A DESCRIPTIVE STUDY OF STRATEGIES USED IN.
THREE DISSIMILAR COMMUNICATION CAMPAIGNS
FOR THE PURPOSE OF MAKING GENERALIZED
APPLICATIONS TO THE FIELD OF TRAFFIC SAFETY

Thesis for the Degree of Ph. D. MICHIGAN STATE UNIVERSITY RICHARD PHILLIP DESANTIS 1970



This is to certify that the

thesis entitled

A Descriptive Study Of Strategies Used In Three Dissimilar Communication Campaigns For The Purpose Of Making Generalized Applications To The Field Of Traffic Safety.

presented by

Richard Phillip DeSantis

has been accepted towards fulfillment of the requirements for

Ph. D. degree in Education

Major professor

Date July 31, 1472

ABSTRACT

A DESCRIPTIVE STUDY OF STRATEGIES USED IN THREE DISSIMILAR COMMUNICATION CAMPAIGNS FOR THE PURPOSE OF MAKING GENERALIZED APPLICATIONS TO THE FIELD OF TRAFFIC SAFETY

By

Richard Phillip DeSantis

The purpose of this study was to examine the communication approaches used in three dissimilar public information campaigns, and unrelated to the field of traffic safety, for the purpose of making subsequent application of these approaches to traffic safety public information campaigns.

The broad areas of investigation included government, public health and industry. Specific campaigns chosen were:

(1) the Michigan Water Pollution Control Bond Issue of 1968 and its subsequent communication campaign, (2) the Ingham County Rubella Vaccination campaign, and (3) the Ford Motor Company Maverick campaign. These specific campaigns were selected for their unique similarities and dissimilarities.

Investigation of the campaigns was accomplished through personal interviews with key figures responsible for the campaign's progress and analysis of both published and unpublished information surrounding the campaign. Each

campaign, which began with a description of the issue or problem, was analyzed from several standpoints. The social conditions prior to the campaign were discussed and the organizations of administrative groups was considered. The strategies which each campaign employed were then cited. Campaign and strategy success was evaluated in terms of social change which occurred following the campaign and by the personal evaluation of those individuals interviewed.

Throughout the discussion of each campaign, generalizations were drawn which were based on strategies used during the campaign. These generalizations were then specifically applied to the field of traffic safety with the recommendation that each generalization be empirically tested for validity and reliability.

The findings of this study include the following generalizations and implications.

Michigan Water Pollution Control Bond Campaign (1-1:1-10)

- 1-1. The more a communication campaign capitalizes on a favorable climate for the issue, the greater the success of the campaign.
- 1-2. Public involvement in collective decision-making yields greater enthusiasm and support for the issue.
- 1-3. When dealing with the collective decision-making processes, the more often assistance is solicited from known opinion leaders who are also financially, socially and/or politically powerful, the greater the success of the campaign.

- 1-4. The more often leadership is represented in a single figurehead, around which the campaign can rally, the greater the success of the campaign.
- 1-5. The greater the diversity of interests represented in a communication campaign, the greater the success of the campaign.
- 1-6. The more interpersonal communication which takes place between those individuals knowledgeable about an issue and those in need of information, the greater the success of the campaign.
- 1-7. The greater the distribution of information for the purpose of increasing public knowledge, the greater the success of the campaign.
- 1-8. The sooner the emergence of controversy surrounding the issue is minimized, the greater the success of the campaign.
- 1-9. The greater the number of promotional attempts using the endorsements of admired political figures who command extensive public attention, the greater the success of the campaign.
- 1-10. The more often problems are specifically and simply identified for the affected public before remedies are prescribed, the greater the incidence of success for the campaign.

Ingham County Rubella Vaccination Campaign (2-1:2-2)

- 2-1. The more often specific messages appeal directly to specific characteristics of a particular subaudience, the greater the incidence of success.
- 2-2. The more often communicators appeal directly to the individual's concern for others and their welfare, the greater the enthusiasm and support for the issue.

Ford Maverick Campaign (3-1:3-2)

3-1. The more a communication campaign utilizes new and different approaches to affect an otherwise apathetic public, the greater the incidence of success for the campaign.

3-2. The more often full utilization is made of advantageous situations which arise and are directly related to the campaign, the greater the incidence of success for the campaign.

In addition to the generalizations developed from the foregoing studies, several implications for traffic safety communication campaigns were stated. In parentheses following each statement is the generalization number, which is the basis for the statement made. The generalization number applies to both the original information used to make the statement in Chapter III and the applications of the generalization in Chapter IV.

Water Pollution Control Bond Issue Campaign

- 1. The Governor of each state should be approached and encouraged to endorse and actively support traffic safety measures. (1-3, 1-4, 1-10)
- 2. The Governor should not only support traffic safety from his office but travel to other locations periodically so as to communicate his concern and support in an interpersonal manner. (1-4, 1-6, 1-10)
- 3. Methods for the systematic studies of successful campaigns that have been conducted in other states should occur. By doing so, the exchange of ideas will occur and precipitate new national guidelines. (3-1)
- 4. A statewide "Citizens Committee for Traffic Safety" should exist in every state in the nation. This

committee's primary responsibility should be to increase the total involvement of the state in their traffic safety problems. (1-2, 1-4)

- 5. Competent advertising and public relations firms should be retained. These firms would address themselves to minimizing public apathy, maximizing distribution of information and enhancing the image of traffic safety personnel. (3-1)
- 6. A speaker's bureau should be assembled on national and state levels. Each state should have a designated number of "experts" available from the field to address audiences of any size or concern. The national speaker's bureau should be responsible for state assistance and formulation of guidelines. In addition, the national bureau should be responsible for national assemblies. (1-6)
- 7. Active support should be enlisted from every industrialist and business enterprise in each state. They should also be encouraged to develop and maintain traffic safety programs for their employees. (1-3, 3-5)

Ingham County Rubella Vaccination Campaign

1. Specific appeals should be made to children, concerning two levels of traffic safety measures. First, messages should seek to affect the child, his opinions and attitudes concerning proper procedures in traffic.

Secondly, message content should seek through the child, a means to affect the driving parent. (2-1)

2. Studies should be conducted to determine where-in faulty attitudes and beliefs exist, so that conclusive and correct information may be dispersed to combat the situation.

(1-8)

Ford Maverick Campaign

- 1. Traffic safety researchers should study thoroughly specific message receiver groups so that communicators know exactly what kind of audience they are trying to affect.

 (2-1)
- 2. The entire theme of traffic safety should be promoted by professional persuaders who are often employed by advertising agencies. (3-1)
- 3. The American public might be affected to a greater degree if traffic safety was promoted as an economic habit rather than "the right thing to do." The majority of people today are receptive to money-saving ideas and may be greatly impressed with the amount of money that could be saved in terms of insurance rates, medical costs, and automobile repairs if traffic collisions were reduced or eliminated.
- 4. Traffic safety communicators should continually reexamine their methods and approaches, and strive to become more innovative and imaginative. (3-1)

5. Traffic safety communicators must acquire more financial aid and assistance if the traffic collision problem is to improve in the future. (All of the generalizations stated in this study imply the need for greater financial support and all may be used to bring about such support.)

A DESCRIPTIVE STUDY OF STRATEGIES USED IN THREE DISSIMILAR COMMUNICATION CAMPAIGNS FOR THE PURPOSE OF MAKING GENERALIZED APPLICATIONS TO THE FIELD OF TRAFFIC SAFETY

By

Richard Phillip DeSantis

A THESIS

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF PHILOSOPHY

Department of Education

G-65504 1-22-71

> © Copyright RICHARD PHILLIP DESANTIS

1971

DEDICATION

The writer wishes to dedicate this thesis to his wife, Diane, for her patience, assistance, encouragement, faith, support and self-sacrifice which were so necessary for its completion.

The writer also wishes to dedicate this thesis to his son, Darron, for his inspiration and personality that was so often contributed.

ACKNOWLEDGMENT

The writer wishes to express his deep appreciation and sincere gratitude to Dr. Robert O. Nolan, chairman of the doctoral committee, for his guidance, assistance and professional knowledge. The writer also wishes to extend his sincere appreciation and gratitude to Dr. Dale V. Alam, Dr. Robert E. Gustafson and Dr. Everett M. Rogers for their invaluable assistance and guidance.

A special vote of appreciation is extended to all those who granted personal interviews to the writer so that total and accurate information could be obtained for this study.

TABLE OF CONTENTS

																	Page
DEDIC	CAT	ION	•	•	•	•	•	•	•	•	•	•	•	•	•	•	ii
ACKNO	OWL:	EDGI	MENT	rs	•	•	•	•	•	•	•	•	•	•	•	•	iii
LIST	OF	TA	BLES	5		•			•				•	•			vi
LIST	OF	FIC	GURI	ES	•	•	•	•	•	•	•	•	•	•	•	•	vii
Chapt	ter																
I.	• '	THE	PRO)BL	EM	•	•	•	•	•	•	•	•	•	•	•	1
			tate								•		•	•	•	•	1
		I	roqm	ctai	nce	of	th	ie S	tud	y	•	•	•	•	•	•	2
		S	cope	e 0:	f t	he	Stu	ıdy	•	•	•	•	•	•			2 4
			urpo							•	•	•	•	•			4
			etho							dv							5
			efir								-	_	•	-		_	10
										ing	Ch	apt	ers	•	•	•	12
II.	• :	REV:	IEW	OF	TH	E L	ITE	RAT	URE	•	•	•	•	•	•	•	13
			ome											•	•	•	13
		Me											th				
		_											ory		•	•	21
						y C	OMI	uni	cat	ion	Ca	mpa	ign	S	•	•	25
		Sı	umma	ary	•	•	•	•	•	•	•	•	•	•	•	•	27
III.	• 3	ANA	LYS	cs (OF (COM	MUN	IICA	TIO	N C	AMP	AIG	NS	•	•	•	29
		M:						011	uti	on	Con	tro	1 B	ond			
		T,	Isa ngha		of			hel	la	Vac	cin	ati	on	•	•	•	29
					ign								••••				53
		F	ord	Ma	ver	ick	Ca	mpa	ign	•	•	•	•	•	•	•	68
IV.	. 2	APP	LIC	ATI	ON !	го	TRA	FFI	C S	AFE	TY	•	•	•	•	•	81
		Ge	enei	cal:	iza	tio	ns	Dra	wn	fro	m T	he	Mic	hia	an		
													Cam				82
		G											Ing			-	
													aig		•	•	112

Chapter	•														Page
	Gene: Ma			cion: Cam									•	•	118
v.	SUMMAR	Y, (CONC	LUS	ION	S AN	ND	REC	OMM	ŒN	DAT	ION	S	•	124
	State														124
	Defi	nit:	ion	of (Cam	paig	gn	Cho	ice	S	•	•	•	•	124
	Find:	ing	s of	the	e S	tudy	7	•	•	•	•	•	•	•	125
	Recor														131
	Disc													•	132
BIBLIOG	RAPHY				_						_	_			135

LIST OF TABLES

Table		Page
1.	Similarities and dissimilarities of the three campaigns studied	7
2.	Adaptation of Roger's stages of adoption to traffic safety	21
3.	Support found for generalizations in each campaign	123
4.	Innovative features implied from findings of study	130

LIST OF FIGURES

Figure		Page
1.	Modification of Berlo's communication process model	. 15
2.	Completed cycle of communication process .	. 16
3.	Rogers' model of stages of adoption	. 19
4.	Boy in polluted bathtub	. 46

CHAPTER I

THE PROBLEM

Statement of the Problem

In 1969 a total of 56,400¹ Americans were killed in the United States as a result of traffic collisions. It is important that we recognize the value of each life which was lost in terms of the potentials each might have possessed. The community at large has become suddenly alarmed about the condition of the air we breath, the water we use and our methods of waste disposal but few have taken cognizance of the 2,000,000² people who were disabled beyond the time of a motor-vehicle collision. Few have recognized the fact that in 1969 motor-vehicle collisions cost the American public \$11,800,000,000.00.³ Not included in this figure are the costs of certain public agency activities such as police, fire and courts; damages awarded in excess of direct cost; and indirect costs to employers.

^{1 &}quot;Traffic Safety," National Safety Council, Vol. 70,
No. 3 (March, 1970), 30.

²Ibid.

³ Ibid.

An investigation of traffic records revealed that in 1968, 80.3 per cent of the fatal collisions were the result of improper driving procedures. If all collisions were considered, including fatal and injury entries, the numbers rise to 90.6 per cent. It is impossible to document the amount of grief and loneliness suffered by those who were loved ones of a traffic fatality or a disabled victim.

Importance of the Study

In spite of the social impact, we have interested only a very small number of people in reducing human loss resulting from traffic collisions. Perhaps it is unrealistic that we expect to eliminate all our traffic problems. This, in all probability, will never occur. It is also improper to assume that a single action or remedy will produce a major reduction in traffic collision losses. We must then decide what aspects will produce the greatest return for our efforts and assign priorities to them.

It is theorized by the writer that education might well be the top priority area, closely followed by engineering, enforcement, and then automotive design and equipment. However, this is not to imply that these areas do not share the burden equally for reducing traffic collisions. It is extremely important that a total effort incorporating the five areas mentioned, pursue this objective. This theory

Jennie Spadafora, Accident Facts, 1969 Edition (Chicago: National Safety Council, 1969), p. 40.

⁵Ibid.

is based on the assumption that a driver's behavior while driving is partly a result of his attitudes and beliefs about safety. Further research is needed to determine what the driver's attitudes and beliefs are before the education and communication processes are begun, what his attitudes and beliefs are while the process is under way, and what they are when the process is completed. Any changes that may occur in attitudes and beliefs takes place over a period of time, and therefore, must be evaluated periodically. We must have more evaluation of communication campaigns, if we are to gain the needed data about a driver's attitudes and beliefs which are manifest in his overt behavior.

It is hypothesized that traffic safety messages are intended, for the most part, to modify behavior, and yet almost no information is available as to how we might best do this. Campbell and Hepler state that "All communicative activity is directed to changing behavior." Communication campaigns and the attendant educational process included here as a form of communication, are the possible keys to changing attitudes and beliefs. More information and improvement is needed in the area of driver education, as well as better, properly controlled studies to establish the effectiveness of the educational program itself.

James Campbell and Hal Hepler, <u>Dimensions in Communi-cation</u> (California: Wadsworth Publishing Company, 1965), p. 94.

In a study done by Arthur D. Little, Inc. titled The State of the Art of Traffic Safety 7, attention is drawn to the ineffectiveness of some of our communication methods by the statement, "We have also found no substantive data on the effectiveness of general safety propaganda; the limited information available suggests that it is not particularly effective."

Scope of the Study

It is the purpose of this study to search out new ways of communicating messages which have been, or seemed to be, effective in areas other than traffic safety. The specific campaigns chosen were (1) the Michigan Water Pollution Control Bond Issue of 1968 and its subsequent communication campaign, (2) Ingham County Rubella vaccination campaign, and (3) the Ford Maverick campaign.

Purpose of the Study

Those involved in the task of communicating traffic safety messages and who attempt to alter behavior must know more about the process of communication. An investigation of methods and strategies used in other situations may reveal new approaches in communication for those concerned with traffic safety. There are basic processes which prevail

^{7&}quot;Highlights of Arthur D. Little Study," News (Cambridge: Arthur D. Little, Inc., 1966), p. 3.

⁸Ibid., abstract, p. 3.

throughout most forms of communication but it is the techniques and strategies used in these areas which will be of concern in this study.

Senator Abraham Ribicoff stated,

We are not going to solve even a few of the many research questions facing us in a two-day period. But we can make some fundamental decisions about our needs. I suggest we start from these four premises:

- *First, a knowledge gap exists all the way across the board with regard to traffic safety.
- *Second, we cannot devise a sound and long-range national strategy for traffic safety without this knowledge.
- *Third, this is a task for both the private and public sectors of our country.
- *Fourth, our lack of hard data is no excuse for failing to provide those standards of traffic safety that common sense demands.9

Senator Ribicoff's first premise is especially germane to the field of traffic safety communications. We must strive to close the knowledge gap which exists by using every method and strategy within our power and cognition.

Methodology of the Study

It is theorized that communicators in various areas often think of their particular task as a unique and highly specialized form of communication. They often overlook the benefits to be gained by investigating other areas and the communication methods employed. As stated earlier, there are basic communication processes which prevail throughout

⁹Hugh J. Miser, Traffic Safety Strategies for Research and Action (Hartford, Conn.: The Travelers Research Center, Inc., 1968), p. 28.

most forms of communication. In achieving ultimate success in many communication campaigns, the application and manipulation of various strategies becomes crucial much of the time. This study will indicate how strategies used in three different campaigns might be applied to traffic safety. When the examination of these three campaigns is completed the appropriate communication strategies used will be identified and then modified, if necessary, for use.

The campaigns used as models were not selected at random, hence the findings and subsequent applications apply only to the models used.

These specific communication campaigns were selected on the basis of their unique similarities and dissimilarities and are shown in Table 1.

Prior to selection of the campaigns, a preliminary investigation suggested the elimination of other campaigns which were being considered. One of those eliminated was the campaign in Michigan to speed the disuse of the chemical DDT. It was discovered that universal disuse was being hastened by governmental edict which prohibited the utilization of DDT. Though communication and public information techniques were necessary, they were not used to the same degree as for the other campaigns chosen. The second campaign eliminated was that which sought to bring about greater use of fluoride in the drinking water of Michigan communities. The fluoride campaign had been in

TABLE 1.--Similarities and dissimilarities of the three campaigns studied.

			ĎÍ	Dissimilarities		
σ	Similarities	Water Pollution Control	Ru	Rubella Vaccinations		Ford Maverick
1. A	All are recent campaigns (within 2 yrs. of this study).	1. State wide campaign.	1. %	1. County wide campaign.	ž H	1. Nation wide campaign.
2. Si	Successful (as evaluated by those in charge).	2. Considered in sphere of government.	2. Co	Considered in sphere of medicine (public health).	2. II	Industry
წ	General public was the intended recipient of certain benefits.	3. Intended receiver of messagesvoting public of Michigan.	3. In sc gr	Intended receiver of messagesparents of school aged children in grades K-3 in Ingham County.	e G K H H	Intended receiver of messagesnot limited to consumer demo- graphics.
T	None were directly related to traffic safety.	4. Success of campaign evaluated by passage of proposal on November '68 ballot.	4. Nu ti	Number of rubella vaccinations administered to children in grades K-3 in Ingham County	4	Total sales of Ford Maverick.
5. B	Utilized variety of strategies and techniques.	5. Cost for campaign paid for through private and industrial contributions.	5. Co fr	Cost of campaign paid for from general fund of Public Health Adm.		Cost of campaign paid for by Ford Motor Company.
€ 0	 All were well planned and organized in advance. 	6. Campaign continued for several months until election day, Nov. 5, '68.	6. Ca	Campaign continued until threat of rubella epidemic had passed.	9	6. Ongoing campaign.
7. P.	Printed and verbal information was accessible to the researcher for analysis.	7. Water pollution is perceived as an existing and future environmental problem.	7. Ru an pr	Rubella was perceived as an urgent and immediate problem.	ž - 7	No problem to society is perceived.
		8. Large number of influential people backing the bonding issue.	8. ¥ ¥	Few well known people were involved.	Ξ Σ ΰ	Well known figures were not used in campaign.
					e n g g	There exists a finan- cial reservoir for advertising and com- munication techniques.

progress since 1950 and had met opposition and resistance in nearly every attempt to bring about its use. Two of the primary criteria used to select a campaign were: the campaign should be recent and successful. The fluoride campaign did not meet these specific requirements and was therefore rejected.

