

# Fire Research Report

## Scoping a Social Marketing Programme for Fire Safety Research in the Community

**MCDERMOTT MILLER LTD**

**April 2001**

Social marketing applies concepts of commercial marketing theory and techniques to the marketing undertaken by non-profit organisations. The target audiences in social marketing tend to be segmented, and messages have to be tailored to have the most impact on the target segments. The focus of social marketing is to market socially beneficial behaviour, with the marketing of ideas to achieve attitude changes leading to behaviour changes. Research in social marketing is undertaken in order to understand what people perceive as the gain from the 'negative' behaviour they undertake as opposed to the perceived cost of adopting 'positive' behaviour. A change in behaviour is viewed as an exchange in which positive behaviour is adopted in exchange for giving up negative behaviour that has some perceived pay-off.

The promotion activities of the New Zealand Fire Service are analysed in terms of the social marketing model. The strategies adopted in current fire safety, education and research activities are seen as resembling the social marketing approach in a number of respects, such as identifying 'at risk' groups and targeting specific programmes at them. However, in other respects less of a resemblance is observed. An implicit assumption is identified namely that improved awareness results in improved safety. The report cautions that this will not necessarily follow.

The report suggests that better outcomes might be achieved if promotion focussed less on mass media advertising, which changes awareness, and more on research into messages tailored to each target audience in order to change behaviour. A 24-step plan split into 2 stages is proposed for the Fire Service to make the transition to a social marketing based promotional plan, without altering the promotional budget.

McDermott Miller Ltd

New Zealand Fire Service Commission Research Report Number 12

ISBN Number 0-908-920-55-5

© Copyright New Zealand Fire Service Commission

**New Zealand Fire Service**

**Scoping a Social Marketing Programme  
for Fire Safety Research in the Community**

**Final Report  
McDermott Miller Limited**

**April 2001**

---

**TABLE OF CONTENTS**

---

	<b>Executive Summary</b>	iii
<b>1.</b>	<b>Scope of the Research</b>	1
<b>2.</b>	<b>Evolution of Social Marketing Theory</b>	4
<b>3.</b>	<b>Generic Characteristics of Social Marketing</b>	14
<b>4.</b>	<b>Social Marketing In New Zealand</b>	19
<b>5.</b>	<b>Fire Safety Marketing In New Zealand</b>	28
<b>6.</b>	<b>Elements of a Fire Safety Social Marketing Programme</b>	42

**Annex A Research Method**

**Annex B Social Marketing Bibliography**

**Annex C Glossary of Terms**

**List of Figures**

I	Generic Social Marketing Method	v
II	Fire Safety Social Marketing Programme (Stage 1)	vii
III	Fire Safety Social Marketing Programme (Stage 2)	viii
3.1	Generic Social Marketing Method	15
3.2	Typology of Approaches to Achieving Social Change	16
5.1	Generic Social Marketing (showing NZFS activities)	41
6.1	Fire Safety Social Marketing Programme (Stage 1: Reconnaissance And Identify Targets)	43
6.2	Fire Safety Social Marketing Programme (Stage 2: Social Marketing Sub-programmes for Each Target Audience)	47
6.3	Projected Financial Implications	59

**List of Tables**

6.1	Indicative Split of Expenditure Between Stages 1 and 2	57
6.2	Indicative Split of Stage 1 Expenditure	57
6.3	Indicative Split of Expenditure between Target Audiences	57
6.4	Table 6.4: Indicative Split of Expenditure on Each Target Audience Between Stage 2 Tasks (%)	58
6.5	Indicative Expenditure on Stage 2 Tasks by Target Audience (\$000s)	58
6.6	Projected Financial Implications	58

**Copyright**

McDermott Miller Limited is the author of this report but the New Zealand Fire Service Commission holds the copyright relating to it. McDermott Miller Limited requires that all parties permitted to use the report and the research contained within the report give full and correct acknowledgement of authorship.

---

## EXECUTIVE SUMMARY

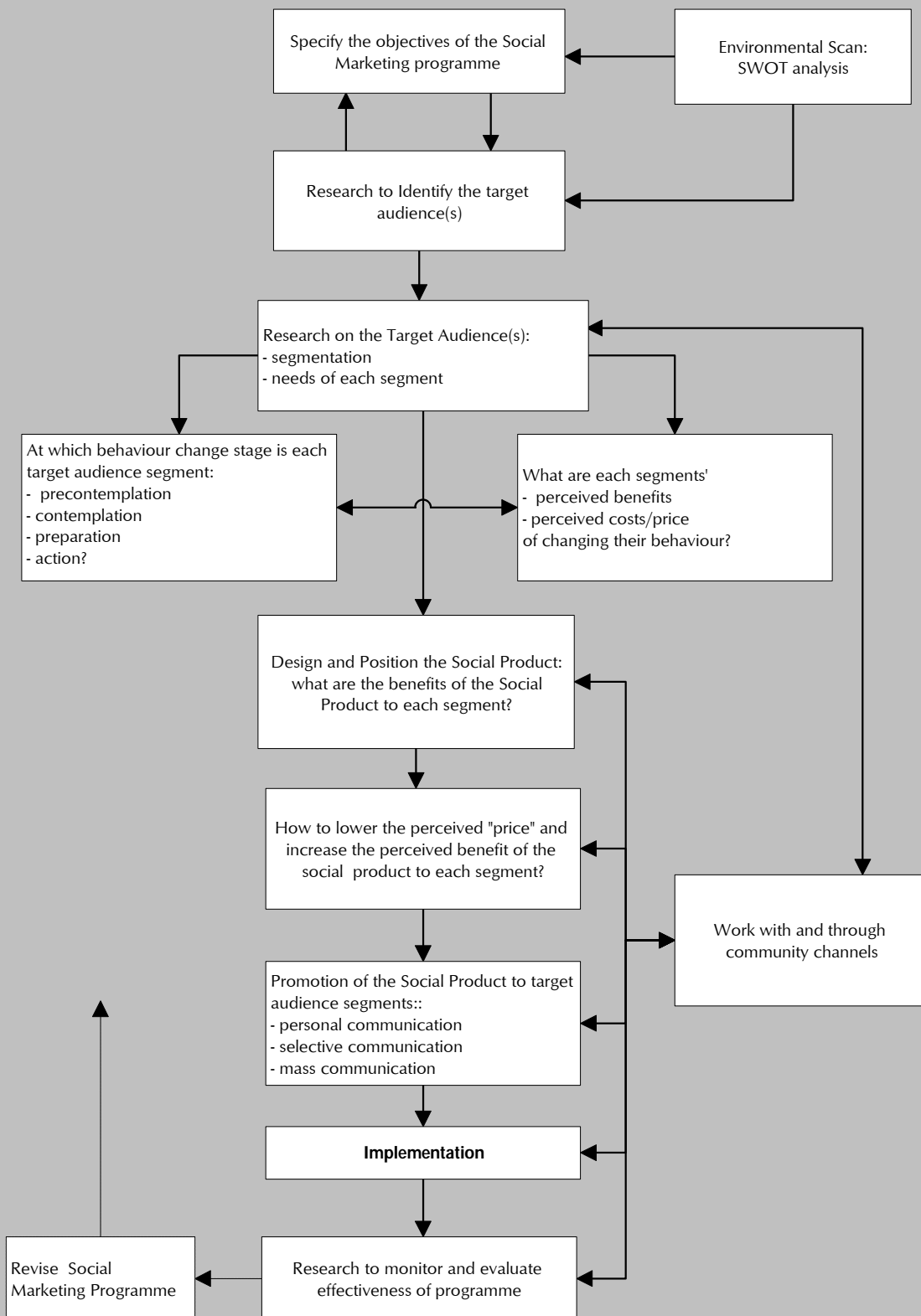
---

### SOCIAL MARKETING SUMMARY

- The origin of social marketing lies in the broadening of commercial marketing theory and techniques to the marketing of non-profit organisations.
- A characteristic of social marketing is that the target audience (audiences in Kotler's terms) are segmented and the "marketing mix" is adapted to each segment's needs, perceptions and current behaviour as with commercial marketing. Market research and analysis is a precondition to social market (audience) segmentation. This segmentation aspect of social marketing has become widely used in social change programmes. Where such programmes employ mass communications, it is now common for messages to be tailored to have most impact on targeted segments. Targeted mass communication messages are, of course, used in social marketing campaigns to raise awareness of an issue and begin to change attitudes (often stressing the negative consequences of "anti-social" behaviour). There is usually no expectation in a social marketing campaign that mass communication messages will, alone, result in lasting behaviour change.
- The focus of social marketing later shifted to the marketing of ideas; and evolved into the marketing of socially beneficial behaviour, with the marketing of ideas to achieve attitude changes a precondition to actual behaviour change.
- Like all good marketing, social marketing is consumer (in aggregate, community) oriented. Research is undertaken to understand the benefits consumers get from their current "negative" behaviour and their perceptions of costs and benefits of changing to more "positive" behaviour. Any barriers, real or perceived, to changing behaviour therefore must be thoroughly understood.
- This community/consumer orientation is also manifest in the use of community and personal channels of communication. Members of ethnic/community are involved in the design and running of social marketing programmes.

- In social marketing, a change in behaviour is viewed as an exchange in which consumers adopt positive behaviour in exchange for giving up negative behaviour that has some perceived pay-off for them. The price of the transaction takes the form of money, effort and time.
- Until recently, social marketing developed largely independently from social science with academic marketing theorists' dominating thinking. Lately, there has been something of a rapprochement between social marketing and other methods of achieving positive social change rooted in the social sciences. Social scientists have become more comfortable with the quasi-commercial language and tools of social marketing. On the marketing side, there have been moves to improve both the theoretical underpinnings of social marketing and the effectiveness of its programmes by drawing on the social sciences.
- A "new paradigm" which draws on both marketing and social science disciplines has been proposed for social marketing (Andreasen 1995, 1997). Under this paradigm, attitude and behaviour change is modelled as a progression from "pre-contemplation" to "contemplation" to "preparation" and finally to "action and maintenance". Target adopter's perceptions are analysed in terms of a cognitive model which clarifies both the stage they have reached on the behaviour change model and how they can be assisted to progress to the next behaviour change stage.
- Many – perhaps most - social change campaigns which claim to be "social marketing" fall short of the ideal implementation. A campaign relying too heavily on mass communication to the neglect of community channels is likely to constitute an education campaign rather than a social marketing campaign. The promulgation of a "brand" does not a social marketing campaign make (though branding may have a role in a well-designed social marketing programme). Likewise, the marketing of a non-profit organisation is not generally equivalent to social marketing.
- A generic form of social marketing is presented in **Figure 1** below.

**Figure I: Generic Social Marketing Method (Synthesis of Kotler, Andreasen and Fine)**



Compiled by McDermott Miller Limited, March 2001

- While social marketing stemmed from the “broadening” of commercial marketing, it is now best viewed as an interdisciplinary field in which the tools of marketing are synthesised with social science’s understanding of individual behaviour and community processes. Potentially, social marketing is a pragmatic, cost effective and ideologically neutral approach to achieving positive change in individual behaviour which results in social as well as private benefits.

