveys were carried out percentage of people wearing safety belts decreased across the region.

As part of Road Safety Trust Funding the group organised an evaluation of the marketing aspects of the campaign⁴. This provided invaluable information for the Project managers in terms of what mediums were most successful and how effective was the campaign message.

Key Research and Marketing Limited conducted the advertising awareness survey immediately after the campaign. The draft summary results indicate that the imagery used was an effective reminder to wear seatbelts and had a high recall rate.

- *The majority of respondents felt that the “We Clicked ... In the Back” imagery was **very effective or effective in capturing their attention (90%) and in acting as a reminder to wear seatbelts in the rear seat (81%).***
- *82% of respondents were able to recall (prompted and unprompted) seeing or hearing the “**We Clicked ... In the Back**” campaign.*

The survey also reinforced the effectiveness of the billboards for this type of campaign. This was highlighted by the number of respondents that thought about the consequences of their actions after seeing the advertisements.

⁴ Appendix ?

- **Roadside billboards (87%), radio advertisements (37%) and newspaper advertisements (20%)** were the most effective promotional methods for the **“We Clicked ... In the Back”** campaign.
- 73% of respondents thought about the consequences of not wearing seatbelts as a result of seeing the advertisements.

The information gathered in this survey provided an accurate representation of the road safety audience. It also will be used as the baseline for future campaigns as well as providing vital information regarding what techniques are most suited to delivering the road safety message. Environment Bay of Plenty intends to seek funding for the same type of evaluation in 2003.

| | | | |
|-------------------------|--|---------|----------------------------|
| Stage 4: Post-survey | <i>“Collection of data to quantify rates of non-compliance and to measure the success of the campaign”.</i> | | |
| | To take place 10 days after enforcement section is completed. The same sites will be used. | October | Bruce Cedric Lynette |
| Stage 5: Maintenance | <i>“Spot surveys to measure rates of non-compliance and to gauge the long-term effectiveness of the campaign”.</i> | | |
| | Evaluation: This will be completed after final figures from surveys and Police report/ data is received. | July | Mike |

Comments: Surveys for rate of compliance when wearing seatbelts are extremely important to the evaluation of the campaign. I believe that this is an area that needs drastic improvement if this information is to be useful to the project manager. It is my recommendation that for future campaigns that this data be collected by external agencies to ensure accuracy and relevance. The eastern bay of plenty sub region was unable to conduct surveys immediately post campaign. Carole Fleming from the ACC kindly organised the completion of these surveys six months after there scheduled date. This meant the figures from these surveys gave an indication of passenger wearing rates that were not in the same time frame as the other surveys.

Chapter 4: Budget

| Cost Type | | Direct Costs |
|--------------------------|-------------------------|---------------------|
| SALARIES-HOURS | | 14,189 |
| VEHICLE /PLANT HIRE | | 385 |
| CONTRACT WORK | | 78,042 |
| Total Expenditure | | 92,616 |
| MISC INCOME | (ACC) | (25,000) |
| SUBSIDIES | (LTSA, RDC, ENVBOP) | (40,300) |
| | Total Recoveries | (65,300) |
| | Outstanding | (5000) |
| | Net Expenditure | 22,316 |

Chapter 5: Conclusions

Aim:

To promote a higher use of safety belts in the rear seats of vehicles.

The Regional Restraints group successfully delivered a campaign that achieved this goal.

Objectives:

1 *Installation of billboards with safety message throughout the Bay of Plenty.*

Objective completed

2 *Print and distribute café cards in the Bay of Plenty.*

Objective completed

3 *Organise a two-week advertising campaign consisting of radio and newsprint media that has coverage in all of the sub regions in the Bay of Plenty.*

Objective completed

4 *Monitor the rates of wearing safety belts at least six sites in each of the sub regions in the Bay of Plenty.*