Probing questions were asked of key figures responsible for and associated with the three campaigns designated above. Information was obtained from materials which were in both published and unpublished form. Through the establishment and use of a battery of questions, a commonality of approach prevailed as examination of the campaigns progressed.

The questions which follow served as an interview guide, as well as an initial survey and lead to many additional specific questions that varied with each campaign studied. Each reply was tape recorded to assure accurate collection of information.

- 1. What was the volume of messages used during the campaign? (large or small)
- 2. What forms of media were used and encouraged? (all types of mass and interpersonal)
- 3. What were the approximate costs of the campaign?
- 4. Were there politically or socially powerful people involved in the campaign and how early in the process were they involved?
- 5. To what extent and when was the public involved in the campaign?
- 6. How often was the campaign evaluated in terms of progress and success?

- 7. Who was the source of the messages? (Where did the message come from?)
- 8. Who was the sender of the messages?
- 9. Who actually constructed the messages?
- 10. Was he an authority or knowledgable about the concern?
- 11. Who was the intended receiver of the messages?
- 12. Were there other groups who accidentally received the messages and consequently aided or hindered acceptance?
- 13. Was there an anti-campaign?
- 14. What was the pre-message or pre-campaign condition?
- 15. What was the post-message or post-campaign condition?
- 16. Was there a particularly advantageous or detrimental situation present at the time of the campaign?
- 17. How was the success of the campaign evaluated, if at all? (Success will be determined on the basis of the agency's objectives and not the researcher's.)
- 18. What specific messages were particularly effective?
- 19. Were there any different or unique strategies used in this campaign which had not been used before?
- 20. Was there a particularly effective person who because of personality traits, helped bring about success?

When all the questions, including additional specific inquiries, had been answered, an analysis was made of the specific strategies used in the campaign which seemed to lead to its success. A copy of the written account of each

campaign, which appears in Chapter III, was mailed to those who had been interviewed for information concerning that specific campaign. They were then asked to identify any statements or conclusions which were incorrect or misstated and to return these comments so they might be included in the study. A series of generalizations were then offered for the purpose of applying them to the field of traffic safety.

The study was then concluded with a series of implications for traffic safety and recommendations for future research.

It is assumed that a broadening of techniques used to communicate traffic safety information has occurred and that this form of cross-disciplinary exchange of methods and techniques will become a new source of effectiveness.

Definition of Terms

Throughout this study certain terms will be used to explain various aspects of the research. These terms are therefore defined for clarification.

Air Bag: A mechanical device proposed for automobiles which inflates upon vehicle impact to cushion the forward force of the occupant.

Change Agent: A person who attempts to influence innovation-decisions in a direction that he feels is desirable.

Collective Decision: A decision made by individuals in a social system that is adopted or rejected by consensus, and all must conform to the system's decision.

Communication: The process by which messages are transferred from a source to a receiver.

Communication Campaign: A connected series of communications designed to bring about a particular result.

<u>Decode</u>: To convert messages from a particular code into a familiar language.

Encode: To transfer messages from one system of communication into another, or simply to convert into a particular kind of language.

Generalization: A general statement or proposition, basically theoretical in nature, with a small degree of factual evidence and a degree of confidence.

Implication: A statement exhibiting a logical relationship between two propositions of which if the first is true, it is most likely the second will be true.

Opinion Leader: A person who has the ability to influence, usually informally, other individual's attitudes or behavior in a desired way with relative frequency.

Social Change: The process by which alteration occurs in the structure and function of a social system.

Social Climate: The prevailing temper or attitudes which characterize the social system.

Social Cultural Context: Those social and cultural aspects of an individual which tend to explain the degree and quality of the individual's actions and reactions.

Social System: A collectivity of individuals, or units, who are functionally differentiated and engaged in collective problem solving with respect to a common goal.

Strategies: Carefully conceived plans or methods devised to accomplish a predetermined goal.

<u>Sub-Audience</u>: A smaller group of listeners with specific characteristics differing from the entire public.

Organization of Remaining Chapters

In Chapter II of this study, a review of the related literature will be made. Chapter III examines the Michigan Water Pollution Control Bond Issue of 1968 and its subsequent communication campaign, the Ingham County (Michigan) Rubella Vaccination campaign, and the Ford Motor Company Maverick campaign. Chapter IV contains a list of generalizations made from the three campaigns studied with applications to traffic safety. The final chapter, Chapter V restates the problem, defines campaign choices, lists the findings of the study, summarizes the implications from the study for traffic safety, and lists recommendations for future research.

CHAPTER II

REVIEW OF THE LITERATURE

The research available on communications and its effects has reached enormous proportions. So that some degree of this research can be presented in such a way as to provide a background for the present study, Chapter II will first refer to some basic principles of communication. Following these principles is a discussion of Mendelsohn's safety communications study and some past safety communication campaign efforts.

Some Principles of Communication

It is recognized that certain basic principles exist throughout all forms of communication. Past research has been concerned generally with how people communicate. Fabun states ". . . almost any place you dip into the study of how people communicate, you will be led further and further." Thus, a deeper understanding of the basic principles involved in communication is absolutely necessary if further advances are to be made.

¹⁰ Don Fabun, Communications--The Transfer of Meaning, Kaiser Aluminum and Chemical Corporation, First ed. (Beverly Hills, Calif.: Glencoe Press, 1968), p. 48.

Berlo's Communication Model

A model describing the communication process in simple form has been devised by David K. Berlo¹¹ of the Department of Communication at Michigan State University.

The author's modification of Berlo's model shown in Figure 1, identifies the four essential elements of communication as (1) the source, (2) the message, (3) the channel, and (4) the receiver.

In reference to Figure 1, the source must first possess certain communication skills if in reality, communication is to take place. The source possesses attitudes as well, about what he is communicating and to whom he is communicating. He has a certain degree of knowledge about his topic and this exists in the social-cultural context of the source. When the source encodes his message, it immediately assumes its own structure, elements, context and distinct treatment. The message is then sent and received via some type of channel. The channel may constitute any of the senses: seeing, hearing, touching, smelling, tasting, or any of these in combination. The message is then decoded by the receiver who, like the source, must first possess certain communication skills and, who has attitudes, as well as a degree of knowledge about the topic of the message. The communication process which takes place between the

¹¹ David K. Berlo, The Process of Communication (New York: Holt, Rinehart and Winston, 1960), p. 72.

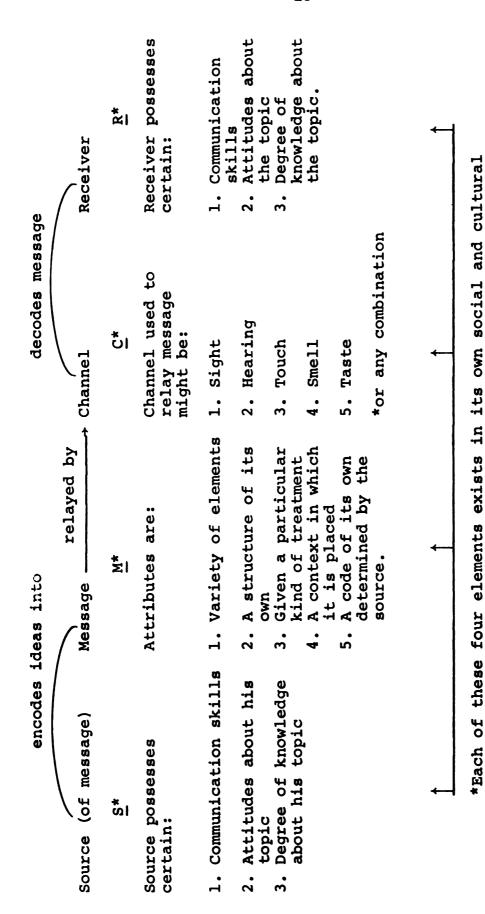


Fig. 1.--Modification of Berlo's communication process model.

context which affects the element in differing ways.

source and the receiver, occurs within a specific socialcultural context.

It should be noted that a varying amount of heterophily 12 (differences) exists between the source of a message and the receiver of that message, thus creating possibilities for lack of effective communication. Heterophily, which reduces the effectiveness of the communication process, is the dissimilar social-cultural context of the source and receiver.

Berlo's model has been criticized because of the apparent lack of consideration for feedback from the receiver following his decoding of the message. When a feedback loop is applied to Berlo's model the communication cycle is completed (Figure 2). It should be pointed out, however, that it is possible for the process of communication to break down at any one of Berlo's elements, whether the source, message, channel or receiver. In addition, the model shows a beginning and an end, yet it is intended to represent a "process"—that is, an ongoing function.

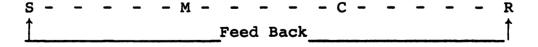


Fig. 2.--Completed cycle of communication process.

¹² Everett M. Rogers, The Communication of Innovations: A Cross-Cultural Approach (New York: Free Press of Glencoe, 1970).

For a deeper understanding of how people communicate, it is helpful to view Berlo's elements while considering the following principles or guidelines discussed throughout Fabun's work. 13

- When communication fails, it is not we who are at fault, but that some part of the process has broken down.
- When you talk or write about something, what you are describing is those interactions that happened inside you--not just what happened outside you.
- 3. Many of our problems in communication arise because we forget to remember that individual experiences are never identical.
- 4. As far as we know, there are three principle ways in which human individuals can communicate with each other: by actual physical touch, by visible movements of some portion of our bodies, and by symbols, which "stand for" something we have experienced internally. These are audible and visible symbols.
- 5. Common words cannot possibly have meanings in themselves--only people can have meanings.

¹³Fabun, op. cit., pp. 4-47.

- 6. Although the fabric of our society is woven of spoken and visual symbols, we also communicate meaningfully in many non-verbal, non-symbolic ways.
- 7. It is the transfer of meaning that is the goal of inter-human communications.
- 8. The ability to communicate is not something we are born with; we have to learn it--often the hard way.
- 9. Whenever we talk or write about anything, what we are talking or writing about is something that happened inside us--not outside us.
- 10. If we have difficulty understanding--or being understood--it is likely we have ignored some part of the communications process.

Rogers' Stages of Adoption

Having been exposed to a message and made aware of its presence, the recipient, after decoding it, is often confronted with numerous decisions. He must determine his interest in the content, evaluate its worth and eventually decide to adopt or reject it. This process has been researched quite thoroughly by Dr. Everett M. Rogers (Figure 3). Rogers stated that the adoption process is "the mental process through which an individual passes from

				Adoption
				or
				Rejection
			Trial	
		Evaluation		
	Interest			
Awareness				
		TIME		
		1 11111		

Fig. 3.--Rogers' Model of Stages of Adoption.

first hearing about an innovation to final adoption." 14

Continuing, he says, "Each ensuing communication about the innovation cumulates until the individual responds to these communications, and eventually adopts or rejects the innovation." 15

So that the adoption stages may be better understood, and their relationship to the area of traffic safety recognized, Table 2 has been provided. Rogers says,

At the awareness stage the individual is exposed to the innovation but lacks complete information about it. He then becomes interested in the innovation and seeks information about it at the interest stage. At the evaluation stage the individual mentally applies the innovation to his present and anticipated future situation, and then decides whether or not to try it. The individual uses the innovation on a small scale in order to determine its utility in his own situation at the trial stage. At the adoption stage the individual decides to continue the full use of the innovation. 16

Considering Table 2, if one becomes involved in an auto collision at the trial stage and escapes injury because of the use of the auto's restraining belts, a positive reinforcement occurs and there will, in all probability, be continued full use of this equipment. If however, he drives for a length of time and does not experience the positive effects of restraining belts, discontinuance is highly probable.

¹⁴ Everett M. Rogers, <u>Diffusion of Innovations</u> (New York: Free Press, 1962), pp. 76-86.

¹⁵ Ibid.

^{16 &}lt;u>Ibid</u>., p. 119.

TABLE 2.--Adaptation of Rogers' stages of adoption to traffic safety.

Rogers' Stages of Adoption	Reaction of Motorist to Messages Designed to Promote use of Restraining Belts
Awareness	Becomes aware of message and content through a specific medium.
Interest (or disinterest)	Favors content of message in a general way but has not yet come to any decision about the value of the action which the message is promoting.
Evaluation	Weighs the possibilities of sustaining injury with and without the use of secure restraining belts.
Trial	To help make decision he accepts content of the message on a trial basis and wears restraining belts the next time he drives his automobile.
Adoption (or Rejection)	Adopts or rejects use of restraining belts depending on previous decisions and their intensity, as well as previous experiences.

It is important to note that because this process occurs over a period of time, there is an effect on the total process of adoption.

Mendelsohn's Critical Review of the Literature and a Proposed Theory

Mendelsohn's 17 work appears to be a singular attempt to study specific communication campaigns for innovative

¹⁷Harold A. Mendelsohn, A Critical Review of the Literature and A Proposed Theory, published as The Denver Symposium on Mass Communications Research for Safety (Chicago: National Safety Council, 1964).

techniques used in areas other than traffic safety. He states, "if we got down to cases and examined a number of quite dissimilar public information campaigns, we might derive some guiding principles for mass communication for traffic safety." 18

The campaigns studied by Mendelsohn were the Kate

Smith War Bond Drive, the Safe Driving Day campaign, public acceptance of the Salk polio vaccine, and public acceptance of fluoridation.

Mendelsohn found that these four campaigns offered a number of "suggestions to note" for the mass persuader.

The Kate Smith War Bond broadcast, for example, suggested that persuasion is optimized when:

- (1) the audience predisposition, the preconditions which are relevant to the communicator, and the situation itself converge to make for peak effectiveness.
- (2) the source of a message lends authenticity to the message when he physically supports its content.
- (3) the audience becomes actively concerned through involvement.
- (4) the audience has an appropriate way to "act out" its approval.
- (5) the messages are directed to specific subtargets as well as the main theme being pursued. 19

The Safe Driving Day campaign on Thursday, December 1, 1955 was considered relatively ineffective. A study of this campaign revealed that it's persuasive elements, in

¹⁸Ibid., p. 29.

¹⁹Ibid., pp. 30-31.

deference to the Kate Smith War Bond Drive, were generally lacking. Mendelsohn points out that the Kate Smith effort had at least nine possible persuasive elements in operation, the 1955 Safe Driving Day campaign had but two. 20

Mendelsohn says the Salk vaccine case "does afford several important insights into those aspects of mass communication for traffic safety that are particularly concerned with gaining public acceptance of new ideas—for example, seat belts." He continues by suggesting several quidelines.

- 1. Utilization of both mass and interpersonal communication techniques is most effective for the adoption of innovations.
- 2. Specific messages readily adopted by small innovator groups should be identified.
- 3. Mass adoption of an innovation is not instantaneous.
- 4. A need for the innovation helps speed the adoption rate.21

The final campaign examined was the fluoridation campaign. Mendelsohn's six major interpretations offered have been paraphrased to explain the relative ineffectiveness of the campaign.

- 1. The public did not consider dental diseases a crucial threat to their health and underestimated its importance.
- The benefits derived from fluoridation were indirect and long term, and the scientific explanations were too complex and difficult for the general public to fully understand.

²⁰Ibid., pp. 33-34.

²¹Ibid., p. 42.

- 3. The fluoridation issue was a collective decision process by nature and not one of individual voluntary acceptance. Political actions therefore mandated complete acceptance or rejection.
- 4. Political actions mediated complete acceptance or rejection of fluoridation through the process of public referendum. It was also stated that twice as many communities accepted fluoridation when referendum was not available.
- 5. It was found that at least four kinds of groups opposed fluoridation. Those who opposed it:
 - a. on principle
 - b. because of injurious consequences of the fluoride
 - c. because of their ignorance and/or disrespect for scientific evidence
 - d. because they saw various political opportunities.
- 6. The arguments for and against appealed to different emotions of man. Those for fluoridation appealed to the cognitive, rational image of man while those against appealed to the non-rational, emotional image of man.²²

Mendelsohn's final chapter describes four general mass communication principles to be used as guidelines by practitioners in traffic safety.

- 1. There are no simple "formulae" for communicating to mass audiences effectively.
- 2. How people react to communications depends upon a variety of physical, physiological, psychological and social factors that apply to the communicator, his content and manner of presentation, the vehicles used, the situation in which the communication is noted and received and the psychological and social frames of reference from which the audience perceives, examines, assesses and uses the communication.

²²<u>Ibid.</u>, pp. 45-48.

- 3. . . . personal influence functions more effectively on a broad scale using the information transmitted via mass communication.
- 4. . . . several media combined, when used in conjunction with interpersonal contact, are, on the whole, considerably more effective than any of the media alone.23

Past Safety Communication Campaigns

A review of the literature disclosed a most perceptive and revealing article written by Dr. Jack B. Haskins of Syracuse University. After reviewing a number of safety research campaigns, Haskins came to five major conclusions.

- There has been relatively little research on the numerous campaigns that have been conducted.²⁵
 Little data exists to show the true effectiveness of most safety communication campaigns carried out in the past.
 - 2. The research design in most of the studies has been inadequate. 26

Because of the present design methods of most of the safety communication campaigns, the conclusions drawn are, for the most part, improper. Many of these conclusions are, at best, guesses and should be labeled as such.

²³Ibid., p. 119.

Jack B. Haskins, "Effect of Safety Communication Campaigns: A Review of the Research Evidence," <u>Journal of Safety Research</u>, Vol. 1, No. 2 (June, 1968), 58-66.

²⁵Ibid., p. 64.

²⁶ Ibid.