### **RESEMBLANCE OF FIRE SERVICE’S FIRE SAFETY PROMOTION ACTIVITIES TO SOCIAL MARKETING**

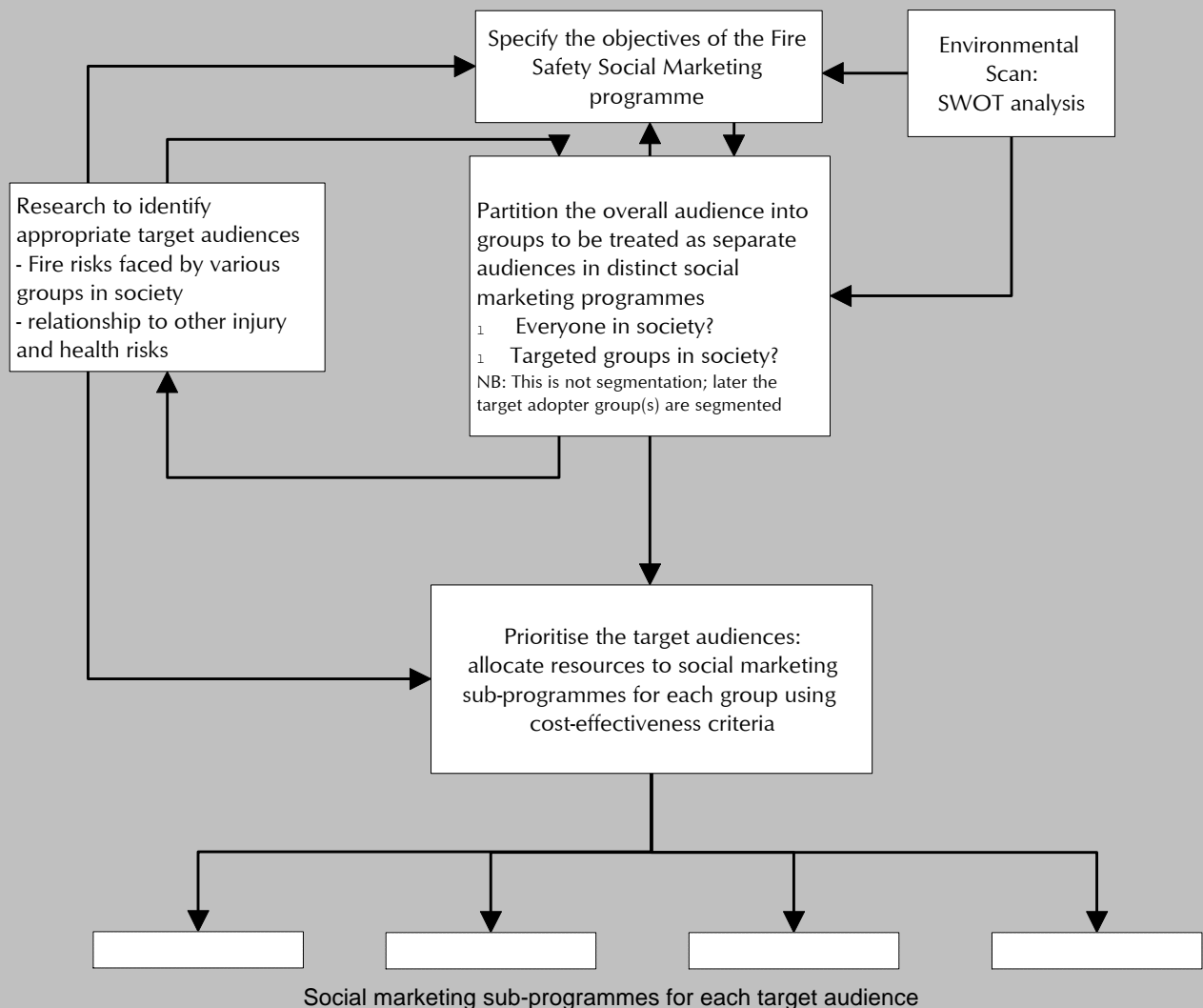
- The Fire Service’s current fire safety promotion, education and research activities resemble the social marketing approach. For example, the goals expressed in the National Fire Safety Promotion Plan (2000) would be appropriate in a social marketing programme and the plan targets identify “at risk groups”. Research commissioned by the Fire Service has become increasingly focussed on identifying those most in need of improved fire safety behaviour. Programmes have been introduced in some Fire Service regions to work directly with Maori communities to help them improve their fire safety; this includes working alongside other organisations involved in community health promotions work.
- In other respects there is less resemblance. There appears to be little co-ordination between the various streams of social research into fire safety risk and attitudes. There is an implicit assumption in the National Fire Safety Plan that improving fire safe awareness will result in improved fire safety behaviour; but this does not necessarily follow. (There can be many serious “barriers” to adoption of fire safety by a household, even when “awareness” exists). In consequence, a greater proportion of fire safety promotion resources go into communicating messages through mass media advertising campaign (which are more effective in changing awareness than behaviour) than would be likely under a social marketing programme. There was a massive increase in spending on “Publicity and Advertising” from \$950,000 in 1999 to \$3.3 million in June Year 2000 (Source: NZFSC Annual report for Year Ended June 2000).



**SUMMARY OF A FIRE SAFETY SOCIAL MARKETING PROGRAMME**

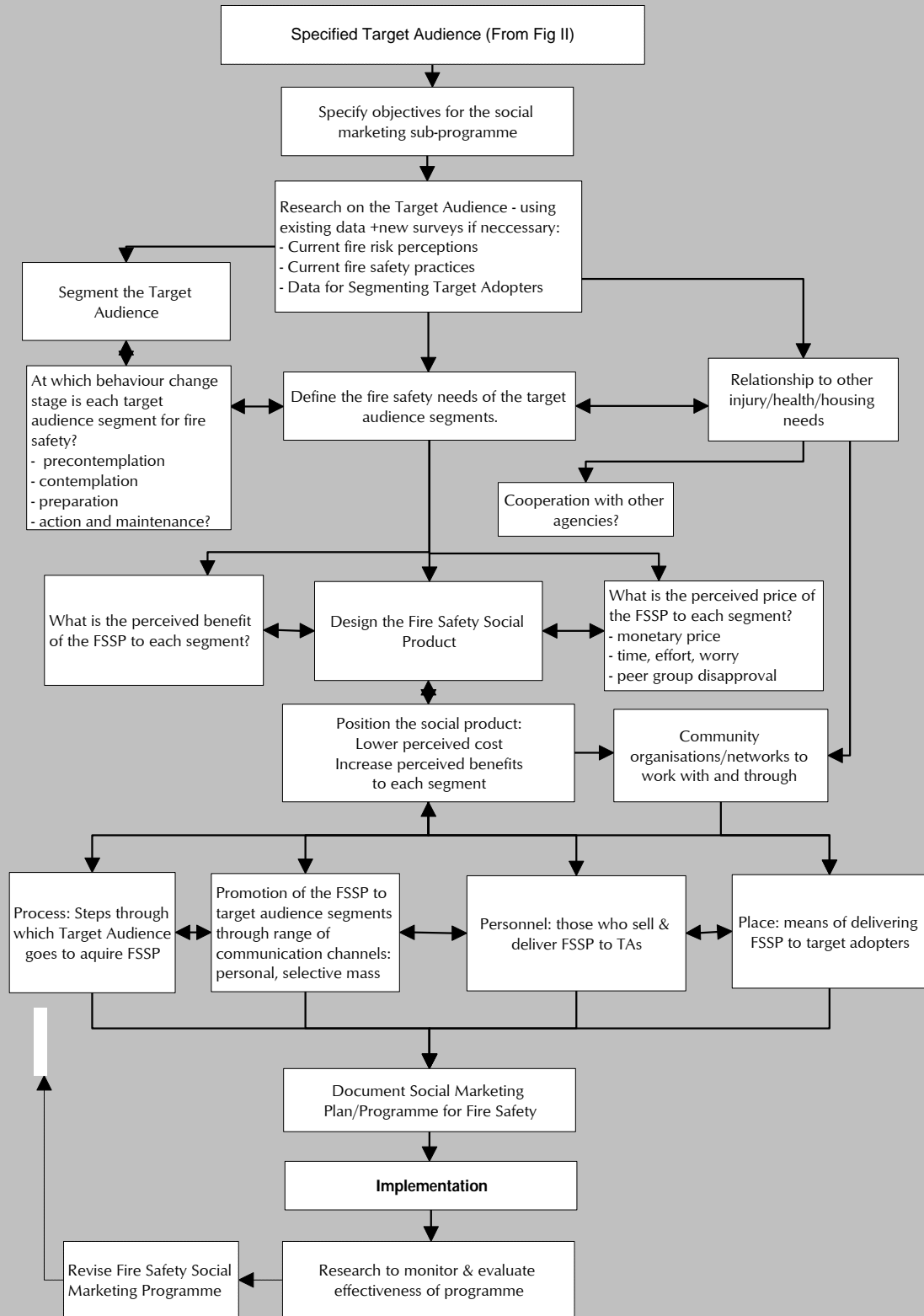
- A fire safety social marketing programme for the New Zealand Fire Service is summarised in the two flow diagrams II and III. The programme would divide into two stages. The first stage (Fig II) involves reconnaissance and identification of the target audience. The second stage (Fig III) involves distinct “sub-programmes” for each target audience

**Figure II: Fire Safety Social Marketing Programme Stage 1: Reconnaissance and Identify Target Audiences**



© McDermott Miller Limited 2001

**Figure III: Fire Safety Social Marketing Programme  
Stage 2: Social Marketing Sub-Programmes For Each Target Audience**



© McDermott Miller Limited 2001

- The elements of the fire safety social marketing programme are discussed in Section 7.
- The guiding principles of the fire safety social marketing programme would be:
  - The “audience centred” orientation would be adopted. This means avoiding a normative perspective where it is felt that everyone “should” be highly concerned about fire risk (and act accordingly) and those who are not are considered seriously lax. Instead the view would be that the respondent is making a choice that is rational (to themselves at least) and the researcher’s job is to explore the reasoning behind it.
  - The research would focus on the reasons why some people do not behave in a fire safe way, even if they are aware of the risks;
  - The desirable set of fire safe behaviours would be conceived as a “social product” to be marketed; the adoption of this product by the target audience would involve a transaction; and a “price” would be paid;
  - Social market research would reveal where members of target audiences (“at risk groups”) are on a “Stages of Change” behaviour model.
  - Research would identify the (perceived) price that target audience segments must pay when they adopt fire safe behaviour, and continue to pay as they maintain these behaviours. The task of “product positioning” involves devising means of reducing this price. This would involve considering the household and social influences on members of these segments which may be inhibiting adoption of improved fire safe behaviours, and how these could be countered.
  - A (partial) shift of resources from mass-media to community channels of communication may be warranted. This is because mass-media communications are more effective in raising “awareness” (ie in moving audiences to the “contemplation” stage of the behavioural model) than in stimulating “action” and “maintenance”.

- During the evaluation phase social market research would be used to measure tangible behavioural change as well as measuring shifts in the target audience's attitudes.
- Audience and media research would clearly separate the issues of the promotion of fire safe behaviours and the protection of the New Zealand Fire Service's public profile.
- There would be an absolute separation of the marketing of fire safety "social products" and the fostering and monitoring the public profile of the NZFS as an organisation (the latter is not properly part of a social marketing programme).
- Use of alliances: the Fire Safety Social Marketing programme would involve networking with other national organisations involved in health and safety work among the "at risk" audiences; and, there would be a pooling of knowledge and experience and exploitation of opportunities for co-operative work.
- Similarly the Fire Service would work with community groups (including Iwi) involved in health and safety work at the community level. Fire Safe behaviours are more likely to be adopted and maintained, especially by the most "at risk" target audiences if accompanied by a more general shift towards more positive behaviour with benefits to own personal and household health.
- Working with individual "innovators" or "early-adopters" as role models and leaders within their communities
- The relationship between social/economic deprivation and risk of fatal fire was demonstrated by the University of Otago Research Team (2000). This study found that the rate of fatal fire incidents for dwellings in the most deprived 10% of meshblocks was 4.5 times the rate in the least deprived. The geographical location of vulnerable households is revealed by the Index of Deprivation. It shows the justification for, and potential benefits of, coordinated delivery of assistance with other agencies. It also justifies the targeted approach of fire safety social marketing.
- A social marketing approach to fire safety would not involve a radically new direction for the NZFS. It would be a systematic approach to achieving the goals stated in the National Fire

Safety Promotion Plan 2000. Much of the Fire Service's recent work in fire safety promotion and research is consistent with a social marketing approach. The recent work of Bay-Waikato Fire Region in researching Maori in that region and improving and monitoring their Fire Safety practices exemplifies this.