Objective completed

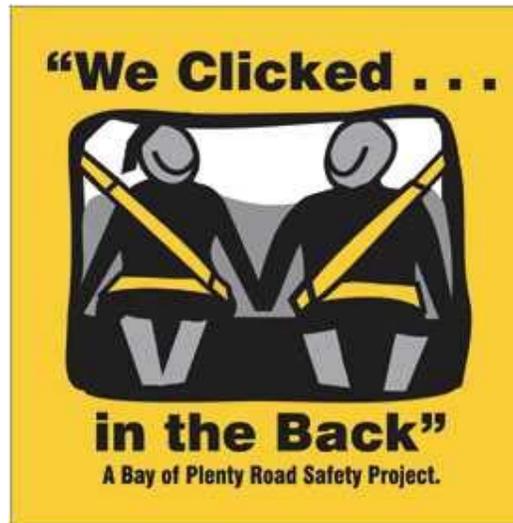
5 *Comparison of safety belt wearing rates at survey sites both pre and post campaigns.*

Objective (partially) completed.

I am disappointed that the last objective was not 100% completed and have plans in place to prevent it re-occurring in future campaigns. Regional campaigns will now have a detailed outline of timelines and deadlines for ALL participants several weeks before the campaign begins. This I hope will avoid the delays and confusion surrounding some of the issues. I think that this will establish responsibilities earlier on and lead to clearer communication with the partners.

The marketing evaluation of the campaign was fundamental to the evaluation of the campaign. Since a causative link between behaviour change and social marketing advertising cannot be reliably established, the evaluation is an important part of the picture in establishing the effectiveness of the campaign. We believe that in order to measure the long-term effectiveness of the type of campaigns this data gathering should take place consistently for several years and be done professionally as to better establish the effectiveness of this type of regional marketing.

The campaign as a whole was a success in my opinion. The creation of trusting relationships with Environment Bay of Plenty road safety partners, the ability to react and cooperate with the Road Safety Coordinators (and other partners) have strengthened Environment Bay of Plenty's ability to deliver these campaigns in this region. Future campaigns will benefit from this experience and consequently so will the road users of the Bay of Plenty.



Chapter 6: Photo Journal

Campaign Billboard.