3. In every case uncovered but two, no one knows whether previous safety communications campaigns have had any effect in the real world or not.27

An exception was a study done by Kaestner, Warmoth and Syring in 1967. Their study involved a controlled experiment to study the effects of three different versions of a direct mail campaign. This study has been cited by Haskins for several reasons. He feels that this is the only field experiment involving traffic safety which may be termed truly conclusive in that it shows safety practices can be affected to a significant degree by the use of single messages and that direct measures of behavior are feasible.

Another exception recognized by Haskins is a British study done by Laner and Sell in 1960. This study was concerned with the effect posters had on the safety practices of employees in steel plants. "Laner and Sell concluded that the posters had a significant beneficial effect on safety practices within steel plants." 30

²⁷ Ibid.

²⁸N. Kaestner, E. J. Warmoth, and E. M. Syring,
"Oregon Study of Advisory Letters: The Effectiveness of
Warning Letters In Driving Improvement," <u>Traffic Safety</u>
Research Review, National Safety Council, Vol. 11, No. 3,
pp. 67-72.

²⁹S. Laner and R. G. Sell, "An Experiment on the Effect of Specially Designed Safety Posters," Occupational Psychology, Vol. 34 (1960), 153-169.

³⁰ Haskins, op. cit., p. 61.

4. Available evidence would overwhelmingly favor the general principle of a "positive" approach, emphasizing the good effects of actively following approved practices. 31

Malfetti has researched what is often termed "scare techniques" and found that this method is generally ineffective as a means of changing or modifying attitudes and behavior. His recommendation to driver educators, which might also be applicable to traffic safety communicators, indicates that the central area of stress should be self-preservation and personal gain rather than a sense of fear. 32

5. There is evidence that mass communication campaigns can have a positive effect on safety behavior. . . The greatest likelihood of success is in those campaigns where systematic use is made of known communications principles based on existing research, accompanied by appropriate pre-testing research at various stages of the development process.33

Summary

The review of the literature has included information which is germane to the design of this study. The literature indicated that Mendelsohn's work is apparently the only research that attempts to study specific communication campaigns for the purpose of applying dissimilar

³¹ Ibid., p. 65.

³² James Malfetti, "Scare Techniques and Traffic Safety," Traffic Quarterly, April, 1961.

³³ Haskins, op. cit., p. 65.

approaches to the dissemination, diffusion, and adoption of information in the area of traffic safety.

The research cited in this chapter was discussed because of its integral nature. The principles of communication, stages of adoption, and results of past traffic safety communication campaigns are extremely important to an understanding of the existing position of traffic safety communications.

CHAPTER III

ANALYSIS OF COMMUNICATION CAMPAIGNS

In the preceding chapter pertinent literature has been reviewed. This chapter will describe the communication campaigns allied to the Michigan Water Pollution Control Bond Issue of 1968, the Ingham County (Michigan) Rubella Vaccination Program and the Ford Motor Company Maverick campaign. Individuals interviewed for information will be cited, pre-campaign conditions will be discussed, an examination of the organization of forces will be made, campaign strategies will be identified, campaign success will be evaluated, and finally, the implications these campaigns hold for traffic safety will be drawn. Throughout this chapter generalizations will be stated and later applied specifically to the field of traffic safety.

Michigan Water Pollution Control Bond Issue of 1968

Description of the Issue

The campaign being examined here was mounted to convince the voting residents of Michigan that they should

vote "yes" for proposal number 3 on the November, 1968 ballot. Basically this proposal provided for financial assistance to construct the necessary treatment plants and interceptors for the control of water pollution in the state of Michigan.

The official statement of proposal number 3 was as follows:

No. 3 Clean Water Bond

For Water Pollution, shall the state of Michigan borrow \$335,000,000 and issue general obligation bonds, pledging full faith and credit for repayment from the general fund of the State for the purposes of prevention and abatement of water pollution by making grants, loans, and advances to municipalities, political subdivisions and agencies of the state.34

Mr. Ralph MacMullen³⁵ stated that

The \$335 million Clean Water program will be part of a larger program that will draw funds from both the federal government and from local sources. It is expected that the state will invest half the cost of the total program, and that the federal government will invest another one-fourth in the program. Local units of government--towns, cities, townships, municipal areas--will advance the remaining one-fourth of the total cost of any Clean Water project.

This bonding program is big enough to buy 210 new water treatment plants for towns, cities, and other municipalities throughout Michigan. It will also pay for 126 improvements to existing plants, and provide sewer lines for 3,500,000 people.

Water Resources Commission, Clean Water, Quality Recreation for Michigan, Michigan Department of Conservation (1968), p. 8.

³⁵Ralph A. MacMullen, Clean Water, Quality Recreation for Michigan, Michigan Conservation Bulletin, p. 6.

In a prepared document, financially aided through a Federal grant from the Water Resources Council, Water Resources Commission, Michigan Department of Conservation in 1968, stated that:

The Michigan Clean Water Bonding Program will meet the state's challenge by providing: one half of the costs of needed municipal wastewater treatment facilities, \$285 million; (an additional 25% of treatment costs, or \$141 million, is authorized by Congress).

- --\$50 million for sewer construction assistance for communities without sewers contributing to existing pollution.
- --Removal of the inequities of the cost of pollution control to citizens of small communities.36

The "challenge" which is referred to here is "to ensure financing of a program that will by 1980:

- --construct the 210 new waste water treatment plants and interceptors.
- --provide the needed improvements to 126 existing treatment plants.

The Local Citizens challenge:

- --provide collecting sewers for an additional 3 1/2 million people.
- --provide storm water control. 37

Individuals Interviewed

The nature of the campaign designed for the Michigan Water Pollution Bond Issue in 1968 placed a limiting factor on the composite information which was obtained and analyzed. Hundreds of organizations, civic groups, various

³⁶ Water Resources Commission, op. cit., p. 10.

³⁷ Executive Office of the Governor, News Release, June 6, 1968, p. 1.

industrial concerns, newspapers, magazines and private citizens devoted their efforts on a voluntary basis to help the cause in passage of Proposal Number 3 on the November ballot. It was, therefore, relatively impossible to study every publication or personal contact that was made in support of the Water Pollution Bond Issue.

The records and recollections of three men: Mr. William Marks, Assistant Director of the Michigan Water Resources Commission; Mr. Ralph Purdy, Executive Secretary, Michigan Water Resources Commission; and Mr. Morey Richmond, Michigan Department of Health, are the sources of information for the study of this campaign. The needed information concerning the campaign, was gathered by means of tape recorded personal interviews and an examination of records and materials kept on file in Mr. Marks' office. The materials referred to included newspaper articles, media releases and magazines, as well as memos sent to and from the Governor's office to Mr. James C. Kellogg, director of the campaign.

Pre-Campaign Conditions

An important aspect of any communication campaign is that of the "pre-message conditions." Accurate evaluation can be accomplished only after this information has been examined and influences recognized. One important aspect of the water pollution bond issue campaign is harbored in the public attitude which existed before the campaign began.

Public attitude was such that interest was high and a favorable climate for water pollution control was evident. The possibility of federal money to assist in the attack on water pollution was present and spurred enthusiasm from those key figures who could influence such legislation. In a news release issued June 6, 1968, from the Executive Office, Governor Romney said, "Combined with federal and local funds, the bonding program would mount a \$1.2 billion attack on water pollution in the immediate future." The contribution of federal money was of course contingent upon the state's ability to gain approval of the impending bond issue proposal number 3.

There was no doubt in the minds of the guiding forces that the water pollution problem could be solved if the problem of finances was first resolved.

At the time, a salient need existed for a program such as the proposed water pollution control bond issue.

The Governor in his message to the 74th Michigan Legislature, second regular sessions, stated that to build a cleaner Michigan, we must provide more effectively than ever before for the preservation, use and enjoyment of our natural resources. 39

Later, while signing the Clean Water Bonding Bill after it had passed the Legislature he said, "I cannot overemphasize

³⁸ Executive Office of the Governor, News Release, July 6, 1968, p. 2.

Ralph W. Purdy, "Communication Techniques--Experience in a State Water Pollution Control Program," Speech delivered to Water Pollution Control Federation, 42 Annual Conference, Dallas, Texas, October 8, 1969.

the importance of Clean Water to the future health and prosperity of our state and all of its citizens."40

Clearly if the degradation of Michigan's water were to continue as it had in the past, such conditions as unsafe drinking water, loss of recreational opportunity, loss of agricultural irrigation, higher industrial costs, decreased land values, and destruction of natural beauty could develop. As stated in a pamphlet published and distributed by the Michigan Citizens Committee for Clean Water and Recreation, "Michigan has urgent pollution problems which can only worsen unless corrective action is taken immediately. Lake Michigan is aging at 300 to 500 times its normal rate." 41

Representative Guy VanderJagt, R-Cadillac, cited testimony before a House Government Operations Subcommittee, of which he was a member, that at the present rate of pollution, Lake Michigan ages 300 years with every passing year. This means, that "in 15 years, or by 1982, Lake Michigan will have aged 4,500 years and will be a 'dead lake.'"

⁴⁰ News Release, op. cit., June 6, 1968.

⁴¹ Clean Water, pamphlet published and distributed by Michigan Citizens Committee for Clean Water and Recreation (No. 5), 1968.

⁴²War on Pollution Must be Stepped Up, "Pollution," a series of articles by State Journal Staff Writer Norris Ingells, The State Journal Newspaper, Lansing, Michigan.

The need for a clean water program was clearly and soundly established by these and many other people speaking in behalf of the public and government to curb the water pollution problems of Michigan. The climate in Michigan was conducive to forthcoming legislation.

GENERALIZATION 1-1: The more a communication campaign capitalizes on a favorable climate for the issue, the greater the success of the campaign.

Organization of Forces

The campaign designed for the state on behalf of the clean water bill showed excellent organization and execution.

In 1967 Governor Romney was informed by representatives of the Michigan Water Resources Department about the magnitude of the water pollution problem. Particular attention was drawn to the various sources of municipal discharges. The Michigan Water Resources Department launched a study to discover exactly what the municipal problems were. Their findings estimated that ti would take approximately \$568 million to reverse the pollution trend. Governor Romney then assumed the initiative in his message to the Legislature in January, 1968 when he submitted to them a \$335 million Water Pollution Control Program and a \$100 million Recreation Bond Program. These two bills were introduced in the Michigan legislature in March, 1968. The bills were passed in the house of origin in April, 1968 and sent on to the opposite house in May, 1968. Both bills

were passed by late May, 1968 and on June 6, 1968 Governor Romney signed into law two landmark acts in the battle against pollution in Michigan, subject to ratification by Michigan voters during the November general election.

At this point it is significant to note a very important feature of this campaign. The Governor and the legislature saw fit to place this issue on the ballot rather than just pass the issue through the legislature without a vote of the people. In doing so the people of Michigan were automatically involved in "saving" their state from becoming a near island in a sea of waste.

GENERALIZATION 1-2:

Public involvement in collective decision-making yields greater enthusiasm and support for the issue.

In July of 1968 the Governor sent telegrams to the top twenty industrialists in the state inviting them to a luncheon in Detroit, Michigan. At the luncheon the Governor described the water pollution problem and indicated what his attack would be. He asked and received their talents, time and money in promoting the issue to the people of Michigan.

GENERALIZATION 1-3:

When dealing with the collective decision-making processes, the more often assistance is solicited from known opinion leaders who are also financially, socially and/or politically powerful, the greater the success of the campaign.

A Citizens Committee for Clean Water and Recreation was formed with J. Thomas Smith, board chairman of the Dura

Corporation serving as its chairman. The honorary chairman of the board for the committee was Governor George Romney.

Active support from forty-five different organizations was then solicited. The Citizens Committee designated subcommittees to coordinate advertising, finance, clubs and organizations and public relations. The public relations firm of Campbell-Ewald Corporation, General Motors Building, Detroit, was retained for the promotional program.

The pre-campaign situation was then analyzed and strategies were formulated. Messages were constructed and diffused. Hundreds of sources constructed messages to promote the clean water issue. Only a few of the more unique messages and their manner of construction will be cited here as a part of the campaign strategies used.

Campaign Strategies

As the Governor and his team of planners viewed the social climate of the state they recognized that public apathy toward immediate water pollution measures would be their most difficult problem. Most everyone agreed that water pollution was reaching serious levels. The task clearly then was to afford the people a course of action upon which to act, namely the vote, so that they might have a way of expressing their support of water pollution

control measures. An organized, well planned communication effort would hopefully promote this desired support.

During the planning stages of the campaign an initial step called for a survey to study similar situations and campaigns that had been, or were being held in other states, as well as the Ontario Water Resources Commission. Of all the programs studied, New York State's situation was most like that of Michigan's. Thus Michigan's total program and campaign resembled New York State's more than any other. Each state was led by a governor with a strong personality, who possessed great political acumen. At the time, Nelson Rockefeller was Governor of New York State and the Governor of Michigan was, of course, George Romney. It is doubtful the water pollution issue would have passed the public vote by such a large margin without the initiative and strong support of Governor Romney.

The feeling of those who were deeply involved with the pollution campaign expressed similar feelings concerning Governor Romney's role. His influence and charismatic qualities made him, in effect, a strategy in himself. He was able to enlist powerful forces from most of the state's principal organizations spanning a cross-section of Michigan business and industry, organized labor, agriculture, the professions, public health, conservation, religions and civic leadership.

GENERALIZATION 1-4: The more often leadership is represented in a single figurehead, around which the campaign can rally, the greater the success of the campaign.

Earlier, it was related that Governor Romney contacted the state's twenty leading industrialists to enlist their assistance in mounting a campaign for the bond issue. All twenty of these people then served on the newly formed Citizens Committee for Clean Water and Recreation. were 66 members on the Committee. It is unnecessary to list all 66 members, but those who were designated as subcommittee chairmen should be recognized to point out the diversity of interests which were represented. The chairman of the Citizens Committee was J. Thomas Smith, Board Chairman of the Dura Corporation and First Vice-President of the Automobile Club of Michigan. Thomas Adams, Chairman of the Board of Campbell-Ewald Company, a Detroit public relations firm, served as the Chairman of the Advertising Committee. The Finance Committee was chaired by Carl A. Gerstacker who was the Board Chairman of Dow Chemical Company. Harry R. Hall, President of the Michigan State Chamber of Commerce acted as the Chairman of the Clubs and Organization's Committee. Co-Chairmen serving with Mr. Hall were James Rounan, Executive Secretary of the Michigan AFL-CIO. The final committee chairman was Theodore H. Mecke, Vice-President of Public Relations for Ford Motor Company. Mr. Mecke, of course, served as

Ford Motor Company. Mr. Mecke, of course, served as Chairman of the Public Relations Committee. 43

GENERALIZATION 1-5:

The greater the diversity of interests represented in a communication campaign, the greater the success of the campaign.

Active support was solicited from about forty-five organizations. Representatives of these groups attended a special meeting in Lansing on August 21, 1968 to hear Governor Romney and J. Thomas Smith ask for their help in putting the bonding program across to the public. Fund raising, public information, promotional and other efforts began and gathered momentum as the election day drew closer. The Governor warned,

The worst hurdle we face is apathy. If we adopt the attitude that I don't know anybody who is against Clean Water and Quality Recreation, so I don't really need to push these bond issues—then both issues will sure go down to defeat. Even the best and most needed programs cannot survive the apathy of their supporters. It is up to us to keep the ball rolling on to victory.

The Governor apparently recognized very early that we often assume acceptance of a proposal without considering the possibilities of low saliency, lack of interest and public ignorance of the situation. To make sure the bonding program was a "front page item" a "Bond Blitz"

^{43 &}quot;Citizens Committee for Clean Water and Recreation," letterhead, Motor News, Detroit, Michigan, 1968.

Anonymous, "Bond Campaign Effort Shifts into High Gear," Topics, Conservation Department, Vol. 5, No. 19; Lansing, Michigan (September 12, 1968), p. 2.

was accomplished on October 10, 1968. The Governor flew to four metropolitan areas in the state--Lansing, Detroit, Flint and Grand Rapids--to speak to the people about the pollution and recreation problems of the state. All these stops were made in one day and seemed to be very effective.

Although the energy and leadership for bond promotional efforts must usually come from private citizens and organizations, there were actions that the state took to trigger the desired response. The state had established a working group of affected state agencies to coordinate the development and release of information on the bonding issues, and coordinated the identification of speakers and resource personnel to meet informational requests from private groups. Service organizations were encouraged to sponsor community forums throughout the state for public discussion of the bonding programs among local officials and citizens.

GENERALIZATION 1-6: The more interpersonal communication which takes place between those individuals knowledgeable about an issue and those in need of information,

the greater the success of the campaign.

Mr. James Kellogg, Executive Secretary to the Governor and overall coordinator of the campaign, expressed his feelings in saying that the most likely opposition to the bonding programs would seem to be a general concern of the public about government spending and increasing taxes. Although there was no data on the saliency of the issue, it

appeared that public knowledge of the issue was low. The proposed strategy was one which would then maximize the distribution of information to increase public knowledge of the bond issue, minimize the possibility of the emergence of controversy on the issue, and stimulate organizations and groups to take the initiative in promoting them.

GENERALIZATION 1-7:

The greater the distribution of information for the purpose of increasing public knowledge, the greater the success of the campaign.

GENERALIZATION 1-8:

The sooner the emergence of controversy surrounding the issue is minimized, the greater the success of the campaign.

In order to accomplish these goals, individuals were delegated the responsibilities of fund raising, organizing regional meetings with community leaders, implementing a public relations campaign in the Detroit area, constructing a hard-sell campaign for TV coverage, organizing a mass-media education campaign for TV and newspapers, developing public service broadcasts, leading local bond drive organizations, sponsoring state-wide press luncheons, and the creation of the Citizens Committee publicity.

The public relations and promotional program utilized the following prepared items:

- a. Letters-to-the-editor (newspapers)
- b. Prepared speeches from various sources
- c. Fact sheet

- d. Window posters
- e. Easel cards
- f. "Snipes" for polling places
- g. IBM cards for direct mail bearing a printed message urging "yes" votes and a covering letter.

The following sample items were assembled in kit form and sent to supporting organizations, asking that they then submit quantity orders:

- 1. Extra copies of the October issue of Motor News (Michigan Auto Club Magazine).
- 2. Reprints of a six-page spread in the September-October issue of Michigan Conservation magazine.
- 3. Copies of the Conservation Department brochure, "Michigan Needs Clean Water and Quality Recreation."

Strong promotional attempts were made by enlisting the aid of political candidates, since this was an election year and political figures were commanding a great deal of the public's attention. Since the bond proposals were essentially non-political and non-partisan in nature, it was reasonable to assume that all political figures would endorse them. To encourage those endorsements a position paper was prepared and distributed to as many state and local political candidates as possible. Candidates were also offered supplies of brochures and fact sheets to distribute at meetings.