- A fire safety social marketing programme need not involve an increase in the funds currently spent on fire safety promotion and education work. The social marketing approach is a cost-effective way of using resources currently allocated to this purpose. It may however, result in substantial reallocation of resources within the fire-safety field. The most obvious example is a switch of resources from mass-media communication towards fire safety communication through community channels.
- Indicative financial analysis shows that a social marketing programme can be funded within the existing budgets (\$4million at 2001) for Output Classes 1.1 and 1.5.
- However significant shifts in allocation of funds within the existing budget will be required over a four year period. The indicative analysis suggests this would involve:
  - First programme year reallocation of 42% of budget to social marketing research and product development (\$1.7million), tailing off to 12% by year four (\$0.5million).
  - Reduction of mass media campaign expenditure to around 21% of budget in first year (\$0.8million), rising to 50% by year four (\$2million).
  - Increase in expenditure on delivery of social product through communities in first year to around 37% of budget (\$1.5million), rising to 62% (\$2.5million), before stabilising at around 38% (\$1.5million) by year four.

---

## 1. SCOPE OF THE RESEARCH

---

McDermott Miller was commissioned in May 2000 by the New Zealand Fire Service to Scope a Social Marketing Programme for Fire Safety in the Community. The aim of this report is to evaluate the potential usefulness of applying social marketing techniques to the problems of fire safety in New Zealand.

Potentially, social marketing is a cost-effective approach to achieving the New Zealand Fire Service Commission's strategic objectives in domestic fire safety. Social marketing involves changing social attitudes and modifying negative behaviour by the application of marketing techniques. In relation to fire safety, the needs and wants of target groups within the population are assessed and messages and services tailored to these needs are marketed so that attitudes and behaviour towards the risk of fires changes.

A social marketing programme utilises existing Fire Service research and communication capability but still involves a large commitment of funds. This report by McDermott Miller is an initial scoping study to enable the Fire Service to assess whether social marketing is an appropriate and cost-effective way to help reduce fatalities, injuries and property damage from fire.

The research involves:

- a review of New Zealand and international experience in social marketing in the public sector to achieve positive social goals, particularly in emergency services;
- an assessment of the adequacy of the current fire safety research base to support a social marketing programme; and,
- a costed design for a social marketing programme in fire safety aimed at New Zealand households.

## 1.1

### **APPROACH**

In the first stage of research McDermott Miller conducted a reconnaissance of the social marketing field. This involved:

- An outline of the technical elements and procedures of social marketing methodology, drawing on marketing theory.
- Review of international literature and current experience.
- Evaluation of the existing fire safety research base.
- Assess the advantages and disadvantages of applying a social marketing approach to improving fire safety behaviour in the community.

The second stage of the research involved designing and costing of a Social Marketing programme. This involved:

- Analysing the social marketing environment.
- Researching and selecting the target audiences.
- Target Audience needs and wants.
- Altering Perceptions.
- Positioning the Fire Safe Behaviour Product.
- Adoption triggering.
- Design and costing.

These elements are covered in sections Y to Y of this report.

A more complete description of the research tasks is attached in **Annex A**.

## 1.2

### **REPORT OUTLINE**

The report is divided into several sections, they are:

#### **Section Two: Evolution of Social Marketing Theory**

This section provides a short history of marketing and in particular social marketing. It introduces the early theories of social marketing and its modern methods and paradigms.

**Section Three: Generic Characteristics of Social Marketing**

This provides a refinement of modern social marketing by describing the various techniques that fit under the umbrella term of social marketing into more correct and specified categories.

**Section Four: Social Marketing in New Zealand**

Presented in this section are descriptions and critiques of some key New Zealand-based social marketing campaigns.

**Section Five: Fire safety Marketing in New Zealand**

This section examines the current fire safety programme of the Fire Service and determines how effective it is as a true social marketing programme.

**Section Six: Elements of a Fire Safety Social Marketing Programme**

This section outlines what is required in fire safety social marketing programme to make it successful. It includes plans for full and partial implementations of the recommended programme.

**1.3**

**ACKNOWLEDGEMENT**

McDermott Miller gratefully acknowledges the help and patience of Paula Beever, the Principal Fire Engineer at the New Zealand Fire service Commission.

Acknowledgement also is due to the following people , who assisted McDermott Miller in mapping social marketing in New Zealand:

New Zealand Fire Service  
Debbie Barber, Strategic Communications Manager  
David McNaughton Strategic Planner

Land Transport Safety Authority  
Paul Graham, Scientist Research and Statistics.  
Patricia McAloon, Manager Safety Programme.

Health Sponsorship Council  
Wendy Billingsley, Marketing Sunsmart and Making Sport Smokefree.



---

## **2. EVOLUTION OF SOCIAL MARKETING THEORY**

---

### **2.1 ORIGINS**

Social Marketing as a term for a specific approach to achieving positive social change, is now around 30 years old although, internationally, campaigns which resemble social marketing go back to at least the Second World War. The theory of what social marketing is, and how it should be practiced, has evolved through four stages. It is worth considering each stage in turn, and the contributions made by the principal theorist in each stage. The ideas developed at each stage continue to co-exist and there is at present no one overwhelmingly dominant explanatory theory.

As social marketing theories are based on generic (commercial) marketing theory we will first present a brief synopsis of this and then outline the various development stages of social marketing.

The selective annotated bibliography in Annex B further documents the course of social marketing theory and practice.

### **2.2 BRIEF HISTORY OF MARKETING**

According to the internationally recognised marketing experts Kotler and Andreasen (1996) marketing progressed from a “product orientation” before the 1930’s:

“A product orientation toward marketing holds that success will come to those organisations that bring to market goods and services they are convinced will be good for the public.”

This was succeeded by a “sales orientation” because of reduced demand during the Great Depression:

A sales orientation towards marketing holds that success will come to those organisations that best persuade customers to accept their offerings rather than competitors or rather than no offering at all.

Next a “customer orientation” evolved in the affluent 1960’s:

A customer orientation toward marketing holds that success will come to that organisation that best determine the perceptions, need and wants of target markets and satisfies them through the design, communication, processing and deliver of appropriate and competitively viable offerings”

This “customer orientation” is central to all approaches to social marketing and is one of the most important factors, in the view of social marketers, that distinguish “social marketing” from other approaches to achieving positive social change.

## **2.3**

### **STAGE ONE: BROADENING OF MARKETING INTO MARKETING OF NON-PROFIT ORGANISATIONS**

The term and early development of social marketing may be attributed to Dr Philip Kotler. He and Levy in their 1969 paper “Broadening the concept of marketing” (1969, in Wish and Gamble (eds.) 1971) say that marketing is (or should be) “the concept of sensitively serving and satisfying human needs”. – whether marketing is applied to commercial or wider social purposes.

“Marketing is a pervasive societal activity that goes beyond the selling of toothpaste, soap and steel. Political contest reminds us that candidates are marketed as well as soap, student recruitment in colleges reminds us that higher education is marketed: and fundraising reminds us that causes are marketed... [Yet no] attempt is made to examine whether the principles of “good” marketing in traditional product areas are transferable to the marketing of services, persons, and ideas”

“.... effective marketing requires a consumer orientation instead of a product orientation, marketing has taken a new lease on life and tied its economic activity to a higher social purpose”

Kotler introduced the term social marketing in the early 1970’s to describe the use of marketing principles and techniques to advance a social cause, idea, or behaviour; this is a subset within the wider “broadening of marketing” field. The term social marketing is used explicitly in Kotler and Zaltman’s paper “Social Marketing: an approach to planned social change” in Journal of Marketing, 1971.

Kotler considered studies of social change campaigns in the 1950’s and found that they often fail. He noted that such campaigns had all been “information oriented” and relied heavily on mass

communication. Some carefully designed programmes using mass media could help on their own but were more effective when mass communication was supplemented by “personal interventions”.

The first conference on social marketing was held in 1972; marketing was claimed to be “an applied social science . . . in maturing, marketing has embraced both a philosophy for solving problems involving exchange relationships and a body of theory and techniques for implementing that philosophy” (Sheth and Wright, 1972)

In the early stages of its development social marketing was seen as a sub-field of nonprofit marketing i.e. the marketing activities of nonprofit organisations. The first edition of Kotler’ Marketing for Non-profit Organisations/enterprises was published in 1975, this contained a chapter which defines social marketing:

“Social marketing is the design, implementation, and control of programs seeking to increase the acceptability of a social idea, cause or practice in a target group(s). It utilizes market segmentation, consumer research, concept development, communications, facilitation, incentives, and exchange theory to maximise target group response”

Kotler goes on to distinguish business marketers from social marketers, “social marketers typically try to change the attitudes or behaviour of target markets”. The equal status given to attitudes and behaviour is notable at this point in the development of social marketing theory. “Social marketing appears to represent a bridging mechanism which links the behavioural scientist’s knowledge of human behaviour with the socially useful implementation of what that knowledge allows.. it offers a useful framework for effective social planning..”

Roberto’s 1975 Strategic Decision-Making in a Social Programme reports an early application of the social marketing approach (in a family planning programme), but refers to it as the “Kotler-Levy ‘broadening of marketing’ tradition in the discipline of marketing”. It also draws on “systematic thinking for social action”.

Kotler in 1989 traces the origins of social marketing to historical social change campaigns, defined as “an organised effort conducted by one group (the change agent) which intends to persuade others (the target audiences) to accept, modify or abandon certain ideas, attitudes, practices and behaviour.”

The 1990's saw rapid development and acceptance of "social marketing". According to Kotler and Andreasen this was "once a tiny subset of the field of nonprofit marketing that focused on the applications of private sector marketing to improve social welfare" but that it grew "dramatically" in the 1990s.

## **2.4**

### **STAGE TWO: MARKETING OF IDEAS**

In some quarters social marketing, is seen as almost synonymous with "idea marketing". Seymour Fine wrote the definitive text from this perspective *The Marketing of Ideas and Social Issues* (Praeger 1981). In the preface, Kotler makes the connection "social marketing is an effective way to promote ideas that serve the best interests of people...to the point where people might act on what they believe and really want to do"

Fine starts and finishes with the notion of marketing ideas in the social arena. He differs from Kotler and Andreasen in that he sees the marketing of ideas themselves as social products and does not emphasise the ultimate aim of changing behaviour.

Fine's early approach to ideas social marketing summarised here is developed to its ultimate in his *Marketing the Public Sector* (1992).