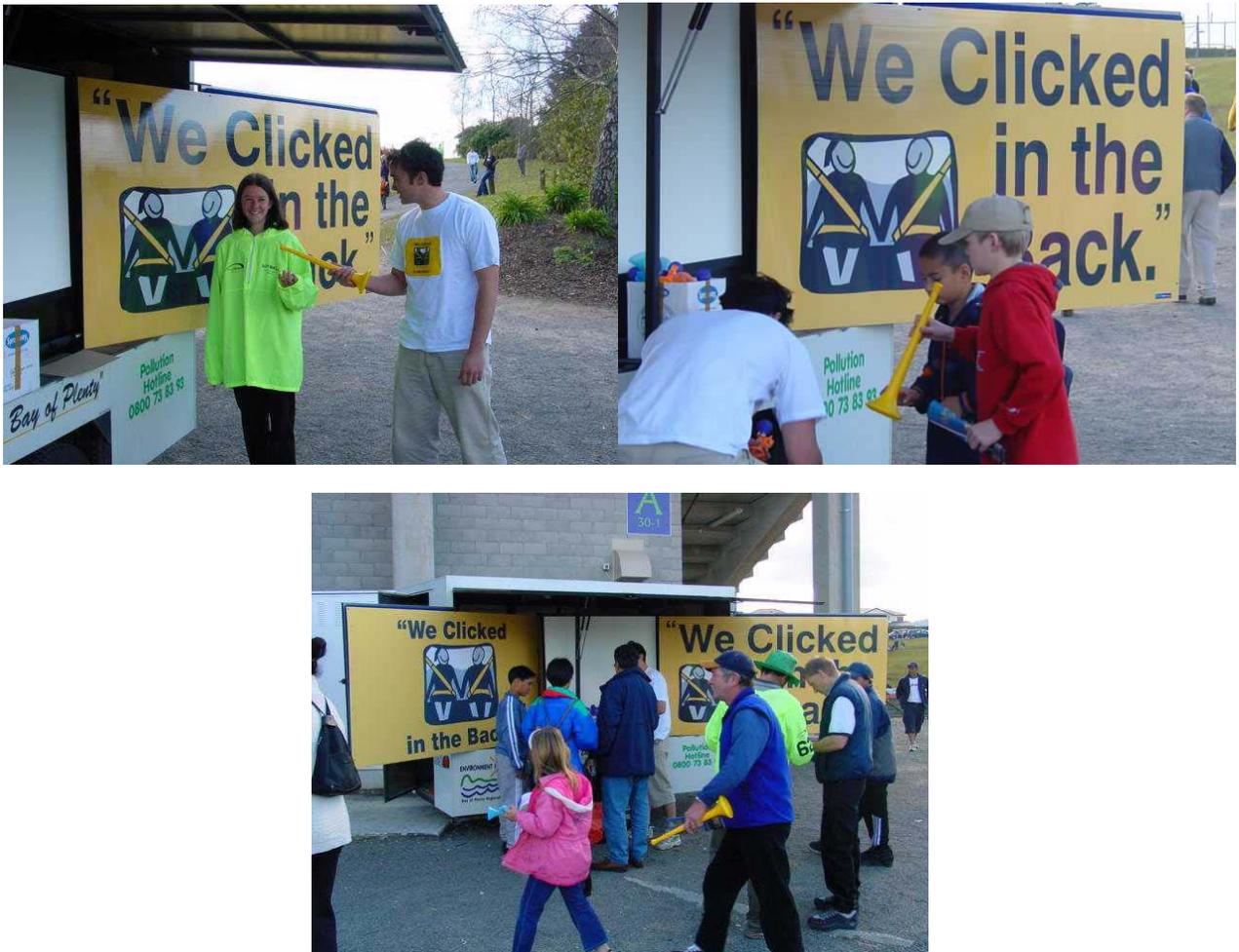
Billboards In Rotorua District.



The Rotorua crew – Promo event at City Focus.



Bay of Plenty Steamers Game in Rotorua – Give a ways were supporter horns etc.



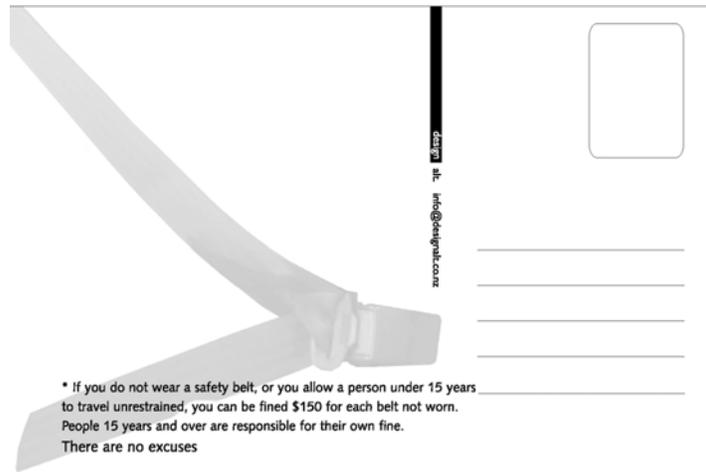
Car kits included these items.

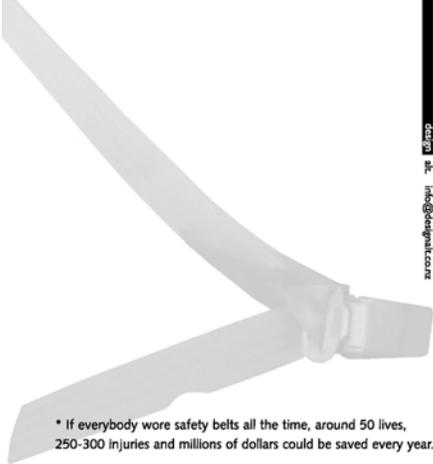


Tauranga checkpoints – Radio station crews lightening the mood.