GENERALIZATION 1-9:

The greater the number of promotional attempts using the endorsements of admired political figures who command extensive public attention, the greater the success of the campaign.

The mass media was also an integral part of the campaign. The Campbell-Ewald Company of Detroit was responsible for preparing a media advertising campaign in behalf of the bond proposal. This campaign was then complemented with the following publicity efforts:

- 1. A prepared series of news releases, aimed primarily at weekly newspapers and distributed through the Michigan Press Association service, to inform the public how the money would be spent, where it would come from, the condition of Michigan's water at the time and all the other facts surrounding the issue.
- 2. Daily papers were encouraged to develop stories on the bond issue and information and art work was provided as required. The majority of the stories were to be localized to foster keen interest of the local citizenry by pointing out how they would be affected by the passage of Proposal #3.
- 3. Suggested editorials for weekly papers were prepared and distributed. Some were also geared for specific audiences and then printed in the appropriate section of the paper such as the sports page, society page, and the editorial page.

- Daily papers were encouraged to take a positive editorial stand.
- 5. A series of releases was prepared and distributed to radio stations.
- 6. The television and radio stations which take editorial stands on the air were encouraged to come out in favor of the bond proposals.
- 7. Tape-recorded radio spots featuring prominent persons who supported the proposals were prepared and distributed.
- 8. Filmed spots and short features for TV use were prepared and distributed.
- 9. Arrangements were made for live programming on TV and radio, with emphasis on such shows as "Michigan Outdoors" and the "Michigan Sportsman."

Perhaps the most controversial advertisement used was the picture of a small boy sitting in a bathtub surrounded by dirt, filth, dead fish and refuse in the water (Figure 4). This particular symbol carried a very simple, poignant message to the public. After viewing this picture there was no doubt in the viewers mind what the problem was. Any subsequent messages suggesting specific ways to remedy the problem were not likely to meet opposition.

GENERALIZATION 1-10:
The more often problems are specifically and simply identified for the affected public before remedies are prescribed, the greater the incidence of success for the campaign.

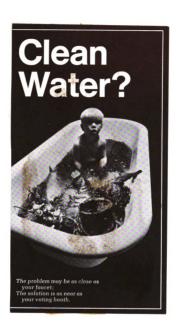


Fig. 4. -- Boy in Polluted Bathtub.



A speaker's bureau comprised of field employees was organized by the Conservation Department. The bureau's primary objective was promotion of the bond issue. To do this, speaking engagements were solicited as often as possible. A prepared speech and a short color slide show, accompanied by a suggested script was made available to the participating employees.

In addition to the speaker's bureau, supporting organizations were encouraged to have competent members make speaking appearances on behalf of the bond issue.

These two techniques are in support of Generalization 1-6 (p. 41) stated earlier.

Promotional efforts through other channels naturally existed. Numerous fairs, including the State Fair, utilized exhibits and this method was extended to the large shopping centers in the metropolitan areas. Restaurants were asked to serve water only on request for one day and with each glass served, the customer was given a brochure on the bond proposals. Aerial signs were towed behind planes over stadiums at the University of Michigan, Michigan State University, Detroit Lions home football games and the World Series home baseball games. As an added promotional technique, department stores were asked to post easel cards where sporting goods, plumbing fixtures and drinking glasses were sold. McDonald Milk Company had printed supporting information on their milk cartons.

Cartoons were circulated depicting dirty water in most places of human consumption and use such as bath tubs, sinks, water faucets, lakes and streams. Captions were added to the cartoons to draw attention to the urgency of the problem.

Earlier in this chapter the enormous volume of information and promotional material that was developed and distributed to the people of Michigan was alluded to. A large number of interested groups joined in support of those who realized the importance of the proposed legislation.

Evaluation of Campaign Success

Those who acted as the "guiding body" of this campaign, viewed evaluation almost completely in terms of how the bond issue fared at election time. The proposal did pass the vote of the people of Michigan and therefore was suggestive of a successful campaign. Beyond the fact that the proposal passed was the margin of "yes" votes as opposed to "no" votes. The final vote count was an overwhelming 2 to 1 margin in favor of the proposal (2 "yes" votes to 1 "no" vote). This particular fact strongly suggests the success of the communication campaign.

Some additional factors which might also be interpreted as campaign success should be considered here.

Other states, who in the near future would be dealing with the problem of water pollution, were interested in the

techniques and strategies used in Michigan. Some of these states sent "study teams" to Michigan to study the approach which gained Michigan its \$335,000,000 bonding program. Other states had already attempted passage of similar water pollution bond issues that had met defeat for various reasons. It is surmised that the most frequent reason for their failure was an inadequate communication campaign. The overwhelming degree of success which the Michigan campaign achieved seems to signify the importance of the methods used. These differences in success point out that the issue alone was not sufficient to bring about positive results. The campaign strategies used, most assuredly had a strong effect on how the Michigan voters reacted on election day. Finally, it should be noted that there was at no time opposition mounted by any group or organization against the bond issue. When considering these series of events, evaluation of the campaign indicates that it was a great success.

Implications of This Campaign For Traffic Safety

Several outstanding characteristics of the Michigan Water Pollution Bond Campaign hold basic implications for those concerned with the task of communicating traffic safety information to the appropriate public involved.

The first and perhaps most obvious strategy was used by the Michigan Water Resources Commission when they

apprised Governor Romney of the water situation in Michigan and subsequently enlisted his enthusiastic and active support. This strategic move is supported by extensive research done by Dr. Everett M. Rogers and documented in his book Diffusion of Innovations: A Cross Cultural Approach. 45 Dr. Rogers describes the opinion leader as one who has "the ability to informally influence individuals' attitudes or behavior in a desired way with relative frequency." He continues by saying "Opinion leadership is earned and maintained by the individual's technical competence, social accessibility, and conformity to the system's norms."46 Governor Romney acted as an important opinion leader for the people of Michigan. The support gained by the Governor from those present at his first luncheon suggests this. Many people were immediately attentive to the bond issue mainly because they felt it must be important if the Governor was personally endorsing it. The near unanimous vote in favor of his proposal to the legislature also suggests this.

The Governor also functioned as a change agent at this point. Dr. Rogers identifies a change agent as "a professional who influences innovation-decisions in a

Free Press of Glencoe: 1968), p. 48.

⁴⁶ Ibid.

direction deemed desirably by a change agency."47 acting as both an opinion leader and a change agent, the Governor affected many people who were also cast in the role of opinion leaders and change agents within their respective social systems. The field of traffic safety often neglects this powerful element of communication. There are public and political figures who have the capabilities to act as opinion leaders and change agents for traffic safety but are being ignored or not identified as such. Very few, if any, high governmental officials, either on the state or the national level, have become "crusaders" for an all out attack on our highway problems. This may be partly the fault of those agencies who are in the business of promoting better, safer conduct on our nations streets and highways. A logical approach in the future might be to convince these opinion leaders and change agents at the outset so that their influence and active support might be utilized to its fullest.

A second approach used by the Water Resources Commission was the method of studying several other campaigns which had been conducted in other states for ideas on how to conduct the Michigan campaign. Wisconsin, Massachusetts and several other states subsequently came to Michigan to study the methods used in hopes they could apply some of

⁴⁷ Ibid., p. 49.

those in their own states. This gesture signifies the respect held by others outside this state for Michigan's expertise in handling the Water Pollution Bond Campaign. The procedures followed and strategies devised will undoubtedly be looked to as models by other states.

This suggests that perhaps an "all out" safety program be conducted in one state that could be measured and evaluated for its degree of effectiveness. Valuable data would be gathered and modifications could be made in the program before a subsequent national campaign was launched.

The notion of a "total" effort being mounted is suggested also. A "total" effort means maximum attention and top priority devoted to the states' highway problems during a designated period of time by a specific agency or group concerned with traffic safety, using some of the techniques employed by the Michigan Water Resources Commission in a comprehensive state wide campaign. This campaign might utilize such methods as the Governor's Bond Blitz, the enlistment of active support from all the top industrialists and concerns in the state, the employment of a top public relations firm, the use of a speaker's bureau, the formulation of a "Citizens Committee for Traffic Safety in Michigan."

Traffic safety is not unlike water pollution control.

The primary enemy of traffic safety is apathy. It is a very unusual person who does not fear a traffic collision.

One method of curtailing public apathy toward our traffic problems may be the application of the previous strategies used by the State of Michigan in controlling water pollution.

Ingham County Rubella Vaccination Campaign

Description of the Issue

A crippling and damaging disease was apparently defeated and hopefully eradicated in Ingham County, Michigan during the month of January, 1970. This disease is properly known as <u>rubella</u> but for many years was unfortunately labeled "German measles." The term "German measles" seemed to create a false notion or sense of security and was regarded as a mild, rash-producing disease which was merely a nuisance to children.

When rubella was studied extensively it was revealed that many babies were being born with eye defects, heart conditions, hearing loss and other combinations of abnormalities. It was also discovered that

Rubella, when contracted by a woman in early pregnancy, can cause her baby to die, or to be born with crippling defects. Studies indicated rubella has probably killed or crippled more children in recent years than polio, scarlet fever, chicken pox, mumps, and regular measles combined.48

^{48 &}quot;Requiem for Rubella," Michigan's Health, Publication of Michigan Department of Public Health, Vol. 57, No. 2 (Summer, 1969), p. 1.

There is a tendency for rubella to reach epidemic levels every five to seven years. The most recent recorded epidemics were in 1964-65 and in 1958-59. Available estimates from the U.S. Department of Public Health,

National Communicable Disease Center indicated that during the 1964-65 national epidemic 50,000 mothers experienced abnormal pregnancies which were attributable to rubella.

Of these 50,000 abnormal pregnancies, 30,000 resulted in death to the infant and the remaining 20,000 were born with various and combined birth defects. In Michigan alone it has been estimated that 369 mothers were affected resulting in 92 deaths to the infant and 277 infants with birth defects.

With recognition of rubella's epidemic nature, it was anticipated by many that a widespread outbreak would occur in 1970 unless a vaccine became available to curtail the diesase. In 1967, physicians of the University of Pennsylvania introduced live virus rubella vaccine which ultimately became the answer for the destruction of rubella. With this accomplishment, the next steps in Michigan to promote a vaccination campaign were the gathering of information, organization of communication channels, and dissemination and diffusion of the facts

⁴⁹ Michigan Department of Public Health, Information Packet, Rubella Fact Sheet, 1969.

⁵⁰ Michigan Department of Public Health, Information Packet, Background On the Vaccine, 1969-70.

surrounding the forthcoming program. The final phase would be the administration of the vaccine.

The following discussion is concerned with the communication and information campaign organized to promote vaccination of all eligible children in kindergarten through third grade in both public and non-public schools in Ingham County. It was extremely important to the success of the vaccination program that a high percentage of children in the designated age group receive the vaccine.

Individuals Interviewed

Although this segment of the study is concerned with the Ingham County communication program, it was impossible to gather necessary information about the campaign without also briefly examining the efforts put forth at the state level. Most of the counties of Michigan depended heavily on the State Department of Public Health for some degree of leadership and assistance.

Personal interviews were conducted with Mr. John
Cook, Chief of the Division of Information and Education
at the State Department of Public Health and Mr. Jock
Bliss, Public Information Specialist at the State Department of Public Health, also of the Division of Information
and Education. At the county level, interviews were conducted with Dr. Maurice S. Reizen, M.D., at that time the
Medical Director of the Ingham County Public Health

Department, more recently appointed State Director, and Mrs. Gladys Conklin, the Supervisor of Nurses at the Ingham County Public Health Department.

Pre-Campaign Condition

It was determined at the outset that the general public was grossly uninformed about the dangers of rubella and consequently accepted the disease in a rather non-chalant manner. There appeared to be a lack of knowledge surrounding the entire question of rubella.

The public was not aware of the fact that the term "German measles" is a misnomer. The 'so-called German measles is neither German in origin nor 'measles' in category—any more than are scarlet fever, or chicken pox, or any of a number of other rash diseases." 51

Rubella was a relatively new name to most people and it was not understood that rubella and "German measles" are the same.

The public was unaware of rubella's impact on society and the effects it imposed on unborn babies. They were ignorant of the impending epidemic which threatened during the spring of 1970 and they were equally ignorant of the discovery and production of a new vaccine recently marketed that would help prevent the spread of rubella. In general,

^{51 &}quot;Requiem for Rubella," op. cit.

the public appeared to be totally unaware of the facts about rubella.

Organization of Forces

Clearly there was a need for education and information regarding the rubella problem. In order to accomplish this goal a number of people were engaged for assistance and support.

The Legislature of Michigan made it possible for the state to purchase 600,000 doses of the vaccine by appropriating the necessary revenue. Ingham County alone immunized 18,530 children in 96 public and parochial schools in January, 1970. Without this needed legislation the rubella vaccination program would surely have suffered greatly. Every child who was eligible for the rubella vaccine could receive it free of charge.

Active support of the Michigan State Medical Society and the State Association of Osteopathic Physicians and Surgeons was sought. Frequently this support was evidenced by doctors voluntarily assisting with the vaccination clinics in their area.

Several voluntary health agencies helped in various ways. These agencies included the state chapters of United Cerebral Palsy, the Easter Seal Society for Crippled Children and Adults, the Association for Retarded Children, and the March of Dimes. These agencies helped by contributing funds to the State Department of Public Health to assist

for the payment of costs incurred in production of filmed announcements for television and for the special "medals" that were given to the children who had received the vaccination. In addition to these agencies the Michigan Heart Association and the Association for Better Hearing and Speech were helpful in circulating public information and lending manpower where ever best needed.

Other concerned societies and agencies were the Michigan Congress of Parents and Teachers, Society for Mental Health, State Department of Mental Health, and the State Department of Education. Generalization 1-5 (p. 40) should be recalled here in recognition of the large number of organizations, societies and agencies which assisted with the rubella campaign. The stimulation of these groups was indeed essential to its success.

On October 8, 1969, Governor William Milliken held a news conference in which he disclosed an all-out attack on rubella. He urged all Michigan parents to give the rubella vaccination campaign their full support in any way they possibly could. He stressed the fact that it was a "concern for others" which would make the campaign a success.

At this point the State Department of Public Health began the task of developing and disseminating informational materials for use by local and county health departments, Boards of Education, the news media, public service

directors, voluntary health organizations and other agencies concerned about the program. This material was produced for the free use of the concerned and involved groups.

Each local or county agency utilized and added to these materials as they saw fit.

The County Health directors were made responsible for their own informational program. In Ingham County, Dr. Maurice Reizen, Department of Public Health Director, enlisted the assistance of various agencies involved through means of personal contacts and interviews when possible. The vaccine was administered by school nurses and public health nurses of the Ingham County Health Department under the direction of physicians. Since the vaccine was given by injection, it was necessary to conduct several orientation meetings for those who would be involved in the actual administration of the vaccine. During the period that schools were closed for the Christmas vacation, the nurses involved met with the Supervisor of Nurses in Ingham County to discuss their involvement in the program. An additional meeting was then called by Dr. Reizen to discuss the approach and execution of administering the injections.

Campaign Strategies

The success of the rubella campaign in Ingham County was dependent largely on the cooperation of the parents and children involved. Perhaps the biggest sacrifice was made

by the children because they were the ones who received the actual vaccination. Of course the parents were heavily involved in the campaign by virtue of volunteering their children for the vaccination.

So that the children would have a reasonably accurate understanding of why they were being vaccinated the campaign utilized the "Rubella Hero" concept. "Rubella" was characterized as a dragon which could only be slain by the vaccination administered. The child was told that if he was vaccinated he had done a brave deed and because of his actions many mothers-to-be and their unborn babies would consider him their hero. As a tangible reward the State Department of Public Health provided "Rubella Hero" buttons in the form of a medal of honor to be awarded to each child who had received his vaccination. In addition, newspaper advertisements and radio and television announcements emphasized the "Rubella Hero" theme, visually as well as verbally. It should also be noted that there were two groups of people involved, adults and children, and the materials composed were directed to each specific group. Several items were oriented to the adults, several to the children, and some were easily applied to both groups.

GENERALIZATION 2-1:

The more often specific messages appeal directly to specific characteristics of a particular subaudience, the greater the incidence of success.

The State Department of Public Health prepared a public information packet for distribution to all the local health departments which contained the following items. 52

- A list of volunteer health agencies, professional societies, and government agencies who were concerned about and involved in the rubella immunization effort.
- 2. Material for use in publicizing the program by inclusion in the regular ads of local pharmacies and other local businesses. The support of these businesses was solicited by the health department directors, and by representatives of the Volunteer Health Agencies.
- 3. A sample letter to parents, asking for their informed consent to immunize their child which included a permission slip form for them to sign.
- 4. A news release, with the understanding it was to be rewritten by the local health department to include all available local emphasis.
- 5. A letter of "introductory information" for news editors intended for all media, outlined the epidemic threat, immunization program, and possible local sources of news and human interest material about rubella.

⁵² Michigan Department of Public Health, Information Packet, Campaign Details, 1969.

- 6. A fact sheet on rubella, in outline form.
- 7. A background sheet on the vaccine, summarizing its development, federal licensing, purchase by the state, its testing, recommendations for use, and some major characteristics.
- 8. A vaccine allocation list, showing quantities supplied to each health department in order to immunize an estimated 80 per cent of the eligible youngsters.
- 9. A schedule of clinics, indicating the month during which each local health department was scheduled to conduct its immunization activities.
- 10. An editorial, emphasizing parental responsibility to their children and to the community, to prevent a major rubella epidemic and thereby protect the unborn.
- 11. A "classified" ad copy, designed for regular newspaper use during the immunization program, in its classified sections, as well as in display ads.
- 12. Display material, designed for display ads in newspapers, posters (as in schools, for instance), and TV visuals.
- 13. A memo to children's program directors of Michigan

 TV stations, called attention to the "Rubella

 Hero" concept, and discussed materials provided

 for possible use on appropriate shows.

- 14. A memo to public service directors, provided detailed national and Michigan statistics from the 1964 rubella-epidemic, for insertion as desired in broadcast copy.
- 15. TV spots, working drafts, included one 30-second, and three 60-second production spots. The 30, and one 60 used a narrator to develop empathy between viewing parents (and youngsters) and the mothers depicted in the film. Their approach was straight-narrative, seriously pointing to the importance of "Rubella Heroes" and of the parents whose approval is essential to "Rub-Out Rubella."
- 16. A twenty-minute speech, with slides, on
 Rubella Problem">https://minute.com/html/>
 Rubella Problem was made available, on request, through a return postcard in the packet. Also available were extra copies of any items included in the packet.