Fine suggests that implementation of social marketing involves drawing up a marketing plan based on what he terms are the "7 P's" of social marketing (in contrast to the "4 Ps" of commercial marketing i.e. product, place, price and promotion). To wit:

1. Who is the producer, the source of the promotional message?
2. Who are the potential purchasers in this particular market and what needs and wants to these people have?
3. What specific product(s) can the marketer design to help fill these needs?
4. What price(s) must the purchasers sacrifice in order to obtain this product?
5. How can the marketer promote (communicate with) the given market?
6. Which parties (institutions) will participate in making the product available at the best place and time (best for the purchaser)?
7. What probing will be necessary to evaluate the marketer's campaign and to obtain feedback from the purchasing audience?

**2.5**

**STAGE THREE: KOTLER'S SOCIAL MARKETING METHOD**

By the end of the 1980's the marketing of ideas remained important, but the essence of social marketing was seen to be the achievement of behaviour changes; the acceptance of ideas had come to be seen only as a stage towards the greater goal of changing behaviour of individuals within a community. Kotler's 1989 text (written with Roberto) has this emphasis. Another related shift in Kotler's thinking at this time was increasing emphasis on the use of community and personal networks in achieving lasting behaviour changes. This is built on the experience of social marketing campaigns, particularly health campaigns, in developing countries. The use of mass communication channels (media advertising), while still important, were seen as less central to social marketing campaigns.

About this time, Kotler and Roberto presented a theory of behaviour change which later Andreasen (1995) calls "Innovation Adoption Theory".

Kotler's approach, detailed in his "Social Marketing: Strategies for Changing Public Behaviour" (The Free Press, 1989) can be summarised as:

The "social product" will takeoff more rapidly the more:

1. It is focused on market segments that are highly predisposed to the social product;
2. The programme focuses on the innovators and early audiences in the target segments;
3. The social product fits the attitudes and values of the culture;
4. The social product embodies the characteristics of simplicity, communicability, relative advantage, compatibility and divisibility;
5. Accessible the social product by means of aggressive retail or service outlets

Following "takeoff" rapid acceleration will occur the greater the:

1. Social interactions among members of the target adopter population;
2. Exposure of non-adopting segments of the target population through personal and non-personal communications
3. Manageability of the technical difficulties and the costs of adoption;
4. Frequency with which respected leaders or other public figures promote the social product

The Maximum level penetration a social marketing product can achieve is a function of:

- The social product's price or cost
- The social marketing programmes' effectiveness in establishing multiple uses or consistent users of the product

Note that "cost" to users/audiences here, and unless specified otherwise in this report, is not just monetary cost; it includes the time, effort and possibly social penalties of adopting a social product.

## 2.6

### **STAGE FOUR: NEED FOR A SOCIAL SCIENCE BASED THEORY OF SOCIAL MARKETING**

Over the 1990's the literature on social marketing (aside from case studies) divides between "how to" prescriptions designed for non-specialised members of groups attempting to achieve social change and academic writings that seek to reinforce the theoretical underpinnings of the social marketing approach to achieve social change. The latter draws on social science models of social structure and change, and secondly models of attitudes and behavioural change.

In our opinion, the leading figure in social marketing today is the American academic Dr Alan Andreasen. His book *Marketing Social Change*, (Jossey-Bass , 1995) is both a "how to" guide and an attempt to present a "new paradigm" for social marketing, i.e.. to give it a stronger theoretical bias.

Andreasen has expressed the view (Goldberg et al (eds.) 1997) that social marketing lacks a theoretical model to help understand the behaviour it seeks to change. This implies consideration of social sciences other than the marketing discipline (if we accept the view that marketing is an applied social science) and the need for an integrated model of behaviour change.

Andreasen goes on to suggest that three models need to be considered in the course of developing a social marketing strategy:

- Stages of Change Model
- Cognitive Model
- Behaviour Taxonomy

These models are outlined below.

The Stages of Change **model** indicates that consumers take and maintain action in four successive stages. These are labeled:

- Pre-contemplation
- Contemplation (divided into Early and Late Contemplation)
- Action
- Maintenance

Andreasen suggests a Cognitive Model (Andreasen in Goldberg et al) – of the thought processes of audiences (and potential audiences) with four principal components:

- Benefits
- Costs
- The influence of others
- Self-efficacy

He theorises that before adopting a social product, a potential adopter would think about the benefits provided by the product, the costs of adoption (again, not just financial costs), then take into account social pressure and their own perception that they can actually carry out the behavior (i.e. self-efficacy).

Andreasen elaborates the cognitive model as follows:

- Intention
- Environmental constraints – conditions in the target audience’s surrounding environment that make it impossible for the behaviour to be performed
- Skills – those necessary to perform the behaviour
- Self-efficacy (influenced by environment and skills) and checking whether they are indeed the major determinants of self-efficacy as compared to personal self-confidence
- Anticipated outcomes
- Norms
- Self-standards (defined as ensuring “performance of the behaviour is more consistent than inconsistent with his or her self-image” - important for message strategies in the Contemplation, Action and Maintenance Stages of Change – where social pressure is brought to bear on behaviour).
- Emotion – positive or negative

Andreasen suggests that the new behaviour the social marketing programme is seeking to bring about should be considered in terms of the following **Behaviour Taxonomy**:

- Behaviour that is new to the world versus behaviour that is new to the individual.
- Behaviour facing serious competition versus behaviour having no serious competition.
- Behaviour with personal benefits versus behaviour with third-party benefits.
- Behaviour that is public versus behaviour that is private.
- Behaviour that is one-time versus behaviour that is continuing.
- Behaviour that is carried out alone versus behaviour that requires the participation of others (another category does not require the participation of others but could benefit from it).

### **Andreasen's New Paradigm**

In summary, the "Key Objectives" of Social Marketing according to Andreasen are:

- The ultimate objective of social marketing is to benefit target individuals or society and not the marketer;
- The basic means of achieving improved welfare is through influencing behaviour, in most cases bringing about a change in behaviour; and,
- The target audience has the primary role in the social marketing process.

While the "Key Features" of social marketing are:

- Consumer behaviour is the bottom line;
- Programs must be cost-effective;
- All strategies begin with the customer;
- Interventions involve the four P's: Product, Price, Place and Promotion;
- Market research is essential to designing, pre-testing and evaluating intervention programs;
- Markets are carefully segmented; and,
- Competition is always recognised.

Ultimately, Andreasen attempts to synthesise the accumulated North American knowledge and experience of social marketing into a **New Paradigm of Social Marketing** which we quote below:



**A New Paradigm For Social Marketing (From Andreasen 1995)**

1. Social marketing has as its bottom line the influence of behaviour, not providing information or changing attitudes.
2. To be effective, social marketing programs must be guided by an underlying mindset that puts the target customer at the center of every strategic decision. That is, social marketing programs must be customer driven.
3. Strategic planning for a customer-driven social marketing programme must constantly listen to customers; thus, strategic planning involves a cycle of six steps:
  - Formative listening to target customers (and other environmental sources)
  - Planning a specific strategy and set of tactics
  - Developing an organisational structure and a set of control systems to carry out the plan
  - Pretesting the strategy and tactics
  - Implementation
  - Monitoring and adjusting
4. To carry out formative listening during the first step of the strategic planning process – and to plan subsequent strategies – one must have a model or framework for understanding how consumers make decisions and take action.
5. The framework of understanding proposed here makes clear that consumers come to take and maintain action through a series of four stages. These are labelled:
  - Precontemplation
  - Contemplation (divided into Early and Late Contemplation)
  - Action
  - Maintenance
6. Social marketing strategies must be adapted for the stage at which each target audience is found.
7. At the Precontemplation Stage, the major social marketing challenge is to overcome consumer's tendencies to selectively ignore or screen out social marketing messages. The techniques of education propaganda, and media advocacy may be particularly helpful here.
8. After the Precontemplation Stage, behaviour is driven and maintained by many factors, the most important four of which are:
  - Perceived benefits
  - Perceived costs
  - Perceived social influences
  - Perceived behavioural control
9. To get consumers to move from the Contemplation Stage to Action and Maintenance, marketers must:
  - Increase perceived benefits
  - Decrease perceived costs
  - Increase perceived social pressure
  - Increase perceived behavioural control
10. To maintain new behavioural patterns, consumers must feel rewarded. They must also be subject to regular reminders until the new behaviour becomes an ingrained way of life.
11. Target consumers are not all the same and so segmenting markets will improve programme effectiveness and efficiency.
12. The social marketing paradigm can be applied not only to target consumers, but also to the behaviour of a wide range of other publics whose assistance and cooperation are essential for the success of the social marketing programme.

**The Social Science perspective on the “New Paradigm” for Social Marketing**

Although Andreasen currently is the dominant social marketing thinker in professional marketing circles, his theoretical views are beginning to be tempered by practitioners. There has been a growing acceptance of the tools of social marketing amongst social science professionals involved in social change but not in possession of a marketing background (such as social scientists in fields as diverse as psychology, education, medicine and health). The once widespread ethical resistance by social scientists to a quasi-commercial marketing approach seems to have weakened in the face of its effectiveness. But a measure of distaste and disagreement persists amongst some social scientists with the self-interested, quasi-commercial, “exchange” concept at the core of social marketing.

Novatorov, a recent non-marketing writer on social marketing (1997), suggests that Kotler and other pioneers of social marketing have an “individualistic” orientation, stemming from their membership of the “Chicago school” of social science thinking (including economics and marketing). Novatorov prefers a “collectivist version of social exchange theory”. Further he refers to evidence in “economic anthropology” that “marketing exchange is not the only paradigm to explain human behaviour” He suggests “redistribution or reciprocity might be better paradigms to conceptualise social marketing” and suggests “..application of marketing techniques (in social organisations) must be approached from a redistribution and reciprocative perspective” That is, Novatorov prefers an exchange concept which occurs in pre- (or non) capitalist societies to the quasi-commercial one which is generally accepted in social marketing thought in North America.

It is doubtful that Novatorov’s view will become the new paradigm for social marketing if his papers continue to “demonise” the mainstream of social marketing thought. However, he does conceptualise social marketing as a co-operative process that may appeal to many social scientists, social service professionals and community groups. If this induces their active involvement in social marketing programmes, we can expect growing influence in the future by them over the development of social marketing theory and practice.