Café cards aimed at a younger target audience.





design by info@designgate.co.nz

* If everybody wore safety belts all the time, around 50 lives, 250-300 injuries and millions of dollars could be saved every year.

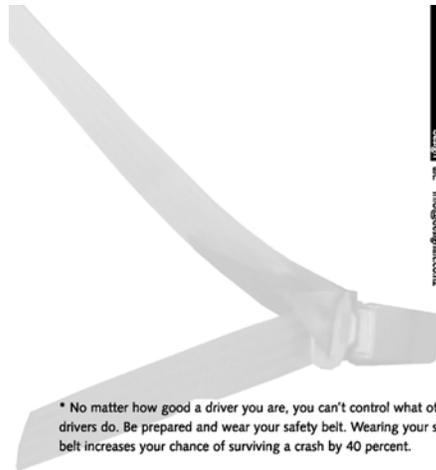
BUCKLE UP IN THE BACKSEAT



design by info@designgate.co.nz

* In a crash, if you're in the back seat and not wearing a safety belt you may be thrown into the front seats, hit the roof, or smash your face into the back of the people sitting in front.

BUCKLE UP IN THE BACKSEAT



design by info@design4k.com

* No matter how good a driver you are, you can't control what other drivers do. Be prepared and wear your safety belt. Wearing your safety belt increases your chance of surviving a crash by 40 percent.

Appendices

Transit Act (1987) S42F.....Appendix I

Appendix 1 – Transit Act (1987) S42F

[42F. Regional programmes—

- (5) Each financial year, a regional council or a territorial authority that has the functions, duties, and powers of a regional council under this Act may prepare a regional programme for the next year in relation to its region or district and in respect of outputs for which the regional council or territorial authority is responsible.
- (6) Every regional programme shall—
 - (a) List each approved output included in any earlier approved regional programme for which payments due from the Board or the Land Transport Safety Authority are outstanding and the amount outstanding, and, if it is proposed that the approved output be suspended or abandoned, give an explanation of the proposed suspension or abandonment; and
 - (b) List all outputs for which financial assistance is sought from the Board or the Land Transport Safety Authority in order of the priority that the regional council or territorial authority, as the case may be, considers should be given to those outputs and, for each output, indicate its total cost, its proposed starting date, and its duration; and
 - (c) State the objective or objectives to be achieved by each output, the options considered as being available to achieve that objective or those objectives, and such evaluation of each output and each option as the Board or the Land Transport Safety Authority may from time to time require; and
 - (d) State how each output assists with the relevant regional land transport strategy; and
 - (e) State how each output assists the implementation of any national land transport strategy that is in force at the time of the preparation of the programme; and
 - (f) Be in such form, and contain such other details, as may from time to time be prescribed by the Board and the Land Transport Safety Authority.
- (7) Every regional programme shall include any outputs for the relevant region that the regional council or territorial authority considers should be recommended to the Land Transport Safety Authority for inclusion in the safety (administration) programme.
- (8) Every regional programme shall include the outputs for the relevant region that the regional council or territorial authority considers should be recommended to the Board for inclusion in the national roading programme.
- (9) A regional programme may include bids for one or more of the following:
 - (a) Outputs referred to in section [3D](#) of this Act:
 - (b) Outputs relating to administration:
 - (c) Outputs relating to any aspect of safety (administration) that are outputs agreed by all the territorial authorities affected by that regional programme.
- (10) No regional programme shall include provision for any output for roading.

- (11) A regional programme shall not be inconsistent with any national land transport strategy, or any relevant regional land transport strategy, that is for the time being in force at the time of the preparation of the programme.
- (12) The regional council or territorial authority shall, by a date appointed by the Board, forward a copy of the regional programme approved by the council or authority to the Board, the Authority, the Land Transport Safety Authority, the Commissioner, and the Secretary.
- (13) A regional land transport committee shall prepare for approval by the relevant regional council a regional programme for its region.]