The list of prepared public information materials tend to support Generalization 1-7 (p. 42) stated earlier. The information materials attempted to increase public knowledge to a maximum degree.

The Governor's endorsement of the rubella campaign on October 8, 1969 lends support to Generalization 1-3 (p. 36) stated earlier. The governor of any state is inherently considered by many to be an opinion leader of high esteem

and therefore commands a great amount of influence pursuant to an endorsement of this nature. Governor Milliken in his news conference also expressed to the people of Michigan an attitude which he hoped all would adopt when he said, "The success of this program depends to a large extent on concern for others." 53

GENERALIZATION 2-2: The more often communicators appeal directly to the individual's concern for others and their welfare, the greater the enthusiasm and support for the issue.

A number of the suggested advertising copies used the theme that parents could help prevent possible tragedy by authorizing the vaccination for their children. In effect they would be saving the lives of many unborn babies.

Dr. Reizen was perhaps the most instrumental person in Ingham County in motivating all those concerned about the problem of rubella. He personally contacted public service directors of the media and described to them what they could do to help. By doing so, Dr. Reizen's actions tend to support Generalization 1-6 (p. 41) stated earlier which points out the value of interpersonal communication and its effect on the promotion of an issue. He was also responsible for many interviews with the media which afforded the public the opportunity to receive accurate, knowledgeable information from a local figure.

^{53 &}quot;Requiem for Rubella," op. cit., p. 8.

Evaluation of Campaign Success

The success of the Rubella Campaign must be considered at two levels; first, the state level and, secondly, the county level. Mr. Cook and Mr. Bliss of the Public Health Department view its success through a number of "informal" indications.

The actual use of the vaccine over the state was far beyond the expectations of the Michigan Public Health Department. The original objective was to administer 600,000 doses of the vaccine. This figure was surpassed by 30,000 additional doses, which had to be ordered from the drug company who was the sole producer.

Many counties were forced to buy supplementary vaccine with their own funds because of the excessive demand. There were, in fact, some requests for the vaccine that could not be filled.

The State Health Department received numerous requests from various sources throughout the state for additional promotional materials to be used in the local and county campaigns.

It should be recognized also that Michigan is one of the very few states which had mounted a "campaign" against rubella and since this concerted effort was introduced, several other states have inquired about the organization of the campaign for possible use as a model. An evaluation of the Ingham County campaign success revealed several interesting facts. The County exceeded its 15,530 quota of doses by 3,000. The final tally of immunized children reached 84.6 per cent, one of the highest in the state. A news article termed the response to the program "fantastic." In the same article Dr. Maurice Reizen stated "he had not seen evidence of an epidemic in Ingham county this year, and cases were running about the same number as last year." 55

With the absence of statistical data it is necessary to use the available indications to ascertain success. All these indications are highly suggestive of that success.

Implications of This Campaign For Traffic Safety

In addition to lending support to several of the generalizations made during the examination of the Michigan Water Pollution Bond Issue, the Rubella campaign suggested a number of additional strategies to be tested in the area of traffic safety.

Perhaps the most evident strategy was that of utilizing the approach often used by most commercial advertisers in appealing specifically to the parents of young children and to the children who were directly involved in

^{54 &}quot;Response Fantastic," The State Journal, Monday, February 16, 1970, Lansing, Michigan.

⁵⁵ Ibid.

the ultimate success of the campaign. The two groups existed as mutual influences upon one another. The children were often carriers of the messages they saw on television and received in their schools, while the parents were responsible for the final decision as to whether the child would receive the vaccination or not. This process resembles the methods used by breakfast cereal companies. The advertising copy is aimed at the child with full knowledge that it is the parent who will make the actual purchase acting through influences presented by the child.

A second strategy used in the rubella campaign which holds implications for traffic safety was that of <u>awarding</u> the "Rubella Hero" button to each child who participated in the program. The button served as a tangible reward for "doing the right thing." Desire for reward is universal and is important to adults as well as children. It should be remembered that reward can be expressed in many ways.

It was essential to the campaign that information related to rubella be presented to everyone directly or indirectly involved in the program. Conclusive informational materials corrected faulty attitudes and knowledge and gained support for the campaign.

It is highly probable the average driver does not have enough, and is unaware of, the information available to make the proper decisions for safe operation of his vehicle. It is therefore up to the traffic safety

communicator and educators to see to it that all those affected are thoroughly informed.

Ford Maverick Campaign

Description of the Issue

The automotive industry is perhaps the most competitive industrial complex the world has ever known. It is of the utmost importance to each corporation that their market analysis be as accurate as possible so as to remain competitive. In recent years the Ford Motor Company has capitalized on its market research and produced two of the most successful automobiles in history, the Mustang and the Maverick. It is the Maverick campaign which is of concern to this study.

Maverick was officially introduced by Ford Motor

Company five years to the day after the Mustang was ushered into the compact market. The date of introduction was April 17, 1969 and extended into a three day event which attracted an estimated two and one-half million people to Ford dealer showrooms. Market reports showed Maverick to be the second best selling car in the Ford line as of May, 1970.

Ford, of course, had its reasons for creating this entirely new line. In a corporate studies report 56 it said,

^{56&}quot;Introduction of the Maverick," Ford Corporate
Studies (Dearborn, Michigan: Ford Motor Company, Educational Affairs Department), Number 7, p. 1.

"A market for it, or something close to it, existed to the tune of one to two million cars a year. . . . A second factor calling for creation of a new car was the relative decline in sales of American compact cars." It was therefore reasoned that Ford could capture this market for very small cars by creating a model which stood between the Volkswagen, the leading compact import, and Ford's own Falcon.

This new model was to possess most of the satisfactory features of the small imports but would eliminate the major criticisms cited such as inadequate space, low stability and insufficient power for passing. To this end, Maverick has been successful. The car has proven to be durable, dependable, stable and responsive, as well as spacious.

Maverick was unique in that it had no direct competition from any other company, domestic or foreign. At the same time the nation's economy had slowed to a point which prompted a greater demand from the public for economy cars. Despite these advantageous situations it was necessary to build a rapport for Maverick with the public. The remainder of this chapter discusses the communication or advertising campaign launched by Ford Motor Company to bring about this rapport.

Individuals Interviewed

Several people were interviewed for their personal, first hand knowledge of the Maverick campaign: Mr. John J.

Morrisey, Director of Advertising and Sales Promotion for Ford Motor Company; Mr. Jerry McMechan, Manager of Corporate Advertising and Sales Promotion; and Mr. Dave Kerr, assigned to the Ford Maverick account at J. Walter Thompson Company, an advertising agency in Detroit. In addition to these personal interviews Mr. William Murphy, also of the J. Walter Thompson Company was assigned to collect and compile pertinent information to be used and analyzed for this study.

Pre-Campaign Condition

Through analysis of the automobile market Ford detected certain trends developing in 1967 which indicated the desirability of a car the size of Maverick. It therefor seemed the right time for development of such an innovation because of the known demand. Imported automobiles appeared to be enjoying a considerable segment of the compact market and Ford was determined to share this segment. The import buyers had expressed discontent with several facets of their imported compacts. This suggested the need for a better compact, but not necessarily from the foreign market.

Though it was not conceived and produced for direct competition to Volkswagen, the leading import, it was realized that the Maverick would offer an unknown amount of competition in its particular market. This prompted a study of total sales of the imports for later comparisons which might indicate the actual amount of competition being

generated by Maverick. The studies⁵⁷ conducted also showed that import buyers and American compact buyers agreed that the essentials they required of a car were: economy of operation, agreeable purchase price, and durability. Neither group considered powerful engines and peak performance an important issue.

Organization of Forces

As the car was being designed, consideration was given to the advertising and communication campaign deemed critical in creating a public awareness of this new product. Information was released at definite time intervals. The J. Walter Thompson Company of Detroit, which handles all of Ford's advertising, began to work in conjunction with the people at Ford. A theme or direction, which the Maverick campaign would follow, was determined. The agency recommended and composed the messages subject to approval by the Ford Division. After they were approved, the messages were then released by the Ford Division.

In comparison to the two previous campaigns studied, the Maverick campaign was able to capitalize on existing constructs within the Ford Motor Company, J. Walter Thompson and society. The constructs were evident in the mere existence of Ford's advertising department, J. Walter Thompson's possession of the account for all the Ford lines and the various channels of media which already carried

⁵⁷ Ibid.

large numbers of Ford's messages to the public. No new channels or groups of people were necessary to accomplish this new task.

Campaign Strategies

Maverick were decided upon by the Ford Motor Company in conjunction with J. Walter Thompson Company. Before the campaign was begun, a considerable amount of research was conducted to determine the prime market for the Maverick. Ford realized that prospective buyers would come from a variety of sources, but evidence did exist that indicated the largest segment of the market to be reached were the potential buyers of foreign economy cars and domestic compacts. It became very important then to know the characteristics of these small-car buyers so that specific strategies could be designed. This technique lends support to Generalization 2-1 (p. 60).

The research conducted showed that the typical import buyer is younger than most car buyers, more active and college educated with an above average income. He often owns more than one car and is quite economy minded. Economy to him means many things: original price, gas mileage, repairs, reliability and durability. Style, comfort and performance of the car are not as unimportant to him as are engineering and workmanship. He is cautious

of new products on the market and usually lets others try them first before buying.

The domestic compact car buyer, on the other hand, is older than his counterpart, has a below average education, below average income and is often a one car owner. He feels style and comfort are important. Economy to him usually means "low original price." It was also found that twice as many women buy domestic compacts as do men when they were compared to import buyers. 58

The Maverick was a car which seemed to fit nicely into the market of both these prospective groups of buyers. With this information Ford and J. Walter Thompson Company determined that there would be three main advertising objectives: (1) the Maverick would be established as an entirely new kind of American economy car, (2) the Maverick would be shown as a desirable alternative to the import economy cars and the current "old fashioned" domestic compacts, and (3) establish with everyone, the Maverick's base purchase price of \$1,995.

The general attitude at Ford was that the Maverick did not represent a revolutionary new product. The Maverick was simply produced because of the existing market. It was necessary, therefore, to create innovative advertising which would draw attention to the Maverick.

⁵⁸J. Walter Thompson Company, "Profile of Prospects," Detroit, Michigan, 1968, p. 2.

GENERALIZATION 3-1:

The more a communication campaign utilizes new and different approaches to affect an otherwise apathetic public, the greater the incidence of success for the campaign.

The campaign was able to benefit largely from the purchase price of the car. This particular strategy was quite foreign to Detroit's auto industry. Until this time, the industry advertised physical features and advantages of their products but traditionally did not dwell on price. The period following World War II was a very prosperous one for the auto industry and nearly every car made was quickly sold. There was no need to advertise the product on a price basis because of the overwhelming demand which existed. In recent years, however, because of a very different national economic position the consumer has become extremely price conscious.

GENERALIZATION 3-2:

The more often full utilization is made of advantageous situations which arise and are directly related to the campaign, the greater the incidence of success for the campaign.

A second strategy used was the advent of five new paint colors with names to match. In addition to the actual name of the car being somewhat new in approach, the names of the paints were also designed to attract attention. The names "Anti-EstablishMint," "Hula Blue," "Original Cinnamon," "Freudian Gilt," and "Thanks Vermillion," served to brighten and intensify the entire image of the car.

When the subject of a communication campaign is a product to be bought and sold, the advertisements pertaining

to the product become quite important. The advertisements for Maverick varied greatly as far as presentation is concerned, but all could be categorized into one of three basic phases: the complex, the endorsement, or the inflationary. In the complex phase, the ads discussed a number of items which were outstanding features of the car. In the endorsement phase, contented Maverick owners were pictured and quoted praising diverse features of the Maverick. The inflationary phase reemphasized the low price of the Maverick by comparing the rate of increase of some other goods as opposed to the stable price of the Maverick.

All of these advertisements were exposed to the public through various media at different times. Nearly all forms of media were used at one time or another but basically those used were television, radio, newspapers, magazines, billboards and performance events. Perhaps the most unique strategy used occurred in the area of television. On the eve of the formal announcement and official showing of the car, segments of nearly every program's sponsor time was purchased, every half hour during the prime hours of viewing on the three major networks. This time was devoted to registering the name of the car, the look of the car, and the major characteristics of the car with those who viewed any of the programs on television that particular night. This method was

extremely expensive but considered necessary and worthwhile. The diversity and extent to which media was used suggests support for Generalization 1-7 (p. 42) stated earlier, which concerns the effectiveness of maximum distribution of information so as to increase public knowledge.

A wide variety of magazines and newspapers ran advertisements on selected dates with other advertisements to be printed whenever space and time allowed.

The performance events used consisted of the Atlanta 500 Motor Car Race, the Michigan International Trans-Am Race, the Michigan International 500, and the Charlotte 600.

The day the Maverick was introduced is of particular significance. The date April 17, 1969, was five years to the day from that date on which the Mustang was introduced, as was pointed out earlier. However, the time of year the car was presented is of additional significance. The conventional time of year for new automobile presentations is the fall season, but with Maverick appearing in the early spring, total attention was captured. This particular strategy lends support to Generalization 3-2 (p. 74) which refers to full utilization of advantageous situations.

The final strategy that will be discussed is in support of Generalization 1-3 (p. 42) which states that controversy should be minimized from the outset if such controversy threatens the campaign objectives. Shortly after the introduction of the car, it was taken to

Washington, D.C., for inspection by a group of Congressmen who saw the car dismantled and then reassembled. The Ford Motor Company wanted to make several points clear: (1) the car was extremely easy to service, (2) a certain amount of do-it-yourself potential existed for the owner, which cut down service charges, and (3) that the Ford Motor Company was acutely aware of the first two elements and now Maverick existed as proof that these problems had been solved. The car was promoted as an example of what the automobile industry can do to simplify and reduce maintenance.

Evaluation of Campaign Success

Several measures have been used to determine the effectiveness of the Maverick campaign. The most obvious for industry is that of total sales of the unit produced. Maverick has proven to be one of the most successful automobiles in history. Three hundred forty thousand Mavericks were sold the first year. The car has become the second best selling car in all of the auto industry. General consensus is that the Maverick lacks classic design and is only moderately attractive. The tremendous success of the car then can be attributed to the promotion campaign which surrounded it.

In addition to impressive sales the Maverick has proven to be a good "conquesting" car. That is to say, many buyers were nearly ready to purchase another product

until the Maverick appeared. This includes those who were first car buyers, second car buyers and those who would have bought an imported product.

It is also apparent that there is a great "name awareness" associated with the Maverick. Nearly everyone is aware of the Maverick. This can only be attributed to the thorough, seemingly successful campaign which was conducted.

Implications of This Campaign for Traffic Safety

It is readily apparent that the corporate advertising approach to the communication process is somewhat different from the approach most often used by traffic safety organizations. The area of traffic safety would do well to study and utilize the appropriate methods being used in industry today. This study of the Ford Maverick campaign reveals several implications.

of communication the Ford Motor Company
thoroughly researched the prospective markets
and subsequent messages were developed in light
of the research findings. If traffic safety
messages are to be more effective it would also
seem necessary to research specific message
receiver groups and construct and direct the
messages specifically for them.

- 2. The point has been made several times that the Maverick was largely successful because of the communication campaign around which it was organized and not because of its engineering beauty. It is strongly implied that perhaps the entire theme of traffic safety should be promoted by the professional persuaders who are employed by advertising agencies.
- 3. The Maverick was created so that those in the economy market would have a product available to purchase. Since the advent of the Maverick the decline of the nation's economy has caused nearly everyone to become cost-conscious. This may imply that traffic safety would be in a better position if it were considered as an economic way of life rather than only as the safe way of life.
- 4. The Maverick could have easily been advertised as just another model in the growing Ford line but, because of imagination and innovativeness, it became extremely successful. Traffic safety communicators might do well to reexamine their methods and approaches to communicating and strive to become more innovative and imaginative than is the present case.

5. Ford Motor Company allocated a great deal of money for the Maverick campaign and success was realized because of this expenditure. For the car to have been successful without this massive campaign would have been impossible. Traffic safety communicators must acquire more financial aid and assistance if advances are to be made.

CHAPTER IV

APPLICATION TO TRAFFIC SAFETY

In the previous chapter, generalizations were drawn from three communication campaigns designed for the Michigan Water Pollution Control Bond Issue, the Ingham County (Michigan) Rubella Vaccination campaign, and the Ford Motor Company Maverick campaign. Chapter IV will make specific application of these generalizations to the field of traffic safety communications. Each generalization will be listed with its application immediately following. A table will be included showing support of certain generalizations in more than one campaign.

The generalizations and their applications which follow may be utilized for all forms of traffic safety campaigns. This includes such campaigns as might be developed on the community, county, state or national level. The campaigns might be ones originated and implemented by private safety councils and organizations, by government institutions or by the college and university sector. The campaigns might be of a continuous, on-going nature, of a seasonal nature (such as winter driving tips or holiday traffic reminders), or periodical "spot" campaigns

conducted for specific segments of society (such as motor-cyclists and truck drivers). In short, the term "traffic safety campaign" includes the very massive, all inclusive types, to the localized, specific, poster or bumpersticker types of campaigns.

Generalizations Drawn from the Michigan Water Pollution Control Bond Campaign

GENERALIZATION 1-1: The more a communication campaign capitalizes on a favorable climate for the issue, the greater the success of the campaign.

Existing Situation

It is important to note that a public climate, completely conducive to the promotion of the traffic safety theme, has apparently never existed. The public has been universally opposed to stringent enforcement and legal measures as a means of reducing the yearly fatality rate, and yet has reacted apathetically to educational methods used in the past.

The National Safety Council in testifying on May 23, 1968 before a Subcommittee of the House of Representatives said

the national community was told that no one had done enough for traffic safety. . . . The traffic safety acts are sound public policy, but they are going nowhere—and they are going nowhere because there is insufficient public support for them.59

⁵⁹Howard Pyle, "Creating a Public Demand for Safety," Speech presented to the National Extension Homemakers Council Leadership Conference on Highway Safety and Health, Michigan State University, February 3, 1970.

It is apparent therefore that communication techniques should seek to apply this generalization by systematically and swiftly creating a more favorable climate or attitude toward the traffic problems which exist in this country.

Organization and Implementation

When the nation's attitude becomes one of concern rather than apathy, subsequent communication campaigns will perhaps be more successful. Such is not the case today. In order to bring about this favorable climate or attitude toward our traffic problems, a national commission should be appointed by the President of the United States to study existing attitudes of the public toward traffic safety. When these attitudes have been determined, the commission and the National Highway Safety Bureau should prescribe specific programs designed to bring about a favorable climate for traffic safety. The remaining generalizations and their applications discussed in this chapter should become an integral part of such a design. These programs should then be implemented through the combined forces of the two agencies cited with sufficient funds to accomplish their objectives.