---

### 3. GENERIC CHARACTERISTICS OF SOCIAL MARKETING

---

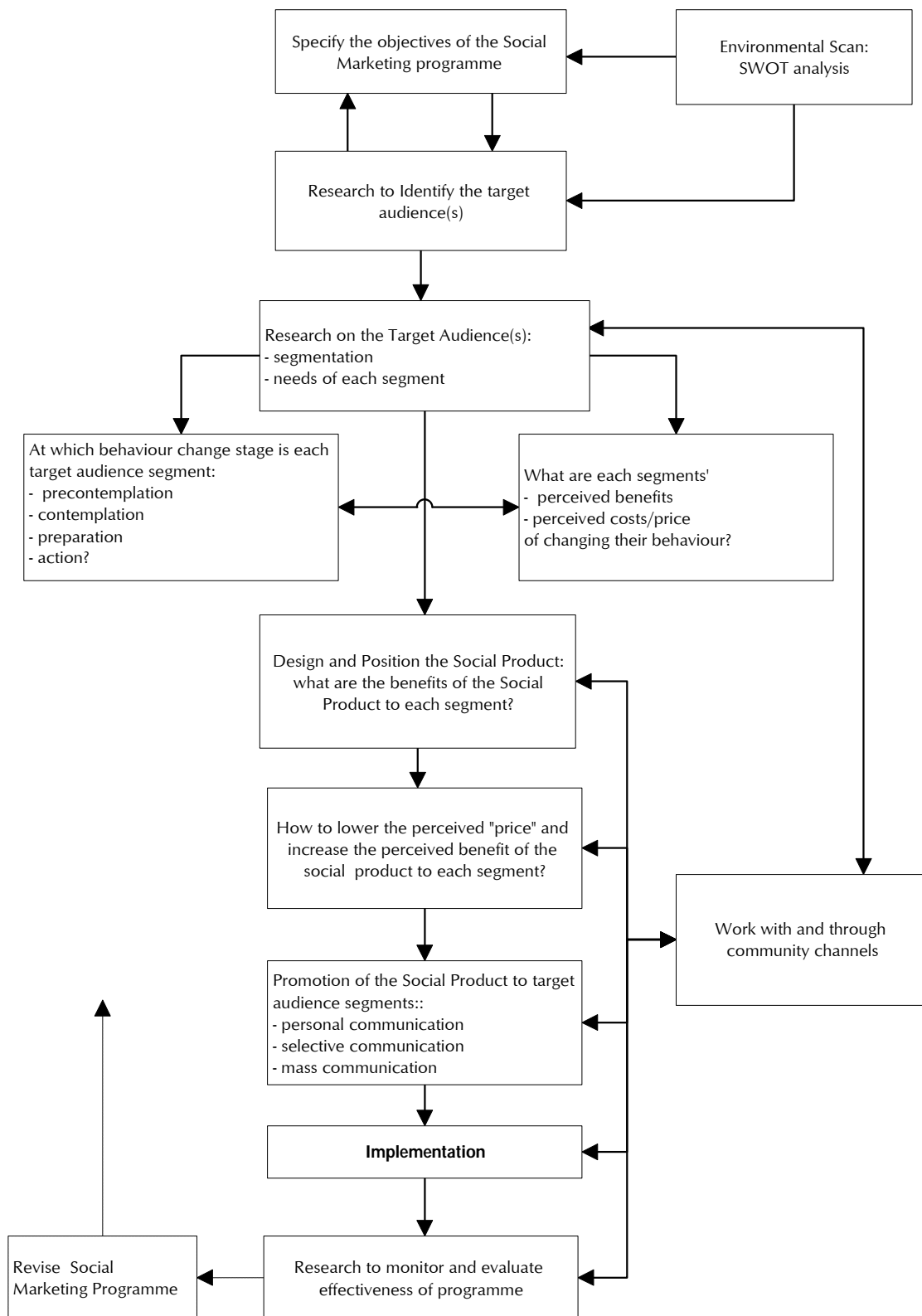
#### 3.1 GENERIC APPROACH TO SOCIAL MARKETING

The previous section of this report traced the evolution of social marketing identifying the various perspectives and approaches that have been adopted.

For the purpose of this research, we have synthesised from Kotler, Andreasen and Fine's theories a **generic approach** to social marketing. We see this simply as the application of consumer-oriented marketing practice (with its focus on "exchange") to the achievement of positive social outcomes. It involves the marketing of positive behaviour, conceived of as "social products", to target markets. The adoption of the "social product" is seen as an "exchange" in which one set of positive behaviour replaces negative behaviour; and the benefits and costs of this "exchange" are analysed from the perspective of the target audience. If social marketing is to be ethical the target audiences should be fully informed about the exchange they are making and make it willingly. An effective social marketing programme is likely to make intensive use of consumer research to match a differentiated "social product" to segmented audiences and to tap community and personal channels and networks to maximise lasting adoption of the "social product". By implication, commercial aspects of a social marketing programme (such as organisation promotion), should only be a consideration if it ensures the financial sustainability of the programme.

We illustrate this approach as a generic social marketing method in figure 3.1 below.

**Figure 3.1: Generic Social Marketing Method (Synthesis of Kotler, Andreasen and Fine)**

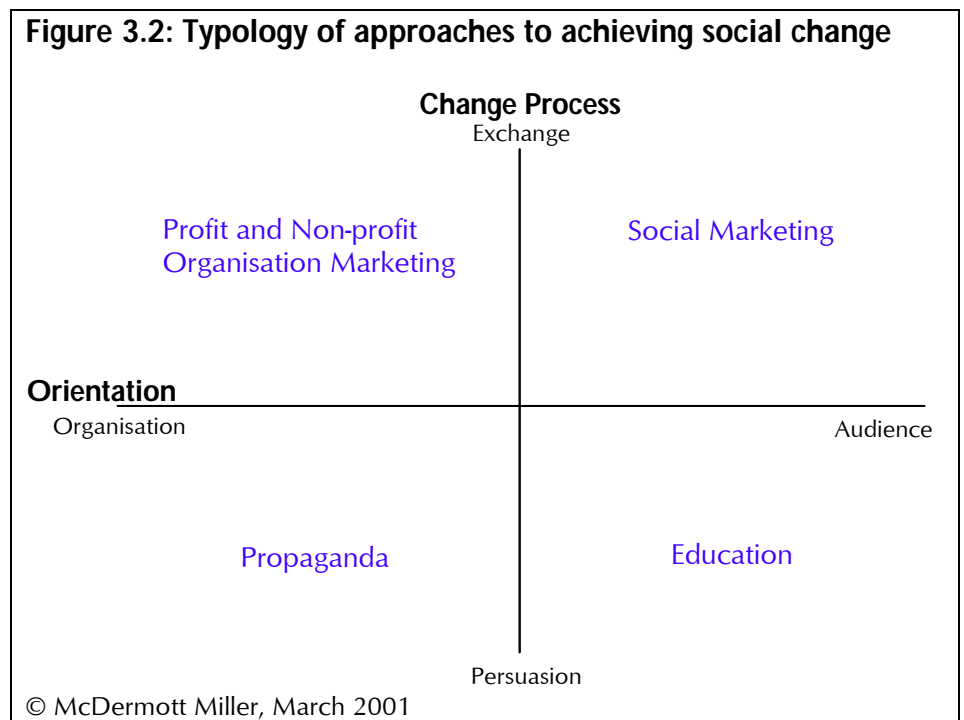


Compiled by McDermott Miller, March 2001

3.2

**GENERIC APPROACHES TO ACHIEVING SOCIAL CHANGE**

The distinctiveness of our Generic approach to social marketing is illustrated in figure 3.2 where it is placed in a typography of contrasting approaches to achieve desired social changes in terms of their emphasis on “Exchange” or “Persuasion” in the change process and orientation towards “Audience” or promotion of “Organisation”. It shows that social marketing is predicated on asking the “audience” to “exchange” their present negative behaviour for positive behaviour through understanding the net benefits of doing so.



3.3

**NEITHER SHOULD SOCIAL MARKETING BE CONFUSED WITH “EDUCATION” OR “COMMUNICATION” PROGRAMMES**

Figure 3.2 does not distinguish the various approaches to social change in terms of channels of communication – which Kotler has classified as “mass, selective and personal.” Clearly social marketing, while being audience centred and community based, can incorporate mass communication; it depends on the channels appropriateness to the social problem and where the audience segments are on Andreasen’s Stages of Change Model (refer sub-section 2.5). In practice, a social marketing programme (like the

education approach to social change) will make extensive use of communication through “selective” and particularly “personal” channels in addition to any mass communication it may employ.

“Social marketing” should be distinguished from “education” or “communications” campaigns seeking to achieve positive social change. Many campaigns of the latter type are labelled social marketing. According to Rothschild (1999) only a minority of papers presented at the Innovations in Social Marketing Conferences discussed marketing.

The reasons for the confusion and mis-labelling include:

- The term “social marketing” is co-opted because it is a fashionable “buzz word”;
- A softening of the aversion to commercial terms and thinking processes amongst health and social science professionals; they have come around sufficiently to use the term but have not yet fully adopted a marketing methodology; and, they continue to pursue “education” campaigns under the new label of social marketing; and,
- Growing involvement of commercial advertising and PR companies in public agency social change programmes.

This confusion between social marketing and promotion (discussed above) may underlie the heavy emphasis on “branding” in some nominally social marketing programmes which resemble commercial marketing campaigns e.g. those of the New Zealand Health Sponsorship Council. Quasi-commercial “branding” may be a useful or important element of a social change programme but emphasis on it does not mean that the programme constitutes “social marketing” (whereas a “consumer orientation” and emphasis on “the exchange” does).

### 3.4

#### **SOCIAL MARKETING IS NOT A PROMOTIONAL PROGRAMME**

The term “social marketing” has sometimes been inappropriately attached to communication or promotional programmes. Some versions of this are:

- For-profit companies promoting themselves by funding socially desirable project e.g. Bennetton, The Body Shop. This is a form of sponsorship in which the company’s primary motivation is of enhancement of their image or brand with social and environmental benefits are of secondary importance.

- Programmes which view the “social product” or social marketing simply as ideas. For example, Flora et al in Goldberg et al (1997) writing from the health communication perspective is that the “message is the product . . . curricula, promotional pieces, self-help kits, group programs, screenings, public service announcements and so forth are the products in a health promotion programme”. Such a view confuses the product and promotion elements of the marketing mix; the promotional material is not the product, it is the promotion.
- Non-profit organisations marketing or simply promoting themselves as organisations rather than using marketing to achieve a desirable social outcome (though they may see this as synonymous) e.g. Reichtel, Pamela in Ovid bibliography. “The goal of social marketing is to build a long-term relationship between your organisation and its different audiences” Shewchuk (1994)
- Public agency campaigns which have positive social objectives but which would be appropriately termed “social education” or “social communications” campaigns than social marketing (the distinction is discussed below).

The latter two can be identified from what we regard as true social marketing in that the primary the marketing project is primarily for the benefit of the company or organisation, not the audience or consumer i.e. such campaigns/projects are not “customer oriented”, but organisation or product oriented.

A further complication is that there have been many programmes or projects which have incorporated elements of the social marketing approach but not used the term “social marketing”, at least not in published reports. In our literature review we have not restricted ourselves to projects using the term and have included others if we are satisfied the projects is nevertheless a good example of the social marketing approach.

---

## 4. SOCIAL MARKETING IN NEW ZEALAND

---

### 4.1 HEALTH SPONSORSHIP COUNCIL

The Health Sponsorship Council (HSC) is the only organisation in New Zealand that is avowedly in the business of social marketing:

“We are a team of Social Marketers who promote health messages” (First sentence of the “Company Profile”)

Their website has a page devoted to social marketing; it presents Andreasen’s New Paradigm, a definition of social marketing, their interpretation of the “core principles” of social marketing and HSCs approach to social marketing.

This conscious adoption of social marketing has occurred only over the last two years of the HSC’s seven years of existence “Phase 3: 1999 Onward – Social Marketing = Social Change”. Sponsorship of sporting and other events (initially to replace tobacco company sponsorship) is now only one of the Council’s functions. It has three programs, commissioned by the Health Funding Authority which it terms “brands” :

- Smokefree
- Sunsmart
- Street-Skills (safe cycling for children)

#### **Resemblance to Social Marketing Model**

The HSC focuses on

- Focus on achieving behaviour change, attitude change is means to an end;
- Programs/promotions are highly targeted e.g. the priority target for “Sunsmart” is 12-17 year olds;
- Uses “environmental scan” to assemble and synthesise known information, undertakes new research for missing information and uses this to identify and segment target audiences;
- Uses the behaviour-change model;
- Does not promote itself as an organisation (no person in the management structure responsible for this);



- Works closely with other agencies involved in “health promotion” especially Cancer Society and Heart Foundation;
- Does consider the perceived benefits, and costs of changing behaviour and the influence of peer group pressure (e.g.. preference to “be tanned now” or smoking to get peer group approval seen as more important than increased risk of cancer in 20 years). Awareness of the issues is not the social problem, as this has already been achieved, the true aim remains instilling a change of behaviour;
- Produces marketing plans for “Sunsmart,” presumably also for other programs;
- Undertakes Quantitative/Qualitative research to evaluate sponsorship;
- The “social product” is seen as “desired behaviour change”;
- Regards itself as audience driven;
- Finds out what “triggers the audience”;
- Extensively uses role models e.g.. sport coaches of young teams wear Smokefree tracksuits, getting surf lifesavers to be Sunsafe (Cancer society building structures on beaches) and Cricket coaches make sure hats and sunscreen are used; and,
- Readjusts the programme to modify social behaviour. For instance, “SunSAFE” knowledge is high in 12-17 year-olds, but they do not often behave in accordance with this, so HSC looks at overcoming the blocks to the change by tailoring positioning the product to suit the market (e.g.. seeks to make clothes in fashionable designs that will be worn).

### **Divergence from the Social Marketing Model**

- Heavy emphasis on promotion of “brands”; this is not normally a tool in social marketing; this gives their campaigns a strong resemblance to commercial marketing. But here the brands are very concise statements of the message so this may be justifiable effective.
- It is not clear that the Stages of Change behaviour model is implemented at a detailed level.
- The adoption of the “social marketing” moniker two years ago has not changed their activities profoundly; this may be because the organisation has always had a marketing emphasis anyway – many marketers in the organisation (check) so were doing it without using the term explicate.
- Like LTSA’s road safety campaign use of an approach developed in Australia

**Lessons for Fire Service Social Marketing :**

- No promotion of the Health Sponsorship Council as an organisation.
- Use of different advertising and design agencies for different/projects purposes; targets and messages are developed in house; briefs to advertising and design agencies are tight
- Similar issues for protection of children; care-givers must change their own behaviour to care better for children (e.g. protecting them from sun, protecting them from cigarette smoke).
- Use of “allies” – at national and community level, working with and through them, joint ventures e.g. the Quit programme with the Cancer Society.
- Extensive testing of messages, website oriented with a young audience regarding what they think is most important.
- HSC can measure changes of attitudes of its targets, but measuring changes in behaviour is more difficult, as is measuring outcomes. For example, a fall in melanoma rates due to increased sun-safe behaviour in teenagers may not be detected for 20 years.

**4.2**

**HEALTH PROMOTION**

**Resemblance to Social Marketing Model**

“Health Promotion” is an international movement spearheaded in New Zealand by APHRU (the Alcohol and Public Health Research Unit) for achieving positive change in health through actions at the community level. Its founding document is the “Ottawa Charter for Health Promotion” (1986)”. The Ottawa Charter describes health promotion as working:

“through concrete and effective community action in setting priorities, making decisions, planning strategies and implementing them to achieve better health. At the heart of this process is the empowerment of communities, their ownership and control of their own endeavours and destinies.”

The closely allied field of Community Action Research also is practiced by APHRU. This organisation has developed and applied approaches to quantitative and qualitative research for measuring social attitudes towards alcohol and drug problems, which

influence programme design, and are used in the evaluation of the effectiveness of programs. The methods developed and applied by APHRU in its community research and evaluation of alcohol and drug issues could be useful examples in a fire safety social marketing programme.

## **Resemblance to** Social Marketing Model

- the belief that people can actively make choices that will improve their health and well-being;
- the perspective that communities have a central role to play in leading and supporting positive choices by individuals;
- Emphasis on systematic research into of the risks and challenges faced by people and communities;
- Importance on systematic, and where possible quantitative evaluation of programmes;

## **Divergence from the** Social Marketing Model

The APHRU approach:

- Focuses primarily on the community rather than the individual; “Individual liberties are respected, but priority is given to the common good when conflict arises” (Health Promotions Forum website).
- Has a political ideology and motivation that is not normally evident in public health. “Social justice is pursued to prevent systemic discrimination and to reduce health inequities” (Health Promotions Forum website). It may be true that lasting improvements in health (including fire safety) of deprived people will only occur when their living conditions, social status etc. are improved, however, the health promotions and community action approach goes beyond observation to seeking change in the political policy environment, whereas, in general, social marketing campaigns seek to achieve positive social changes within it.
- It seems to see social marketing as akin to mass-marketing to consumers while it sees community-driven change as preferable. Sadly, this view is based on a misconception of social marketing – as discussed repeatedly the use of community channels, networks etc is essential to a complete implementation of the social marketing approach.

**Lessons for Fire Service social marketing :**

According to the NZ Health Promotions Forum (website) the term “public health” refers to “those activities at a population level aimed at improving health or preventing disease, disability, or injury”. If this definition is accepted then fire safety (setting aside protection of property), becomes a public health issue and some of the initiatives of Health Promotion may be usefully considered in fire safety. These include:

- Use of community organisations and networks to achieve “positive” change;
- Emphasis on quantitative and qualitative social research (as practiced by APHRU);
- Use of alliances; the Fire Service could work with organisations involved in health promotion at the community level; seeing fire safety as a health issue will suggest possible opportunities for “leveraging” off of the efforts of these organisations.
- Fire Safe behaviour is more likely to be adopted and maintained, especially by the most “at risk” target audience segments, if reinforced by adoption of other positive health behaviour. It is unlikely that fire safe behaviour can be maintained at a high level while other damaging behaviour, smoking, excessive drinking, poor diet continue. It is well understood that smoking and heavy drinking is a combination of behaviour with an associated high fire risk. In other words, co-operative social marketing programmes should be focused on the most deprived population deciles who have been identified by Otago University as being most at risk from fire and personal health hazards.

**4.3**

**ROAD SAFETY CAMPAIGN**

The Land Transport Safety Authority’s Road Safety Campaign (which is part of the Road Safety Strategy of the National Road Safety Committee), is perhaps the largest, longest running campaign in New Zealand that claims to be a social marketing campaign or has been influenced, at least to some degree, by social marketing philosophy.

The Land Transport Safety Authority (LTSA) shows many of the features of a social marketing campaign. However from discussions with LTSA staff it has not been designed and developed as a social marketing campaign per se; there has been an awareness of Andreasen's ideas (which he popularised rather than originated) particularly the 4 stage behavioural change model, but this is regarded as "common sense" rather than being a important insight or guiding principle.

Recent community-based activities by the LTSA have been influenced by the principles of the Ottawa Charter for Health Promotion.

## **Resemblance to Social Marketing Model**

The LTSA Road Safety Campaign:

- Is a planned programme which been running since 1995 with strategic purpose.
- Directs advertisements to targeted specific audience segments e.g. youth, rural drinkers and so on. The targets are identified through quantitative research, and the effectiveness of concepts, messages and advertisements gauged through qualitative research while advertisements are in production and in quantitative research after they go to air.
- Places much stress on researching the market with it entering the process at many points:
  - Analysis of accident statistics to identify market/audience segments with negative behaviour;
  - Analysis of infringements including speeding, drink driving and seatbelt offences
  - Annual attitude survey consisting of 1645 face to face interviews;
  - Advertising/message concept tests in focus groups consisting of the target adopter group;
  - Further focus group testing during production of advertisements; and,
  - Research to test reach/frequency/effectiveness of mass communication messages
- Derives the target group for each message/advertisement from this research.

- Recognises the Andreasen-type stages of behavioural change model.
- Clearly separates the road safety campaign from any self-promotion by the LTSA or Traffic Police. The organisation is not promoted; research to measure attitudes and behaviour in the market does not include perceptions of LTSA or the Police.

### **Divergence from the Social Marketing Model**

- The use of law enforcement to help achieve the desired outcomes is unusual practice. Achievement of positive social outcomes by means of the law is discussed in the social marketing literature (e.g. Rothschild 1999), LTSA's use of enforcement contrasts with the social marketing model approach which seeks voluntary behaviour change. There is no doubt that the law is a valid instrument but its important role in the road safety campaign is a departure from "text book" application of social marketing.
- The messages communicated through the mass media help to change attitudes, to move the audience from "pre-contemplation" to "contemplation" phases of behaviour change. But the push to move to the "action" and then "maintenance" stages – to change behaviour and maintain it relies to some degree on enforcement.
- High reliance on advertising designed to create fear or other unpleasant emotions in the audience (more recent advertisements have had a more positive tone). This is not necessarily incompatible with social marketing and the merits of such approaches are debated in the literature. The LTSA position is that, whatever the aesthetic or theoretical arguments, their approach works. The road toll has reduced and other road safety indicators shifted in a positive direction since the campaign began in 1995; a study commissioned by the LTSA credited the campaign with this improvement.
- In the social marketing ideal there is a high level of integration or co-ordination of communication or product position through mass communication and personal/community channels. The LTSA does use community channels, it has community managers, it has regional organisations etc. But there does not seem to be much connection between the two levels.

- The mass communication campaign backed by enforcement. But this heavy emphasis on mass communication is the norm in most avowedly social marketing campaigns in developed countries.
- Seems to be some confusion as to what “the product” is, whether this is the outcomes i.e. the reduced toll, or the messages/slogans that are being communicated.
- The Road Safety campaign is based very closely on a Victorian model, developed and first implemented in Victoria around 1989. There does not appear to have been social marketing underlying the Victorian approach, it has not the result of a pure application of strategic social marketing planning/programme development. Rather it appears to have been a pragmatic, and tough approach combining tough and shocking advertising with rigorous enforcement. It seems the LTSA is paying a degree of “lip service” to social marketing in applying the term to its approach rather than using social marketing as a guiding philosophy framework; some elements used, others not (this is typical in social marketing applications)

## **Key Lessons for Fire Service** social marketing

Here we list some aspects of the LTSA road safety campaign which have particular merit and which should be considered for inclusion/implementation in a fire safety social marketing. However by mentioning these as strong points we do not mean that NZFS is not itself doing something similar at present:

- Target group for each new message/advertisement are derived from the research. The targets, theme, character etc of advertisements, is specified by LTSA and does not arise from the “creativity” of the advertising agency.
- The gradual shift in targeting as improvement is achieved in one target and other priority emerges.
- The courage for the ads to be actively disliked; effectiveness is regarded as more important than popularity
- The lack of promotion of the LTSA or Police in the advertisements.

- A tightly specified brief is prepared for the advertising company. LTSA is an intermediary between the company carrying out the qualitative research during development of the advertisements and the advertising company.
- Keeping a good separation between advertising and market research companies
- The extensive use of market research noted above, on measuring tangible behavioural outcomes/changes as well as measuring attitude changes.
- The long life of the campaign and its key messages; new messages continue but the old ones remain. It is noteworthy that during the campaign there has been a switch from one advertising company to another (Saatchi and Saatchi to Clemengers BBDO or whatever) but the general tone and character etc of the ads has changed little (at least to the lay observer); clearly this tone is set by the LTSA not by the advertising people. It is not an “agency driven” campaign.



---

## 5. FIRE SAFETY SOCIAL MARKETING IN NZ

---

### 5.1 REVIEW OF NZFS RESEARCH BASE FOR A SOCIAL MARKETING PROGRAMME (TASK 1.3)

Task 1.3 of the scoping study involves evaluating existing fire safety research information gauge whether it can support a social marketing programme.

For this to be so, the existing research would have to be able to:

- give a basis for segmenting the market;
- enable the identification of the population groups who most exhibit attitudes and/or behaviour which are contrary to fire safety – these would become the target audience(s);
- suggest the causes of deficiencies in fire safe behaviour and thus the wants and needs that are to be satisfied;
- support preliminary design and evaluation of alternative designs of fire-safety “social products”;
- indicate how the preferred design of the fire safety “social practice” should best be delivered to the target audiences; and,
- provide a baseline for future monitoring of the effectiveness of the social marketing programme.