Because there are no national, in-depth studies available which reveal the reasons why traffic safety is not considered an urgent social problem, it is impossible to prescribe specific methods for bringing about a more favorable climate. However, if the generalizations

discussed in this study are utilized, a more favorable climate for traffic safety may result. Hence, the achievement of Generalization 1-1 will depend upon the accomplishment of those generalizations which follow.

Innovative Features To Be Recognized

Although the national climate for traffic safety has never attained a completely favorable position, it does appear that an enthusiastic, beneficial public climate could be created at the local or county level. When such a climate has been developed by means discussed in the previous section, it should be preserved at all costs. Though a favorable public climate has heretofore been recognized as an important asset to traffic safety campaigns, it has not been the primary objective of these campaigns to create such a climate. This then is the neoteric feature of Generalization 1-1 which states that a continuing, favorable climate must be the foremost objective of every traffic safety communication campaign conducted and must be created without fail.

GENERALIZATION 1-2: Public involvement in collective decisionmaking yields greater enthusiasm and support for the issue.

Existing Situation

When the public is excluded from making some of the important decisions which directly affect them, it is

inevitable, in time, that a sense of alienation results, apathy appears or a feeling of helplessness and frustration becomes the norm. The issue of traffic safety, which includes a vast number of related topics, is traditionally the main concern of only those who are the "experts" in the field. This generalization indicates and represents evidence that greater involvement of the public in the decision-making process would result in a reduction of loss from traffic collisions.

The collective decision-making process reaches into governmental control, standards of highway safety, the auto industry's involvement and construction of its product, the responsibility of insurance companies and the entire educational system.

Organization and Implementation

Once the public has been adequately informed and aroused about their traffic problems (by means discussed in the remaining portion of this chapter) they should be given the opportunity to make the decisions which ultimately and directly affect them. They should be able to express their desires, probably by way of a vote, as to what priority national, state and local administrators perceive traffic safety needs. They should be involved in determining what role the auto industry should play in producing a safer automobile for consumers. They should also be involved in determining whether insurance companies

should afford unsafe drivers the same insurance rates as those who have proven themselves to be safe, risk-free drivers.

The U.S. Department of Transportation recently released an announcement describing the proposal of a new motor vehicle safety standard which would make passive protection systems, such as air bags, optional equipment for passenger cars produced after January 1, 1972, but mandatory equipment for those manufactured in 1973.

Using this proposal as an example it can be illustrated how the public can be involved to a greater degree than is the present case. The U.S. Department of Transportation should see to it that this proposal is publicized heavily through various forms of media to state governmental representatives. They, in turn, should utilize the media to inform the state's residents of the proposal and urge them to make their feelings known concerning such aspects (1) should the air bag be optional or mandatory immediately on current models being produced instead of 1972 or 1973, (2) should the air bag be mandatory for older model passenger cars, (3) should trucks, busses and other vehicles be included in this proposal? Newspapers should be asked to publish voting ballots in daily editions so that they may be torn out and mailed to governmental representatives. Television and radio stations should be

⁶⁰ Department of Transportation, "News," (DOT--9770), May 7, 1970.

asked to urge the state's residents to exercise their right by mailing their responses to their representatives. When each representative is aware of the feelings of the people in his state, he will then be in a position to affect change in the traffic safety policy set forth by government, and the people of the state will have gained a degree of involvement in the decision made.

Innovative Features to Be Recognized

At this time it appears that public involvement in traffic safety campaigns has not been totally developed. The Michigan Water Pollution Control Bond Issue campaign was partly successful because of the opportunity given people to decide the fate of Michigan's waterways.

Generalization 1-2 stresses the need for more public involvement, on a national basis, than has been the case heretofore. Traffic safety communicators must build into each campaign a greater opportunity for the public to become completely involved in determining how our traffic safety problems should be attacked.

GENERALIZATION 1-3:

When dealing with the collective decision-making processes, the more often assistance is solicited from known opinion leaders who are also financially, socially and/or politically powerful, the greater the success of the campaign.

Existing Situation

Rogers 61 cites several studies which provide evidence that opinion leaders are extremely important to the communication process. Accordingly, the opinion leader's attitudes and beliefs are extremely important to the success of traffic safety measures. The Michigan Water Pollution campaign utilized the influence of the Governor and the top twenty industrialists in the state. The Ingham County Rubella campaign utilized the influence of the Governor and the Ingham County Director of Public Health. The field of traffic safety could utilize many different types of opinion leaders to tremendous advantage. Sources from which these leaders might come would include government officials, celebrities associated with diverse mediums, religious leaders, renowned educators and researchers, "super-stars" of the sports world, professional organization representatives, trade union officials, family physicians and persons from other occupations which tend, in any way, to influence the public's life style.

These opinion leaders should be identified from many sources so that they may be employed by the media and safety organizations to add their assistance and endorsements.

They should be asked to inform the public of our traffic problems and how they, the public, might assist in

⁶¹ Rogers, op. cit., p. 218.

eliminating some of these problems by wearing safety belts, becoming better informed about operation of their vehicles and how to help other motorists on the highway avoid collisions.

Organization and Implementation

to implement Generalization 1-3, it is imperative to identify opinion leaders who will be agreeable to assisting and working for more effective traffic safety measures. A research project should be proposed by state safety organizations that could be conducted by a qualified private research firm or a university department. The research project must have as its primary goal the identification of specific opinion leaders within a predetermined geographical location. A national survey may prove difficult to control for such an original project and thus geographical confines ought to be limited to statewide surveys at first. When experience is gained from such state surveys a national project might be instigated.

When this information has been gathered, a qualified agency or university should be contracted by the state, or a combination of all the state's safety organizations, to complete implementation of this generalization.

The organization then in charge should contact the opinion leaders identified in the survey and employ them at a financial rate compatible with available funds and the individual's demands. Actual messages should be constructed

by the communication and information specialists using the technical assistance of traffic safety experts within the organization. All forms of media should be used, including the electronic and printed forms. Therefore, special crews of practitioners should be acquired to film, record and print the messages in all the mediums used.

The opinion leaders previously identified should be cast as the central figures in the message. The message should be of the single concept type, concentrating on one aspect of safe driving practice such as urging the use of restraining belts, describing correct driving techniques, or discussing defensive driving tips. Current information and research concerning each aspect of driving, to be discussed in the messages, should be researched and screened for accuracy by the traffic safety experts within the organization. If this procedure is followed, there will be assurance that the opinion leaders will be drawing attention to accurate information.

Such messages employing many forms of media should be used as often as possible.

Innovative Features to Be Recognized

Generalization 1-3 is unique in approach when one considers the necessity for a <u>massive</u> increase in <u>total</u> utilization of these opinion leaders and the many fields of endeavor they represent. Though opinion leaders have

been utilized before, the emphasis on massive and total use is innovative.

It is imperative that many different opinion leaders be sought from all sources cited earlier. One or several opinion leaders would not be as effective as many from as great a variety of fields as possible.

It is important that those opinion leaders identified be utilized to a point of saturation. The messages and media used, which cast the opinion leaders as the central, authoritative figures in the message, should be distributed and utilized to a maximum degree. Electronic media should air the messages at least on a daily basis during "prime" times and, if possible, several times daily. The printed media should follow suit and print the messages daily. An entire campaign should involve the full and complete penetration of messages carried by opinion leaders to all members of society.

If this technique were followed, most everyone would become aware of traffic safety measures. It is critical that there be <u>massive</u> and <u>total</u> utilization of key persons.

GENERALIZATION 1-4:
The more often leadership is represented in a single figurehead, around which the campaign can rally, the greater the success of the campaign.

Existing Situation

Traffic safety communicators would do well to select one prominent figurehead in each state around whom an

entire theme and campaign could be mounted. There exists evidence from the Michigan Water Pollution Control campaign that the problem of water pollution was more readily identified by persons because of the deep concern and involvement of Governor Romney. The Governor was cast as the person who was leading the campaign for cleaner water while those associated with the campaign served as his vehicles.

Traffic safety could benefit greatly by using a similar strategy. This could be done by asking the Governor of each state, or a similar well known figure, to serve as the honorary chairman of a Citizens Committee for Traffic Safety, or similar organization. By so doing the figure chosen would have created a central focal point around which the campaign can flourish and progress. In most states at the present time there is no single figurehead to offer leadership.

Organization and Implementation

To create this single figurehead a Citizens Committee for Traffic Safety ought to be formed in each state. This committee should be formed through the efforts and initiative of the existing safety organizations in the state. Acting as a sponsor, one of the safety organizations should take it upon itself to instigate such a committee within the state. The original Citizens Committee for Traffic Safety should consist of traffic safety educators form the secondary, college and university levels, representatives from the

state, county and local enforcement agencies, prominent television, radio and press representatives, representatives from a youth organization who express interest in the problem of traffic safety, representatives of every traffic safety organization in the state, and the presidents of large businesses and industries in the state.

Each of these individuals should be approached by the organization sponsoring the Committee and asked to serve on the Committee for a period of two years or as long as the individual desires. It should be made clear that there would not be an honorarium for those who wished to serve and that their service would be entirely voluntary. The Committee would be divided into subcommittees for advertising, finance, clubs and organizations, and public relations. After the formation of the Citizens Committee, it should be their task to select a prominent person whom they feel would act as a voluntary leader for traffic safety. This person should have the ability to enlist powerful forces for additional support.

The Committee should then invite this leader to discuss with them the state's traffic problems and how he might be of assistance. He should be acquainted with statistics representing death and injury by traffic in the state, factors causing traffic collisions and the means by which the Citizens Committee expects to help reduce the traffic toll. The methods used to accomplish this goal

should be advertising and the dissemination of traffic safety messages constructed by an organization such as that described in Generalization 1-3 (p. 36), by working with and assisting the clubs and organizations working for traffic safety and by soliciting financial contributions from prospective contributors to be used for future traffic safety campaigns.

The person selected by the Committee should be informed that his primary function is to act as a titular figurehead and that his association with the traffic safety problem will be a cause for greater public attention. His secondary function would be to enlist support for traffic safety from as many sources as possible within this state. The methods or techniques used by him would be left to his personal discretion. Caution should be used when selecting such a figurehead so as to insure selection of one who is familiar to most all of society in the state.

Innovative Features to Be Recognized

Most traffic safety communication campaigns appear to be conducted under the sponsorship of a council, association, organization, or educational institution. These groups are also usually recognized by the public as the focal point responsible for the campaign. If for some reason they are not recognized by the public, there is often <u>no</u> identification made as to the source of the campaign.

Generalization 1-4 presents a new approach for traffic safety campaigns by identifying the need for a <u>single person</u> to act as a figurehead and <u>not a group of people</u> representing an organization. The public can identify much more readily with one person than with many.

GENERALIZATION 1-5: The greater the diversity of interests represented in a communication campaign, the greater the success of the campaign.

Existing Situation

Support for this generalization exists in the Michigan Water Pollution Control campaign and the Ingham County Rubella Vaccination campaign. It is apparent that no organization has the total resources needed to accomplish the task of promoting traffic safety. It is therefore important to enlist the aid and support of as many organizations and groups as possible. The task of promoting traffic safety rests with everyone because we are all directly affected by the problem in various ways. The more diverse the sources of promotion and assistance, the smaller the total task becomes. Every organization or group should be encouraged to carry on continuous efforts in the promotion of traffic safety.

This generalization emphasizes the fact that an intense interest in traffic safety could be cultivated so that a variety of organizations and groups might take it upon themselves to champion the cause of traffic safety.

It should, however, be left to the professional communicators to determine how this interest can best be brought to bear upon the problem.

At the present time the greatest involvement in traffic safety rests in those areas which deal most directly with the problem. The Michigan Water Resources Commission and other agencies directly concerned with the problem of water conservation, were not the only sources that were informed, and who were motivated to assist with the problem. Active support was solicited from approximately forty-five organizations of various types. Because this nation is dependent upon the automobile to a great extent, the widest range of interests possible should be actively involved in decreasing the traffic safety problem.

Organization and Implementation

An interest in traffic safety communication campaigns should be cultivated within business and industry, organized labor, agriculture, the professions, public health, conservation, religious denominations, government, and civic groups. The Citizens Committee for Traffic Safety, discussed in Generalization 1-4, should designate the subcommittee for clubs and organizations as the group responsible for creating interest in traffic safety within the state. To do this, it would be necessary to employ a professional public relations firm to prepare a concentrated, persuasive campaign designed to incorporate the firms

communication talents in conjunction with the traffic safety experts identified in Generalization 1-3.

The campaign should also be designed to reach as many areas as possible. Following organization of the campaign and formulation of strategies, it should then be the task of the subcommittee for clubs and organizations to implement the campaign to the best of its ability.

Innovative Features to Be Recognized

At the present time the greatest involvement in traffic safety rests with those in areas which deal most directly with the problem. This new approach calls for the <u>intense</u> and <u>massive</u> use of a variety of organizations and groups, instead of limiting the involvement to only those concerned with traffic safety.

Because most people drive an automobile in our society and because most are pedestrians at one time or another, it should be understood that priorities cannot be set with reference to which areas become more involved in traffic safety measures. One must not be considered more vital than the other.

It is important that <u>every</u> possible enterprise in the state be considered an ally for traffic safety. It is logical to assume that the more interest generated from the <u>greatest</u> possible variety of sources, the more successful future traffic safety campaigns will be.

GENERALIZATION 1-6:

The more interpersonal communication which takes place between those individuals knowledgeable about an issue and those in need of information, the greater the success of the campaign.

Existing Situation

The water pollution control campaign made very effective use of speakers and resource personnel to meet informational requests from various groups. Interest and concern about traffic safety would increase if more interpersonal communication was established. When traffic safety campaigns are designed, a greater degree of interpersonal communication should be included in the form of speakers and knowledgeable resource people. Experts in traffic safety should be called upon to address and carry on discussion with civic groups, P.T.A. groups and school classes to a much greater extent than is the case today. They should talk with service station attendants, automobile dealers, and clerks from the automotive departments of large department stores. Their influence would also be helpful if they were to speak with Boy Scout troops, Girl Scout troops, the Y.M.C.A., the Y.W.C.A., and religious clubs. These discussions should be designed, of course, so that correct and pertinent information is dispersed for further relay to the general public through these selected interpersonal contacts.

Organization and Implementation

The public relations subcommittee of the Citizens Committee for Traffic Safety, described in Generalization 1-4, should be given the responsibility for creating a state-wide speaker's bureau. This bureau should consist of traffic safety experts from the fields of education, engineering, enforcement, and medicine. There should be no limit set as to length of service or number of members. The bureau's primary objective should be the promotion of ways by which traffic injury can be avoided. Members of the bureau should solicit speaking engagements as often as possible. A five man panel should be selected from the bureau's four main areas, to prepare and construct a speech and short color slide program discussing ways by which traffic mishaps can be reduced. This prepared talk and slide program can then be made available on an optional basis, for use by other members of the speaker's bureau.

Innovative Features to Be Recognized

Interpersonal communication has often been termed the most valuable form of communication available. The fresh approach suggested in this generalization concerns the total amount of interpersonal communication which must occur. Though interpersonal communication is not particularly a new approach in traffic safety campaigns, a total and more thorough attempt at this face-to-face communication would be unique. The state-wide speaker's bureau, as

described in the section above, must be in operation on a full-time, year-round, continuous basis. This daily, year-round exposure and personal contact should be viewed as one type of traffic safety communication campaign which must develop into a continuing practice.

GENERALIZATION 1-7: The greater the distribution of information for the purpose of increasing public knowledge, the greater the success of the campaign.

Existing Situations

The three campaigns studied each show evidence supporting Generalization 1-7. Success of a campaign is contingent upon public awareness. The publics to be affected cannot be expected to make informed decisions and choices without full and proper information with which to do so. The basic problem underlying the lack of restraing belt usage could be largely overcome if greater, more intensive distribution of current information was accomplished. If this particular campaign has failed, it was due largely to misinformation and lack of distribution of empirical evidence. The author theorizes that the public generally would admit to the fact that they would rather be belted safely in an automobile during a collision than not, but the possible time, place and severity of such a collision occurring has not been impressed upon them. The collection of such evidence should be more widely and frequently distributed, so as to increase public knowledge.

Lying dormant and relatively unused in the film libraries of the automobile manufacturing test laboratories is one such example of factual evidence. The so-called "big-three," General Motors, Ford Motor Company and Chrysler Corporation, have all spent a great deal of money and time filming simulated crashes using their product and anthropomorphic dummies. These films have recorded the severe impact received by dummies who did not use restraining belts, in test crash situations at various speeds. The films also show that there is a sharp reduction in bodily injury when restraining belts are used during test crash situations at various speeds. This form of communication, while very impressive and effective, has not been used enough to achieve its potential.

Organization and Implementation

These films should be televised state-wide and nationally on a periodic basis so that the general public may benefit from the message contained in them. Still pictures could be clipped from these films for poster use and in addition, slide programs could serve as visual aids for use in discussion groups and meetings. Information of this kind should be more widely publicized and generally available to the public, so that they are able to make better, more informed decisions about their driving habits.

Representatives of the press, radio and television industries who agree to serve on the Citizens Committee for

Traffic Safety, discussed in Generalization 1-4, should assume responsibility for greater distribution of available information. To accomplish this assignment the subcommittee should gather information from automobile and traffic research centers, university libraries, safety organizations and additional sources where such information might be found. This information should then be presented in its entirety by means of mass media and the speaker's bureau described in Generalization 1-6. The following publicity efforts should then be utilized:

- 1. A series of news releases prepared by the public relations subcommittee of the Citizens Committee for Traffic Safety should be distributed to the press through the state Press Association service. News releases should describe and discuss research which reveals something about our traffic problems, such as the restraining belt films discussed earlier.
- 2. Daily papers should be encouraged to develop articles concerned with research findings. The majority of articles should be localized to foster keen interest. For example, the restraining belt films could easily be used in conjunction with data depicting traffic fatalities and injuries within the community. "John Doe probably died last Monday because he was thrown from his rolling automobile. Had John seen 'Test Film 100' he

would possibly have been wearing his restraining belts and most likely would be alive today to tell us what a life-saver they were."

- 3. Daily newspapers should be encouraged by the subcommittee to take a positive rather than a negative editorial stand regarding this type of information.
- 4. The news releases used for newspapers should be adapted for radio use.
- 5. Information gathered should be shown as often as possible on all television stations.

Information considered necessary to the driving public by the subcommittee should be condensed and adapted to fit some of the following forms of media:

- Display advertisements designed for regular newspaper use that would contain the information in question.
- Display material for posters, billboards, bulletin boards and magazines.
- Letters of information to school principals, public service directors, clergymen and politicians.
- 4. Prepared speeches with slide pictures to be used by the speaker's bureau as discussed in Generalization 1-6.

Innovative Features to Be Recognized

The operation of a motor vehicle is a very complex and often dangerous task. So that the public can minimize the dangers and understand the complexities involved, it is necessary that all forms of traffic safety information, referred to in the previous section, be distributed to a much greater degree than has heretofor been attempted.

All traffic safety information, regardless of the specific topic, must become general knowledge to everyone, so that there will eventually be a common level of awareness and knowledge that does not exist at the present time.

GENERALIZATION 1-8: The sooner the emergence of controversy surrounding the issue is minimized, the greater the success of the campaign.

Existing Situations

The application of Generalization 1-8 to the field of traffic safety might be better made by recalling past incidents rather than hypothesizing new problems. Evidence for this generalization can be found in the Michigan Water Pollution Control campaign and the Ford Maverick campaign. Perhaps the most evident example which might be used to illustrate this generalization is again the subject of restraining belts and their usage. There are some who maintain that restraining belts contribute to fatalities in a burning automobile or that direct cause of death can some times be attributed to being unable to "fly" free on

impact. This incorrect thinking could easily have been minimized and perhaps totally eliminated by meeting the issue very early. Attempts to convince the driving public to use restraining systems should have included complete information with accurate facts from the outset, thereby minimizing this particular point of controversy. It is important to correct false information by publicizing factual evidence and thus disproving existing false theories.

Organization and Implementation

Traffic safety experts should be urged to reveal to the public, through national television and local newspapers, accurate information needed to convince skeptics that their conclusions about restraining belts are not accurate. This task may be accomplished by using methods and channels already outlined in the implementation of Generalizations 1-3, 1-6 and 1-7.

In the future, every traffic safety communication campaign should concentrate on minimizing the emergence of controversy due to misinformation and lack of sufficient, correct information.

It should be recognized by the planners of such campaigns, whomever or wherever they might be, that points of controversy surrounding the issue must be discovered before damage is done and not merely ignored. In the

planning stages of the campaign, those involved should consult with traffic safety experts, communication experts and sociologists to determine what factors, if any, in the campaign might bring about negative results rather than the positive ones desired. After these expert opinions have been considered, the planners should then seek to minimize those points of controversy by greater distribution of accurate information, as discussed in Generalization 1-7, more interpersonal communication, as discussed in Generalization 1-6, and by including those opinion leaders identified in the discussion of Generalization 1-3.

Innovative Features to Be Recognized

Controversy and skepticism occur in many communication campaigns. This tends to lessen the effect and often hampers the accomplishment of pre-determined objectives. So that traffic safety communication campaigns of the future do not experience controversy, such as that associated with restraining belts discussed earlier, this generalization states that controversy must be identified and minimized sooner than has been the case in the past. Controversy should be anticipated in every campaign and discredited from the outset.

GENERALIZATION 1-9:

The greater the number of promotional attempts, using the endorsements of admired political figures who command extensive public attention, the greater the success of the campaign.

Existing Situations

Strong promotional attempts from political candidates and incumbents, would create a great deal of awareness, and command attention, so that information could be better distributed. Each congressman, representative, and senator, should be encouraged to fully endorse traffic safety campaigns in operation. As inherent opinion leaders, political figures should be convinced of the importance of traffic safety for all whom they represent. It should also be recognized that supporting traffic safety would perhaps afford them a number of promotional possibilities for reelection. Certain groups might be interested in hearing a political figure discuss traffic safety, rather than hear a politically oriented speech. Politicians would be more apt to crusade for traffic safety if they understood the vote winning potentials. It is quite obvious that only a very small number of political figures have become interested in the traffic injury and fatality problem. Those who have become concerned, have usually done so on their own initiative.

Organization and Implementation

Since traffic safety is essentially a non-political, non-partisan issue, it is reasonable to assume that political figures would react favorably to its promotion as they did to water pollution control. To encourage this promotion the Citizens Committee for Traffic Safety, described in

Generalization 1-4, should prepare a position paper and gather the printed materials described in Generalization 1-7, for use in a Traffic Safety Information Packet.

These packets could then be reproduced in large quantities for distribution by the political figures in question at political rallies, speeches and personal appearances.

The Citizens Committee should point out to each political figure that he would not only be doing his state a service by assisting in the reduction of death and injuries which occur each year, but will in the process also be creating a humanitarian image for himself that demands admiration from the public and thus influences positive votes.

Innovative Features to Be Recognized

In this generalization, the extremely beneficial assistance of admired political figures becomes the focal point. In the past, political figures have assisted traffic safety campaigns in a limited way and most often during election years. In contrast to this practice, the purpose of Generalization 1-9 is to bring about more extensive assistance from all admired political figures on a regular basis. Election years perhaps appear to be the most logical time to request assistance from such political figures because of their increased public exposure. However, it is entirely proper to predict some

degree of increased success for future traffic safety
campaigns if an increased number of messages are delivered
by a greatly increased number of admired political figures.

GENERALIZATION 1-10: The more often problems are specifically and simply identified for the affected public before remedies are prescribed, the greater the incidence of success for the campaign.

Existing Situations

Few people realize that more men, women and children were killed on this nation's highways in 1969 than the total number of United States combat personnel killed in Viet Nam during the past seven years. The problem of traffic safety has obviously reached a plateau of apathy which is untenable. The public (youth specifically) has become actively concerned about numerous social ills but has neglected the problem of death on the highways. It is consequently of great importance to the success of traffic safety campaigns that the problems which precipitate collisions be specifically identified and publicized.

Many traffic safety messages prescribe conduct before identifying the problem. An example of this can be found in the slogan, "If you drink, don't drive, and if you drive, don't drink." The slogan has relatively little effect on the public because there exists no tangible evidence of the problem. A driver will be much more receptive to facts which point out to him that consumption

of two twelve-ounce bottles of beer within one hour will impair his judgment to a dangerous level. Before the public is asked to conform to legislation which would enforce prohibition of drinking while driving, they should first be informed of the high rate of involvement of alcohol in auto collisions.

It is therefore necessary through research to more clearly define our traffic problems and make the public aware of them before we seek to attack them.

Organization and Implementation

So that specific traffic safety problems, or the "reasons" collisions occur, can be more easily and readily identified for the public, the Citizens Committee for Traffic Safety, described in Generalization 1-4, must again assume a leadership role. The Committee must first compile monthly information from the State Police Agencies describing the following:

- The total number, names, and occupations of people killed in automobile collisions during the past month.
- Which of these people were wearing restraining belts at the time of the collision and which were not.
- 3. Which category or categories of improper driving contributed to the collision?
 - a. Excessive speed for conditions

- b. Failure to yield
- c. Ran stop sign
- d. Disregarded traffic signal
- e. Drove left of center
- f. Improper pass
- g. Improper turn
- h. Following too closely.
- 4. The situation at the time of the collision
 - a. Light condition
 - b. Type of road surface
 - c. Location of the collision
 - d. Was consumption of alcohol a contributory factor to the collision?

When this information has been gathered it should then be made available by the Committee to the public through as many channels as possible. Newspapers should be asked to print the information in a prominent section of the paper. Radio stations should devote air time to relaying the information to its listeners, and all local television stations should be asked to devote a portion of their newscast to the topic.

Innovative Features to Be Recognized

Traffic safety communication campaigns of the past and present have attempted to modify driver behavior by publicizing general remedies, such as "Slow down," "Don't drink and drive," and "Buckle up for safety."

In contrast, Generalization 1-10 advocates a greater use of messages which identify a specific problem, such as "If you've had three drinks during the past hour, you are impaired and are in danger of losing your license, or your life--or both." Before remedies are suggested, traffic safety campaigns must identify the specific driving problems which exist.

Generalizations Drawn from the Ingham County Rubella Vaccination Campaign

GENERALIZATION 2-1: The more often specific messages appeal directly to specific characteristics of a particular subaudience, the greater the incidence of success.

Existing Situation

Those having the responsibility for communicating messages of a traffic safety nature, often construct those messages as though the driving and pedestrian public is one audience with the same characteristics. Most would agree that the driving and pedestrian public is actually made up of a number of complex and complicated social systems who are motivated in a variety of ways. It is the task of researchers to determine what needs and desires exist among the many groups making up the driving and pedestrian public, so that future message content may capitalize on these needs and desires.

Traffic safety messages should be constructed for specific kinds of people. Distinctive characteristics

about specific social systems should be determined so that message content may directly appeal to these characteristics. Social systems differ widely and consequently demand differing approaches of communication. The characteristics of an academic university social system will differ greatly from that of the labor force employed in an automobile assembly line. Those who enjoy outdoor sports and activities will differ somewhat from those who enjoy indoor activities. The combinations of social systems becomes endless, but the fact that different characteristics of social systems exist should be recognized and treated accordingly. There is a distinct advantage in knowing the homogeneous subdivision of the public. With this understanding, conscious discrimination should occur in the construction of various messages.

It is quite apparent that the needs and desires of an eighteen to twenty year age group differ in a number of ways from the forty to forty-five year age group. Consequently, the message content used for each age group should also differ and become more specialized. It is unrealistic to imagine an unwed, childless eighteen year old driver being deeply affected by a message which might dwell on the reasons why a father, for the sake of his family, should reconsider his driving habits.

It is often necessary to utilize specialized channels to reach the many sub-audiences which exist. School aged

children can be reached mainly through the schools in the form of quality driver education programs. However, this channel is generally unavailable to the middle aged driver. Certain television programs and popular magazines appeal more to a specific sub-audience than others. The Sunday afternoon professional football games, and "Sports Illustrated" magazine represent two examples.

It is, therefore, important to determine specific sub-audiences and seek to affect them through the appropriate channels.

Organization and Implementation

To gather information needed for recommendations to be made concerning traffic safety messages, an agency with the appropriate qualifications should submit a proposal to the National Highway Safety Bureau in Washington, D.C. for such a study. The National Highway Safety Bureau can then award a contract to a qualified agency for the purpose of conducting the study. The objectives of the study should be to determine what major sub-audiences exist in our society, what their outstanding characteristics are, and what forms of communication affect them most. The final objective of the study should be recommendations for future message format in traffic safety campaigns. When the objectives have been accomplished it should then be the responsibility of the agency which conducted the study to publish its findings in traffic safety journals, magazines

and in book form. Traffic safety communicators can then utilize this information in future campaigns by means already discussed in Generalizations 1-3, 1-6, 1-7, 1-8 and 1-9.

Innovative Features to Be Recognized

It is common knowledge that society can be broken into a variety of sub-audiences in regard to like interests and characteristics. In order to capitalize on this fact, Generalization 2-1 seeks to bring about a <u>vast increase</u> in the number of specific messages that appeal to specific characteristics of certain sub-audiences. Thus, in the future, the <u>large majority</u> of traffic safety messages must appeal to the widest variety of sub-audiences possible.

GENERALIZATION 2-2: The more often communicators appeal directly to the individual's concern for others and their welfare, the greater the enthusiasm and support for the issue.

Existing Situation

Few traffic safety messages contain themes which emphasize the importance of the interdependency of man upon man. The public needs to understand that concern for the welfare of others does not end when one gets behind the wheel of his automobile. Everyone is bound to make mistakes at one time or another. It is therefore the communicator's task to promote an attitude of concern for others and their welfare.

Organization and Implementation

One way to promote an attitude of concern for others might be the greater use of the church and its clergy. Through means of mass media and interpersonal communication, the theme "I am my brother's keeper" should be struck by clergymen of all denominations. The clergy should be encouraged to make traffic safety a regular topic of discussion. Local television, radio and newspaper statements from them, should also be utilized. "I am my brother's keeper," as a theme should permeate the entire gamut of communication techniques.

Because traffic safety relates to most religious precepts, it is reasonable to assume the clergy would react favorably to a plea for their increased involvement in attacking our traffic problems. One way to foster this increased involvement would be to employ the public relations subcommittee of the Citizens Committee for Traffic Safety, described in Generalization 1-4. The subcommittee could meet with members of the clergy throughout the state and point out to them that they can be of great assistance by devoting at least one Sunday each month talking to their congregations about the traffic problem in their community. They should be asked to use, as an initial theme, the concept, "I am my brother's keeper."

The Citizens Committee should distribute to the clergy all available informational materials as discussed in

Generalizations 1-7 and 1-10, so that correct information is used. The information would also provide the "tools" needed by the clergy to construct appropriate sermons for delivery to their congregations. Methods and techniques used to deliver such sermons should be left to the discretion of individual clergymen.

Innovative Features to Be Recognized

During 1957 in Oklahoma City, Mr. Dan Hollingsworth, manager of the Oklahoma City Safety Council, asked religious leaders in the community to emphasize to their congregations their moral responsibility concerning traffic safety. They were asked to point out that the commandment, "Thou shalt not kill," applies to the operation of an automobile just as it does to any other situation.

Based on evidence from the Ingham County Rubella Vaccination Campaign, Generalization 2-2 advocates an approach similar to the one employed by Mr. Hollingsworth, but on a <u>much greater</u> and <u>much more diversified</u> scale. A perpetual <u>nationwide</u> campaign must be undertaken and carried on in the future. <u>Every traffic safety organization</u> in the nation should inaugurate an <u>on-going</u> campaign to foster concern for others.

Generalizations Drawn from the Ford Maverick Campaign

GENERALIZATION 3-1:

The more a communication campaign utilizes new and different approaches to affect an otherwise apathetic public, the greater the incidence of success for the campaign.

Existing Situation

It is clear that a large portion of the traffic safety problem stems from public apathy. The problem is not considered an urgent one by most and is indeed rarely thought of as a problem which can be eased or eliminated. To attract new life and enthusiasm, those working in traffic safety should begin to search out and employ new and different ways of communicating its body of information.

Organization and Implementation

To accomplish this task, advertising, public relations and media professionals, who specialize in or have become recognized for their creative, unique methods, should be consulted and employed to design campaigns whose objectives would be the elimination of public apathy.

A traffic safety agency or association should submit a proposal to the National Highway Safety Bureau in Washington, D.C., which would seek to utilize a different approach to traffic safety campaigns. This proposal should state that a combination of three professional enterprises will occur consisting of a traffic safety agency, an

advertising agency and a public relations firm. By drawing these three enterprises together, a significant step would be taken toward utilization of a different approach to traffic safety campaigns. The objectives of the project should be to empirically evaluate the techniques devised by this new coalition and determine which of them were the most successful.

Each enterprise should be responsible for contributing its talents, ideas and resources to the formation of a traffic safety campaign. The traffic safety agency involved should act as the guiding force for all three and function as the final "screen" for accuracy.

Traffic safety is an "old" problem which must be dealt with through the use of new approaches. Hopefully, a combination of three creative enterprises, such as have been suggested, will result in new and different approaches.

Innovative Features to Be Recognized

Since in the past public apathy has been a problem and those approaches suggested for solution have not been totally effective, Generalization 3-1, based on evidence from the Ford Maverick campaign, underlines three necessary details which must occur in traffic safety campaigns as innovations.

1. Those approaches being used in traffic safety campaigns today must be identified and empirically

- evaluated for their worth. Following this evaluation, only those approaches which have proven to be successful should be continued.
- New approaches must be discovered and used so as to reach and affect those members of society who are apathetic toward our traffic problems. Such new approaches will not come about easily. Carefully designed studies and campaigns must be executed to determine where these new approaches might be found and which ones are successful for traffic safety campaigns.
- 3. Every time a traffic safety campaign is organized or messages of any kind are constructed, the use of a fresh delivery or new approach should be considered from the beginning. This new approach may differ only slightly from a previous approach, but it should be given the opportunity to prove its worth.

GENERALIZATION 3-2: The more often full utilization is made of advantageous situations which arise and are directly related to the campaign, the greater the incident of success for the campaign.

Existing Situation

Situations frequently arise which can be used to advantageously further the cause of traffic safety. The most obvious example that has occurred is the sudden and

sincere concern of the youth in this country about existing social ills which threaten all of us. Their participation and persistence has brought such topics as environmental pollution, racial injustice and poverty into national focus. Because of this movement these problems are being seriously examined and attacked. The situation existing now should be cultivated so that traffic safety becomes an additional social ill to which youth may address itself.

Youth should be reminded that traffic collisions foster a level of violence more terrifying than the present Viet Nam war. They should be reminded that inoperable or "junk" automobiles, contribute to the earth's pollution problems in terms of their not being aesthetic, occupying space and their eventual deterioration to rust. They should also understand that auto collisions have a direct, negative effect on the nation's economy. They should be reminded that there would be no need to tolerate the ill effects of traffic collisions, if a sincere, concerted effort was put forth to ease the problem.

It is of great importance that traffic safety communicators attempt to identify and utilize such an advantageous situation, so that full utilization of the situation may be realized.

Organization and Implementation

So that full utilization can be made of advantageous situations which occur in society, such as that discussed in the previous section, the subcommittee for clubs and organization's of the Citizens Committee for Traffic Safety, described in Generalization 1-4, should be utilized. The subcommittee should assume responsibility for the recognition of social trends and social changes which indicate promise for traffic safety promotional efforts. To assist the subcommittee in this recognition, regular meetings should be held with sociologists, psychologists, economists and educators from universities in the state who are attuned to the changes taking place in society. When trends have been identified the subcommittee should then meet with a select group of traffic safety experts who will recognize in these trends future implications for traffic safety campaigns.

Groups with a cause, such as those who strive for less environmental pollution and those who urge society to "make love--not war", should be considered strong political allies for the traffic safety cause.

Therefore, the promotional efforts and techniques described in detail in Generalizations 1-3, 1-6, 1-7, 1-9, 1-10 and 2-1 should be used to illustrate for these groups wherein traffic safety becomes a part of their cause.

Innovative Features to Be Recognized

Advantageous situations continually occur which could well be used to assist traffic safety campaigns. It appears that in the past, these advantageous situations have not been fully identified and utilized. Every time such situations make themselves known, an entire campaign should be quickly developed around each situation so that there will be full utilization of its characteristics. As the situations change, so should the campaigns change.

TABLE 3.--Support found for generalizations in each campaign.

Generalization	Michigan Water Pollution Control Campaign	Ingham County Rubella Vaccination Campaign	Ford Maverick Campaign
1-1	х		
1-2	X		
1-3	X	(S)	
1-4	X		
1-5	X	(S)	
1-6	X	(S)	
1-7	X	(S)	(S)
1-8	X	(S)	(S)
1-9	X		
1-10	X		
2-1		X	(S)
2-2		X	
3-1			x
3-2			x (s)

Key: X=Evidence

(S) = Support

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Statement of the Problem

It was the purpose of this study to examine the communication approaches used in three dissimilar campaigns unrelated to the field of traffic safety, for the purpose of subsequent applications to the field of traffic safety.