We now summarise our findings on these points:

- **Give a basis for segmenting the market**

The Fire Service has, in effect, segmented the fire safety market through its identification of eight at risk groups (Fire Safety Functional Group 1999). “Targeted audiences” are stated for each of the 8 “strategic promotions” in the National Promotion Plan 1999.

Ethnicity and age appear to be the dominant factors in market segmentation in target fire safety campaigns and research to date. Maori are the target audience in the Determining Effective Fire Safety Strategies for Maori report and the Auahi Whatatupato smoke alarm installation project.

- **Enable the identification of the population groups who most exhibit attitudes and/or behaviour which are contrary to fire safety – these would become the target audience(s)**

Duncanson et al (2000) have shown a strong statistical relationship between “social and economic deprivation” and occurrence of fatal fire incidents. This shows increasing percentages of fatal fires in meshblock deciles with increasingly high levels of deprivation.

There appears to be a deficiency in the recording of demographic and socio-economic data on the household in FIRS. Ethnicity is not recorded in FIRS, for example. In Duncanson’s study FIRS fire incidents were geocoded (to meshblock) location of fatal fire incidents in residences (ie excluding commercial premises). The socio-economic data used was that of the meshblocks the fatal incidence occurred in, not of the actual dwellings in which the fires occurred. If ethnic and other demographic data was reliably recorded in FIRS a more direct analysis could be used.

The CM Research report “A Strategy for Developing Greater Community Responsibility for Fire Safety and Prevention” suggests five segments based on responses to “attitude” statements on fire safety and prevention. This segmentation may have at best limited practical application in a social marketing programme as these segments cut across a number of ethnic/demographic groups. The attitude statements themselves must have a sound basis if this segmentation scheme is to guide social marketing or promotions strategy.

- **Suggest the causes of deficiencies in fire safe behaviour and thus the wants and needs that are to be satisfied**

The Determining the Effective Fire Strategies for Maori report is a good initial step towards identifying deficiencies in fire safe behaviour for Maori, and how these can be improved.

Th CM Research Fire Knowledge surveys go some way towards identifying the causes of deficiencies in fire safe behaviour. One concern with this research is that while the “incidence and consequence” of fire is clearly not spread evenly across the population, the resources going into the survey are. Consequently the size of sub-samples of “at risk”

segments are inadequate. The 2000 Fire Knowledge survey included only around 112 Maori and 37 Pacific Islanders.

Page 52 of CM Research's "A Strategy..." says "An attitudinal change is not always accompanied by behavioural change when it comes to fire safety". This is not surprising, it generally the case in most social challenges addressed by change campaigns. In terms of the "Stages of Change" behaviour model, attitude changes result in a progression from pre-contemplation to contemplation or contemplation to preparation – but achieving the final step from preparation to action requires barriers to be lowered.

While the existence of "barriers to more fire safe behaviour" is noted in the CM Research report, it is not clear how these can best be overcome. Doing this via lowering perceived costs and increasing perceived benefits is central to the social marketing approach but there is not enough information in "A Strategy.." to indicate how this could be done.

In the qualitative phase of the CM Research some attempt is made to learn how respondents see the issue but this does not carry over to the quantitative stage.

The CM Research reports may be suited to a communications or education approach to achieving social change but not sufficient for the social marketing approach. The "Determining Fire Safety Strategies" is the closer approximation; For example, the information is gathered on the "preferred message delivery point" –marae, churches etc.

- **Support preliminary design and evaluation of alternative designs of fire-safety "social products"**

The CM Research "A Strategy..." report suggests "information needs" for its five segments. Data in this report would be useful if this segmentation scheme is used in a social marketing programme, but we are not confident that the segmentation would be appropriate for this purpose.

"Determining Effective Fire Safety Strategies for Maori " provides useful information for the preliminary design of fire-safety "social products" aimed at (rural) Maori.

The Auahi Whatatupato smoke alarm installation project provides very useful information on the success and shortcomings of a programme centred on use of a tangible “social product”.

The Fire Safety Functional Group 1999 National Promotion Plan involves the evaluation of overseas fire safety programmes as models for implementation in New Zealand.

- **Indicate how the preferred design of the fire safety “social practice” should best be delivered to the target audiences**

As noted above, the Determining Effective Fire Safety Strategies for Maori considers the appropriateness of alternative communication channels for Maori. The CM Research “A Strategy...” report compares various “ways of learning about fire safety” But give the sample size problems and the wording of the questions it is probably not sufficient for identifying the most effective channels for changing attitudes and behaviour of the at-risk segments.

The Fire Safety Functional Group 1999 National Promotion Plan proposes various communications channels for its “strategic promotions”

- **Provide a baseline for future monitoring of the effectiveness of the social marketing programme**

The annual CM Research Fire Knowledge surveys provide a reasonable baseline for monitoring basic fire safety knowledge and actions to take in a fire for the population as a whole. But for the sample size reasons noted above it would not be able to reliably monitor this knowledge of “at risk” segments. A social marketing programme targeted at risk groups would require a substantial increase in the sample size of these groups in the Fire Knowledge survey.

The sample size and depth of questioning in “Determining Effective Fire Strategies For Maori” mean it would be a suitable baseline for evaluating performance of a social marketing programme in one region for one ethnic group.

### **Information needs for a social marketing programme**

The social marketing approach, if implemented in a rigorous fashion, is extremely demanding of information on the target audiences and the segments within them. Such information would answer these questions:

- Which stage of the Stages of Change behaviour model is each proposed segment of the target audiences at (eg precontemplation, contemplation, preparation, action)?
- Can barriers to progress along the Stages of Change behaviour model be understood in terms of the cognitive model? - ie is it possible to understand both the perceived benefits and perceived costs (not just financial) that each segment would associate with changing their fire safety behaviour?
- How does the social/peer group influence attitudes and behaviour, positively and negatively. How can the former be reinforced and the latter countered?
- Who are current and potential “innovators and early adopters?” ie the people who, if they can make the needed change, will lead the change across the target audience?
- What interactions are there between these “early adopters” and the target audiences as a whole?
- How open could “respected leaders or other public figures” be to promoting fire safety?
- How do various segments compare on both degree of risk plus responsiveness to actions taken to improve fire safety behaviour; ie what is the “cost effectiveness” of various schemes for prioritising segments

### **Conclusion on adequacy of existing NZFS Research base for a social marketing programme**

The existing fire safety research information is sufficient for both this scoping stage of a social marketing programme and for the early stages of the programme proper – the environmental scan and the identification of the target audiences. However further research on the Target Audiences would be needed to segment these and fully understand each segment in terms of the Stages of Change behavioural model. The Bay-Waikato’s regionally-based research on Maori could serve as a model for this purpose, though some refinements would be necessary.

The National Promotion Plan resembles a social marketing planning programme in its setting of objectives for its strategic promotions and specify target audiences. A full-scale social marketing programme for fire safety would constitute a development or enhancement of the current approach, rather than be a radical new departure.

## 5.2

### RESEMBLANCE OF CURRENT NZFS FIRE SAFETY PROGRAMMES TO SOCIAL MARKETING

#### Social Marketing **compatible with Fire Safety Promotion Plan Goals**

The implications for the Fire Service of adopting an explicitly social marketing approach to fire safety depend on whether this would mean a refined approach to fulfilling current goals, or whether it would mean a radically new departure.

The adoption of a Social Marketing programme by the Fire Service would mean a shift in:

- Orientation
- Direction
- Emphasis
- Priority

of their communications, research and promotion activities.

Turning to the National Fire Safety Promotion Plan (2000), we see:

The national promotion plan was established to provide nationally-coordinated public education and promotion strategies to assist the New Zealand Fire Service achieve following outcomes by 30 June 2001:

- Reduce the number of house fires by 25 percent
- Reduce the level of preventable fire deaths by 50 percent
- Reduce the level of residential property loss by 30 percent

The “10 Year Vision” expressed in the 2000 National Fire Safety Promotion Plan is:

“That fire safe behaviour is an active part of the New Zealand Culture”

The Goals to be achieved in the pursuit of this vision are:

- Achieve a continual annual reduction in all the critical fire loss and death indicators.
- Ensure that three out of four of all New Zealanders understand how to be fire safe.
- Establish a fire prevention culture in the New Zealand Fire Service

We suggest that an explicit social marketing approach is fully compatible with this vision and these goals. These goals could either serve as the objectives for a social marketing programme, or measurable objectives (performance indicators) could be derived from them.

That is, the adoption of social marketing does not require a radical rethink of the objectives of the National Fire Safety Promotion plan.

### **Methodology**

The most critical national fire problems and related behaviour have been identified to ensure that fire safety promotions are focussed and outcome driven.

At this broad level, then, a social marketing approach would have few or no implications requiring major changes in direction. In other words, social marketing can serve as a framework for achieving present goals; it does not (necessarily) require these goals to be re-thought.

### **A new framework to replace an existing one?**

At the next level, the operational implications of a social marketing approach depend on:

- whether the methods used to achieve the Fire Safety Promotion Plan goals - the present communications, education and market research activities - are carried out within a coherent framework
- if so, whether this framework resembles social marketing.

We see little evidence that such a “framework” exists at present, but there it appears that the Fire Service is moving towards a more

coherent approach. Adoption of social marketing would simply facilitate the trend towards a more coherent, integrated approach.

A social marketing programme however, would mean a greater degree of integration or co-ordination of research effort within the Fire Service. There are at least four streams of research in the Fire Service that include social or marketing research on fire safety risk, attitudes and behaviour:

- The Contestable Research Fund research
- The annual Fire Knowledge surveys carried out for the purpose of Outcome Performance measurement, under the Fire Service Commission's annual reporting requirements;
- The research commissioned by Promotion and Safety Group at the national level; and,
- Research commissioned by the individual Fire Service regions.

From the documents available to us, there appears to be little or no co-ordination between these research streams. In general the current approach to market research, communications and education could be described as "partial-" or "quasi-" social-marketing. However, the resemblance is stronger in some regions (especially Bay Waikato) than others.

The National Fire Safety Promotion Plan goal of "continual annual reduction in all critical fire loss indicators" is challenging. This goal could mean ever-increasing resources committed to fire safety promotion. Incremental gains will be gradually demand increasing resources, as the remaining "targets" become increasing "hard". Clearly the resources used in Fire Safety promotion must be used optimally ie obtaining maximum effectiveness for the resources used. Social marketing offers a framework for efficiently and effectively achieving the objectives of the Fire Safety Promotion Plan.

**Some fire safety research and promotion programmes already resemble social marketing**

At the level of some individual programmes, the current approach is close to social marketing - Bay-Waikato's programmes to improve Fire Safety among Maori in particular. One aspect of a comprehensive social marketing programme would be to take the



examples of “best practice” in some Fire Service regions and, where appropriate, apply these in other regions.

A characteristic feature of social marketing is a high degree of targeting of the audience and segments of the audience that are particularly at risk. This is happening to a degree at present in the Fire Service. Fire Service Iwi liaison officer Piki Thomas’s work with Tipu Ora, in Bay Waikato, is a good example targeted messages communicated through community organisations. Tipu Ora’s kaitiaki have been trained by Piki Thomas to deliver fire safety messages during their home visits to improve health of children, fire safety is being treated as a part of health education. Such work is very typical of social marketing programmes.

The National Fire Safety Promotion Plan passes from the Vision and Goals to the “Foundation Strategies”. #2 of these is “New Zealand Fire Safety Promotion” which has objectives on distributing the message. An implication of social marketing for the Fire Service is that the “promotion” in the sense of dissemination of messages is an step towards achieving lasting behaviour change rather than an end in itself.