Definition of Campaign Choices

The three campaigns chosen for this study were (1) the Michigan Water Pollution Control Bond Issue of 1968 and its subsequent communication campaign, (2) the Ingham County Rubella Vaccination Campaign, and (3) the Ford Motor Company Maverick campaign.

These three specific campaigns were chosen because of their unique similarities and dissimilarities. All three campaigns were recent, successful, public in nature, well planned, unique and accessable for study. The major dissimilarities represented differing geographic confines, differing disciplinary spheres and differing evaluation methods.

Findings of the Study

An examination of the three communication campaigns described in the previous section has gleaned the findings below. Following the name of the campaign is a list of the specific findings from the campaign, along with the generalization number in parentheses, which is the basis on which the statement was made. The generalization number applies to both the original information used to make the statement in Chapter III and the applications of the generalization in Chapter IV. A list of the generalizations follow for the reader and Table 4 is included as an aid for the reader's recognition of each finding's innovative approach.

Water Pollution Control Bond Issue Campaign

- 1. The Governor of each state should be approached and encouraged to endorse and actively support traffic safety measures. (1-3, 1-4, 1-10)
- 2. The Governor should not only support traffic safety from his office but travel to other locations periodically so as to communicate his concern and support in an interpersonal manner. (1-4, 1-6, 1-10)
- 3. Systematic studies of successful campaigns, which have been conducted in other states, should occur. By doing so, an exchange of ideas will occur and precipitate new national guidelines. (3-1)

- 4. There should be a statewide "Citizens Committee for Traffic Safety" in every state in the nation. This committee's primary responsibility should be to increase the total involvement of the state in their traffic safety problems. (1-2, 1-4)
- 5. Distinctive advertising and public relations firms should be retained. These firms would address themselves to minimizing public apathy, maximizing distribution of information and enhancing the image of traffic safety personnel. (3-1)
- 6. A speaker's bureau should be assembled on national and state levels. Each state should have a designated number of "experts" available from the field to address audiences of any size or concern. The national speaker's bureau should be responsible for the formulation of guidelines and for providing assistance to those states seeking aid. In addition the national bureau should be responsible for national assemblies. (1-6)
- 7. Active support should be enlisted from every industrialist and business enterprise in each state. They should also be encouraged to develop and maintain traffic safety programs for their employees. (1-3, 1-5)

Ingham County Rubella Vaccination Campaign

1. There should be specific appeals made to children concerning traffic safety measures on two levels. First,

messages should seek to affect the child and his opinions and attitudes concerning proper procedures in traffic.

Secondly, message content should seek to affect the driving parent through the child. (2-1)

- 2. Studies should be conducted to determine where-in faulty attitudes and beliefs exist, so that conclusive, and correct information may be dispersed to combat the situation.

 (1-8)
- 3. Tangible rewards should be divised and presented to those who prove themselves to be responsible, safe drivers. (2-1, 3-1)

Ford Maverick Campaign

- 1. Traffic safety researchers should research thoroughly specific message receiver groups so that communicators know exactly what kind of audience they are trying to affect. (2-1)
- 2. The entire theme of traffic safety should be promoted by professional persuaders who are often employed by advertising agencies. (3-1)
- 3. The American public might express greater concern for the traffic safety problem if it was interpreted as being an individual burden, rather than "the right thing to do." The majority of people today are receptive to moneysaving ideas and may be greatly impressed with the amount of money that could be saved in terms of insurance rates,

medical costs, and automobile repairs if traffic collisions were reduced or eliminated. (3-1)

- 4. Traffic safety communicators should continually reexamine their methods and approches and strive to become more innovative and imaginative. (3-1)
- 5. Traffic safety communicators must acquire more financial aid and assistance if the traffic collision problem is to improve in the future. (All of the generalizations stated in this study imply the need for greater financial support and all may be used to bring about such support.)

The list of generalizations which follows, represents the generalizations made in Chapter III and later applied to traffic safety campaigns in Chapter IV.

Michigan Water Pollution Control Bond Campaign (1-1:1-10)

- 1-1. The more a communication campaign capitalizes on a favorable climate for the issue, the greater the success of the campaign.
- 1-2. Public involvement in collective decision-making yields greater enthusiasm and support for the issue.
- 1-3. When dealing with the collective decision-making processes, the more often assistance is solicited from known opinion leaders who are also financially, socially and/or politically powerful, the greater the success of the campaign.
- 1-4. The more often leadership is represented in a single figurehead, around which thecampaign can rally, the greater the success of the campaign.
- 1-5. The greater the diversity of interests represented in a communication campaign, the greater the success of the campaign.

- 1-6. The more interpersonal communication which takes place between those individuals knowledgeable about an issue and those in need of information, the greater the success of the campaign.
- 1-7. The greater the distribution of information for the purpose of increasing public knowledge, the greater the success of the campaign.
- 1-8. The sooner the emergence of controversy surrounding the issue is minimized, the greater the success of the campaign.
- 1-9. The greater the number of promotional attempts using the endorsements of admired political figures who command extensive public attention, the greater the success of the campaign.
- 1-10. The more often problems are specifically and simply identified for the affected public before remedies are prescribed, the greater the incidence of success for the campaign.

Ingham County Rubella Vaccination Campaign (2-1:2-2)

- 2-1. The more often specific messages appeal directly to specific characteristics of a particular subaudience, the greater the indicence of success.
- 2-2. The more often communicators appeal directly to the individual's concern for others and their welfare, the greater the enthusiasm and support for the issue.

Ford Maverick Campaign (3-1:3-2)

- 3-1. The more a communication campaign utilizes new and different approaches to affect an otherwise apathetic public, the greater the incidence of success for the campaign.
- 3-2. The more often full utilization is made of advantageous situations which arise and are directly related to the campaign, the greater the incidence of success for the campaign.

TABLE 4.--Innovative features implied from findings of study.

Generaliza tion	Apparent Existing Situation	Innovative Feature For Future Campaigns
1-1	Favorable national climate absent.	Implementation of Generalizations 1-2 through 3-2 to create a favorable national climate.
1-2	Public involvement not totally developed.	More public involvement on a national basis
1-3	Small numbers of opinion leaders from several areas used.	Massive increase and total utilization of opinion leaders from wider variety of fields.
1-4	Leadership represented by safety councils, associations, organizations and educational institutions.	Leadership represented by one individual.
1-5	Greatest amount of involvement in traffic safety resting with those directly related to the field.	Greatly increased involvement of wide diversity of groups and organizations.
1-6	Limited interpersonal communications.	Increased and continuous interpersonal communication at all levels.
1-7	Distribution of selected information limited.	Distribution of all information to everyone in society.
1-8	Controversy allowed to lessen the effect of campaigns	Identification of controversy and minimization of it as early as possible.
1-9	Admired political figures lending endorsements on a limited basis.	All admired political figures asked for assistance on a regular basis.
1-10	Remedies given but problems rarely identified.	Greater use of messages identifying specific problems.
2-1	Few messages constructed for specific sub-audiences.	Large majority of specific messages constructed for all sub-audiences identified.
2-2	Limited, isolated attempts to emphasize moral responsibility attached to driving an automobile.	Continuous, more diversified attempts on a national level.
3-1	Most current approaches lacking in innovativeness.	Continuing identification of useful innovative techniques for use in every traffic safety campaign.
3-2	Most advantageous situations not recognized as potential aids to traffic safety.	Recognition of all advantageous situations so that campaigns are constructed around them and full utilization of their characteristics can be made.

Recommendations

A reexamination of the terms generalization and implication indicate that future research should follow the results of this study. A generalization is a statement or proposition, basically theory in nature, with a small degree of factual evidence and a certain degree of confidence. An implication is a statement exhibiting a logical relationship between two propositions of which if the first is true, it is most likely the second will be true.

- 1. The findings of this study have been applied to the field of traffic safety. Each of them must be tested for additional factual empirical evidence, so that evaluation of worth may be determined. Each finding should be tested and evaluated separately by designing a campaign around it.
- 2. Other specific communication campaigns, unrelated to the field of traffic safety but within those fields chosen for this study, should be examined for additional generalizations which might conceivably be made and applied to traffic safety.
- 3. Campaigns from other fields should be examined. The three campaigns studied here were drawn from the fields of government, public health and industry, but many other fields exist which await a similar investigation as was conducted in this study.

- 4. There is a need for specialized training and preparation of those people who will be involved in the business of constructing and implementing traffic safety communication campaigns.
- 5. Institutions of higher learning have a responsibility to provide curricula, for students of traffic safety, which would include basic training in public relations, advertising and communication arts.
- 6. Those who are now professionally involved in the broad field of traffic safety communications should be urged to evaluate their own level of knowledge in traffic safety as well as communication arts. Deficiencies may then be eliminated through further education. The future must yeild a "new breed" of traffic safety communicator who possesses knowledge from a combination of the two fields he represents—traffic safety and communication arts.

Discussion

The author feels a number of changes will occur in the future as a result of the findings from this study.

1. An extended investigation will occur within the broad areas of government, public health and industry to search out additional innovative communication techniques for traffic safety campaigns. Because the campaigns studied here were selected from the areas of government, public health and industry, and were fruitful, other specific campaigns in these same areas of interest should be

investigated. Such investigations are needed so as to lend added support to this study and add new data to the field.

- 2. The findings of this study imply that areas and disciplines, other than those of government, public health and industry, should be investigated as possible sources of information concerning communication techniques which might be applied to the field of traffic safety.
- 3. As those responsible for communication in business and industry become aware of those concerned with traffic safety communications and their desire to investigate other approaches, a sharing of communication techniques and methods will occur, to the benefit of all.
- 4. An increased rapport for traffic safety will be created in a way not heretofore considered. The process of investigating other areas and asking for assistance requires interpersonal contact. This sort of contact cannot help but foster better relations.
- 5. Each finding stated in this study will bring about some degree of change in the methods used to develop successful traffic safety campaigns.
- 6. A closer, more critical evaluation of present methods and techniques used in traffic safety campaigns will occur.

During the progress of this study, thousands of people have lost their lives on this nation's highways.

Even greater numbers have been injured and disabled. The

entire country has been directly or indirectly affected by the staggering costs associated with traffic collisions. Had the findings of this study been available and in use at an earlier date, some of those who were killed and injured would surely have been spared. Clearly, the task which lies ahead is enormous and challenging. Though the generalizations and statements which appear in this study are not intended to be considered as the only answer to the reduction of traffic collisions, they are offered as a significant new approach to meeting this future challenge.

BIBLIOGRAPHY

BIBLIOGRAPHY

Books

- Berlo, David K. The Process of Communication--An Introduction to Theory and Practice. New York: Holt, Rinehart and Winston, 1961.
- Campbell, J. H., and Helper, H. W. <u>Dimensions In Communi-cation</u>. California: Wadsworth Publiching Company, Inc., 1965.
- Fabun, Don. <u>Communications--The Transfer of Meaning</u>. California: Glencoe Press, 1968.
- Hovland, Carl I.; Janis, Irving L.; and Kelley, Harold H.

 Communication and Persuasion. New Haven: Yale
 University Press, 1963.
- Ladd, Walter D. Organizing for Traffic Safety In Your Community. Charles C. Thomas, 1959.
- Mendelsohn, H. A. The Denver Symposium on Mass Communication Research for Safety. Chicago: National Safety Council, 1964.
- Nowak, Kjell, and Wärneryd, Karl-Erik. Mass Communication and Advertising. Stockholm: Stockholm School of Economics, 1967.
- Rogers, Everett M. The Diffusion of Innovations. New York: Free Press, 1962.
- . The Communication of Innovations: A Cross-Cultural Approach. New York: Free Press of Glencoe, 1970.
- Schramm, W. (ed.). The Science of Human Communication.

 New York: Basic Book, Inc., 1963.
- Smith, Dilman M. K. How to Avoid Mistakes When Introducing New Products. New York: Vantage Press, 1964.
- Spadafora, Jennie. Accident Facts. Chicago: National Safety Council, 1969.
- Stewart, John B. Repetitive Advertising in Newspapers.
 Boston: Harvard University, 1964.

Bulletins

- Citizens Committee for Clean Water and Recreation. "Clean Water" (pamphlet) No. 5, 1968.
- Conservation Department. <u>Topics</u>, Vol. V, No. 19 (September 12, 1968), Lansing, Michigan.
- Department of Transportation, "NEWS," (DOT--9770), May 7, 1970.
- Ford Motor Company. Ford Corporate Studies, No. 7.
- J. Walter Thompson Company. "Profile of Prospects."
 Detroit, Michigan, 1968.
- MacMullen, Ralph A. Clean Water, Quality Recreation for Michigan. Michigan Conservation Bulletin, 1968.
- Michigan Department of Public Health. "Background on the Vaccine" (Information Packet), 1969.
- . "Campaign Details" (Information Packet), 1969.
- Michigan's Health, Vol. 57, No. 2 (Summer, 1969).
- . "Rubella Fact Sheet" (Information Packet), 1969.
- Water Resources Commission. Clean Water, Quality Recreation for Michigan Michigan Department of Conservation, 1968.

Doctoral Dissertations

- Dittes, James Edward. "Effects of Changes in Self-Esteem Upon Impulsiveness and Deliberation in Making Judgment." Unpublished Doctor's dissertation, Yale University, 1958.
- Schreiber, Robert J. "The Development of Procedures for the Evaluation of Educational Methods Used in Accident Prevention." Unpublished Doctor's dissertation, Columbia University, 1957.
- Stiles, Grace E. "A Study of the Unmet Emotional Needs of Accident-Repeating and Accident-Free School Children."
 Unpublished Doctor's dissertation, New York University, 1957.

Journals

- Conger, John J., et al. "Personal and Interpersonal Factors in Motor Vehicle Accidents." American Journal of Psychiatry, Vol. 113 (June, 1957), 1069-74.
- Haskins, Jack B. "Effects of Safety Communication Campaigns: A Review of the Research Evidence."

 Journal of Safety Research, Vol. 1, No. 2 (June, 1969).
- Kerr, Willard. "Complementary Theories of Safety Psychology." Journal of Social Psychology, Vol. 45 (February, 1957), 3-9.
- Laner, S., and Sell, R. G. "An Experiment on the Effect of Specially Designed Safety Posters." Occupational Psychology, 1960.
- Malfetti, James. "Scare Techniques and Traffic Safety."
 Traffic Quarterly (April, 1961).
- McFarland, Ross A., and Moore, Roland C. "Human Factors in Highway Safety." New England Journal of Medicine, Vol. 256 (April-May, 1957), 792-99, 837-45, 890-97.
- McGuire, Frederick L. "An Outline for a New Approach to the Problem of Highway Accidents." U.S. Armed Forces Medical Journal, Vol. 7 (August, 1956), 1157-66.
- Robinson, Joseph A. "How Engineers Can Communicate More Effectively with Managers (Part II)." Perspective, Cornell Aeronautical Laboratory (Winter, 1970).

Magazines

National Safety Council. <u>Traffic Safety</u>, Vol. 70, No. 3 (March, 1970).

News Releases

Executive Office of the Governor. News Release. June 6, 1968.

Newspaper Editorials

- The State Journal. Editorial, February 16, 1970.
- Ingells, Norris. "Pollution." The State Journal, series of articles by State Journal Staff writer, Lansing, Michigan.

Papers and Reports

- Department of Communications in Cooperation with the Highway Traffic Safety Center, Michigan State University. "Public Opinion in Michigan on Traffic Accident Prevention." April, 1966.
- Kaestner, N.; Warmoth, E. J.; and Syring, E. M. "Oregon Study of Advisory Letters: The Effectiveness of Warning Letters in Driving Improvement." <u>Traffic</u> Safety Research Review, National Safety Council, 1963.
- Katz, E., et al. "Traditions of Research on Diffusion." Paper, 143.
- Little, Arthur D., Inc. "The State of the Art of Traffic Safety." Cambridge, Massachusetts, 1966.
- McKinley, Arch. "Some Guidelines for Traffic Safety Communicators." Distributed by Insurance Institute for Highway Safety.
- Miser, Hugh J. (ed.). "Traffic Safety Strategies for Research and Action." Travelers Research Center, Inc., Hartford, Connecticut, 1968.
- Mott Center for Community Affairs. "Summary Report of Recommendations--All Study Groups." Oakland University, December, 1965.
- National Safety Council. "The Effects of C.B.S. Reports
 'The Great Holiday Massacre' on Attitudes Toward
 Safety and the National Safety Council." Chicago,
 1961.
- Purdy, Ralph W. "Communication Techniques--Experience In a State Water Pollution Control Program." Speech delivered to Water Pollution Control Federation, 42 Annual Conference, Dallas Texas, October 8, 1969. Available from Water Resources Commission, Lansing, Michigan.

- Pyle, Howard. "Creating a Public Demand for Safety."

 Speech presented to The National Extension Homemakers
 Council Leadership Conference on Highway Safety and
 Health, Michigan State University, February 3, 1970.
- Traffic Improvement Association of Oakland County.
 "Public Education Program for Safety Belt Use--A
 Report." October, 1969.

Personal Interviews

- Bliss, Jock. Public Information Specialist, Michigan State Department of Public Health; Lansing, Michigan, February 16, 1970.
- Conklin, Gladys. Supervisor of Nurses, Ingham County (Michigan) Public Health Department; Lansing, Michigan, February 12, 1970.
- Cook, John. Chief of Division of Information and Education, State Department of Public Health; Lansing, Michigan, February 16, 1970.
- Kerr, David. Assigned to Ford Maverick Promotion, J. Walter Thompson Company; Detroit, Michigan, May 5, 1970.
- Marks, William. Assistant Director, Michigan Water Resources Commission; Lansing, Michigan, November 4, 1969.
- McMechan, Jerry. Manager of Corporate Advertising and Sales Promotion, Ford Motor Company; Dearborn, Michigan, May 1, 1970.
- Morrissey, John J. Director of Advertising and Sales Promotion, Ford Motor Company; Dearborn, Michigan, May 1, 1970.
- Purdy, Ralph. Executive Secretary, Michigan Water
 Resources Commission; Lansing, Michigan, October 29,
 1969.
- Reizen, Maurice S., M.D. State Director, State Department of Public Health; Lansing, Michigan, February 12, 1970.
- Richmond, Morey. Michigan State Department of Health; Lansing, Michigan, October 23, 1969.