Other ways in which the Fire Service’s fire safety programmes resemble social marketing include:

- A recognition of the importance of behavioural change, with attitude change a step towards this;
- Targeting of promotions at specific audiences ie the “at – risk” groups.
- Increasing use of qualitative and research as a foundation for fire safety promotion programmes
- Recognition of the importance of behaviour change within NZFS, so that Fire Safety receives at least equal prominence with fire fighting;
- The emphasis in the Firewise programme on educating children (as “early adopters” for their families”;

### 5.3

### **CONTRASTS OF FIRE SAFETY PROMOTIONS WITH SOCIAL MARKETING**

While the vision expressed in the National Fire Safety Promotion plan entails a change in behaviour, there is an implicit assumption in the Plan that improving fire safe awareness will result in improved fire safety behaviour. In the Social Marketing view the

progression from raised awareness to changed behaviour (i.e. from the “contemplation” to the “adoption” stages of the Stages of Change behavioural model) is by no means inevitable. The “price” to be paid may form a serious barrier to adoption, even when “awareness” exists.

### **Emphasis on mass media communications**

Perhaps as a consequence of faith in the inevitable progression from raised awareness to changed behaviour, the current promotion plan involves a higher commitment of resources to mass media communications than would be likely under a social marketing programme.

There was a massive increase in spending on “Publicity and Advertising” from \$950,000 in 1999 to \$3.3 million in June Year 2000 (Source: NZFSC Annual report for Year Ended June 2000).

This continued emphasis of broadly-targeted mass media communications is not typical of a theoretically sound social marketing approach. In contrast to what would be expected in a social marketing programme more of the Fire Service’s promotions resources are committed to broadly-targeted/focus mass communications, and less to targeted, community-based promotions work.

Mass media advertising is more suited to the early stages of the behavioural change model (i.e. the process of changing attitudes more than behaviour) and creating the necessary conditions for behaviour change rather than triggering the actual adoption of the new behaviour (social product).

While there appears to be a high degree of awareness of fire risk and the means that can be used to reduce it (source: NZFS Fire knowledge Survey 2000). There is still a high rate of fire fatalities, injuries and property damage. Some reasons why this is so are:

- Some people have the right awareness/attitudes but have not yet adopted fire safe behaviour;
- They have adopted fire safe behaviour but incidents are happening anyway;
- They are still at the early pre-contemplation or contemplation stages of the behaviour change model and have not adopted fire safe behaviour

If they are at the pre-contemplation stage, the question that must be asked is why are they still there, will further mass-media communications make any difference? And if they are already “aware”, why they have not progressed to adoption, the same question arises. We would suggest the function of mass-media campaigns should continue to be used to maintain awareness. Other means are required to reach the most at-risk audiences and to change the behaviour amongst the “already aware”.

#### **5.4 NEED FOR GREATER COST-EFFECTIVENESS IN CHANGING BEHAVIOUR**

The fire service has achieved a reduction in fire fatalities but it has a goal of continually achieving further reductions. It has allocated more resources to fire safety promotions work and there is a need to use these effectively.

The activities in recent years have led to a high level of adoption of basic fire safety measures in the general population e.g. smoke alarms are now in 81% of households (Source Fire Knowledge Survey 2000). But there remains a minority of the population who have not changed their behaviour and remain at risk. Further, given that 20% of households with smoke alarms do not check their smoke alarms within six months, around 35% of all households either do not have smoke alarms or can be regarded as being inadequately (at best) protected by those they have. Much also remains to be done to encourage the adoption and practicing of household escape plans (only 23% of household have an escape plan that is actually practiced)

On the basis that the households most at risk of starting fire are least likely to take precautions in detecting and guarding against them, it is likely that most of the easy gains in fire safety improvements have been made; continuing gains (reductions in fatalities etc) will require either ever-increasing resources or a change in the orientation of activities including:

- Targeting of promotional activities to audiences/segments who have not yet adopted fire-safe behaviour
- Ensuring maintenance (and incremental improvements) of fire-safe behaviour in those households which have already adopted such behaviour

Under NFSP the Fire Service distributes fire safety messages through “commercial advertising programmes” and the

“distribution of generic fire safety information to households”. The resources committed to commercial advertising are significant for the Fire Service, but are low compared to other public safety campaigns. According to AC Nielson estimates, the LTSA spends around \$11 million on TV advertising and a further \$6 million on radio advertising. The entire Fire Service “Public Education and advice” spend is only 20% of the LTSA media spend.

Commercial advertising is expensive and all the fire safety budget could easily be consumed in Television advertising.

Already the amount spent by the Fire service on commercial advertising as a proportion of total fire safety spending is higher than is characteristic of social marketing campaigns.

A more limited but better targeted messages directed at the identified at-risk groups could have a lasting effect on fire safety behaviour. The “motivation” for this in the present NFSPP is to “build awareness”, which is much more modest goal than to change behaviour. As discussed in Section 2.5, mass media campaigns can change awareness but are less demonstrably effective at changing behaviour. Ideally research undertaken to measure the effectiveness of advertising carried out under the NFSPP should measure changes, in fire safety practices, not just changes in awareness. At the same time research could be undertaken to assess the optimal allocation of resources between mass-media campaigns and community level promotions.

### **National and Regional Partnerships**

If a social marketing programme is introduced in the Fire Service a balance will have to be struck between a centralised and regionalised programmes of research, communication, education and promotion.

There would be both a need for a central coordination of the social marketing programme and a need to retain discretion at the regional level in delivery of the programme. The Fire Service’s strongly regionalised structure should help ensure an effective social marketing partnership is realised.

## 5.5

**CONCLUSIONS**

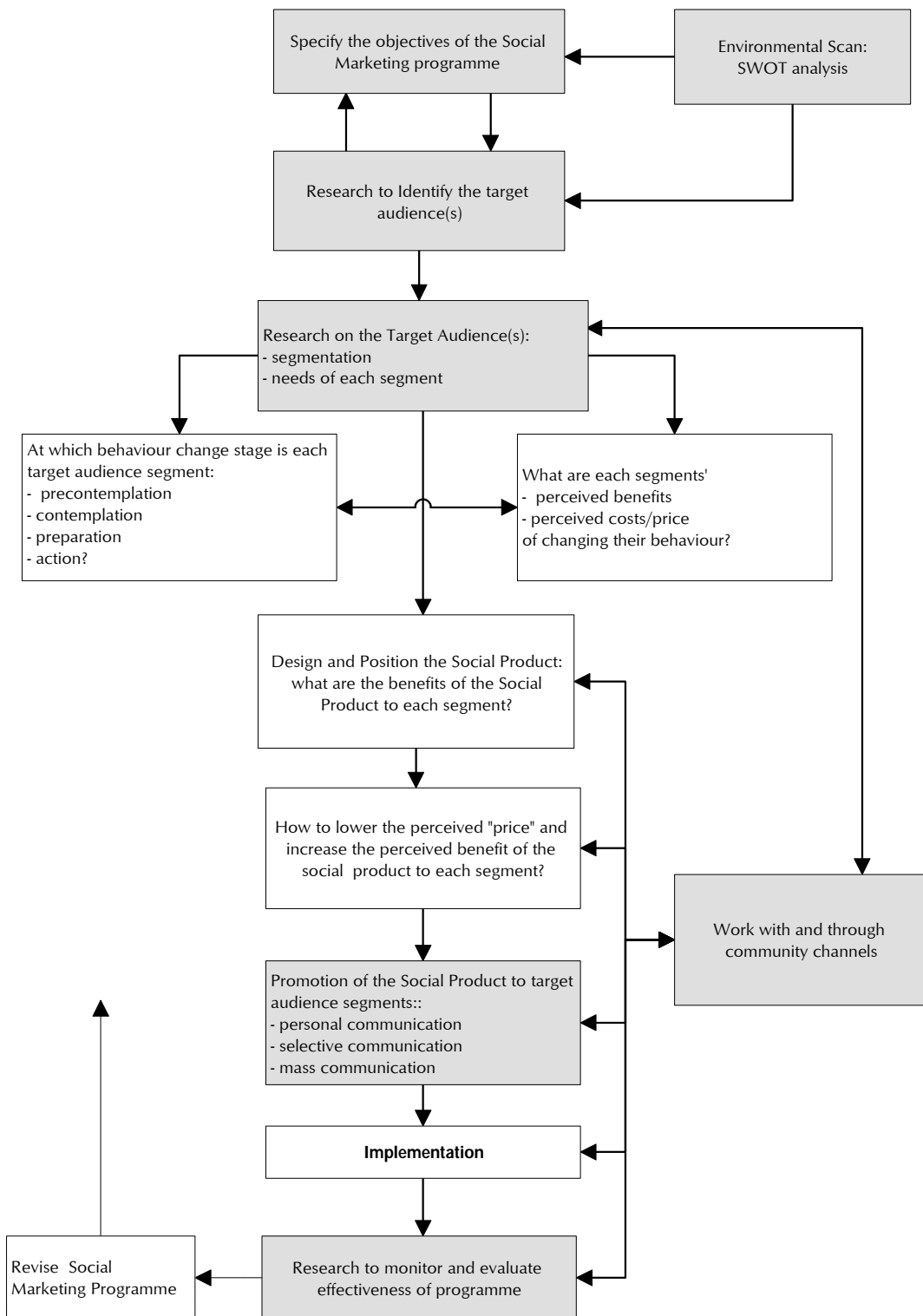
The Fire Services' research to date casts light on fire safety attitudes and behaviour, but the underlying cognitive reasons, the "why" of behaviour and attitudes remain relatively unexplored.

Compared to current practise, a social marketing approach would mean:

- More emphasis on understanding the reasons the target audiences don't change their behaviour to become more fire safe - even when awareness of fire risk is evident, eg perceived importance, costs, benefits, social influences on their behaviour;
- On the basis of this knowledge, devising means of lowering the "barriers" to improved fire safety- ie lowering perceived costs and increasing perceived benefits;
- A likely shift in resources away from using mass-media advertising towards community- level channels, and;
- Building on experience to date, a greater use of community role-models and work with other community organisations involved in health/safety promotions work.

Figure 5.1 presents the generic social marketing flowchart, (see figure 3.1). The shaded boxes indicate where we believe NZFS's current fire safety research, promotion and activities resemble or are consistent with the social marketing approach. The unshaded boxes indicate areas where the Fire Service could build on its experience and progress further towards a social marketing programme in Fire Safety. In Section 7 we outline the elements of such a social marketing programme.

**Fig 5.1 Generic Social Marketing:**  
**Hatched boxes show where current NZFS activities are consistent with social Marketing**



© McDermott Miller Limited 2001

---

## 6. ELEMENTS OF A FIRE SAFETY SOCIAL MARKETING PROGRAMME

---

### 6.1 FROM GENERIC SOCIAL MARKETING TO PRACTICAL FIRE SAFETY SOCIAL MARKETING

We now attempt to identify the elements of a social marketing programme for domestic Fire Safety. We present in **Figures 6.1 and 6.2** a **two-stage process** which elaborates the Generic social marketing planning process presented in Figure 3.1, and which we consider could be applied effectively in Fire Safety practice in New Zealand.

### 6.2 STAGE 1: RECONNAISSANCE AND IDENTIFY TARGET AUDIENCES

The initial stage of the Fire Safety Social Marketing Programme would involve five aspects or steps as follows:

#### 1. Specify the objectives of the Fire Safety Social Marketing programme

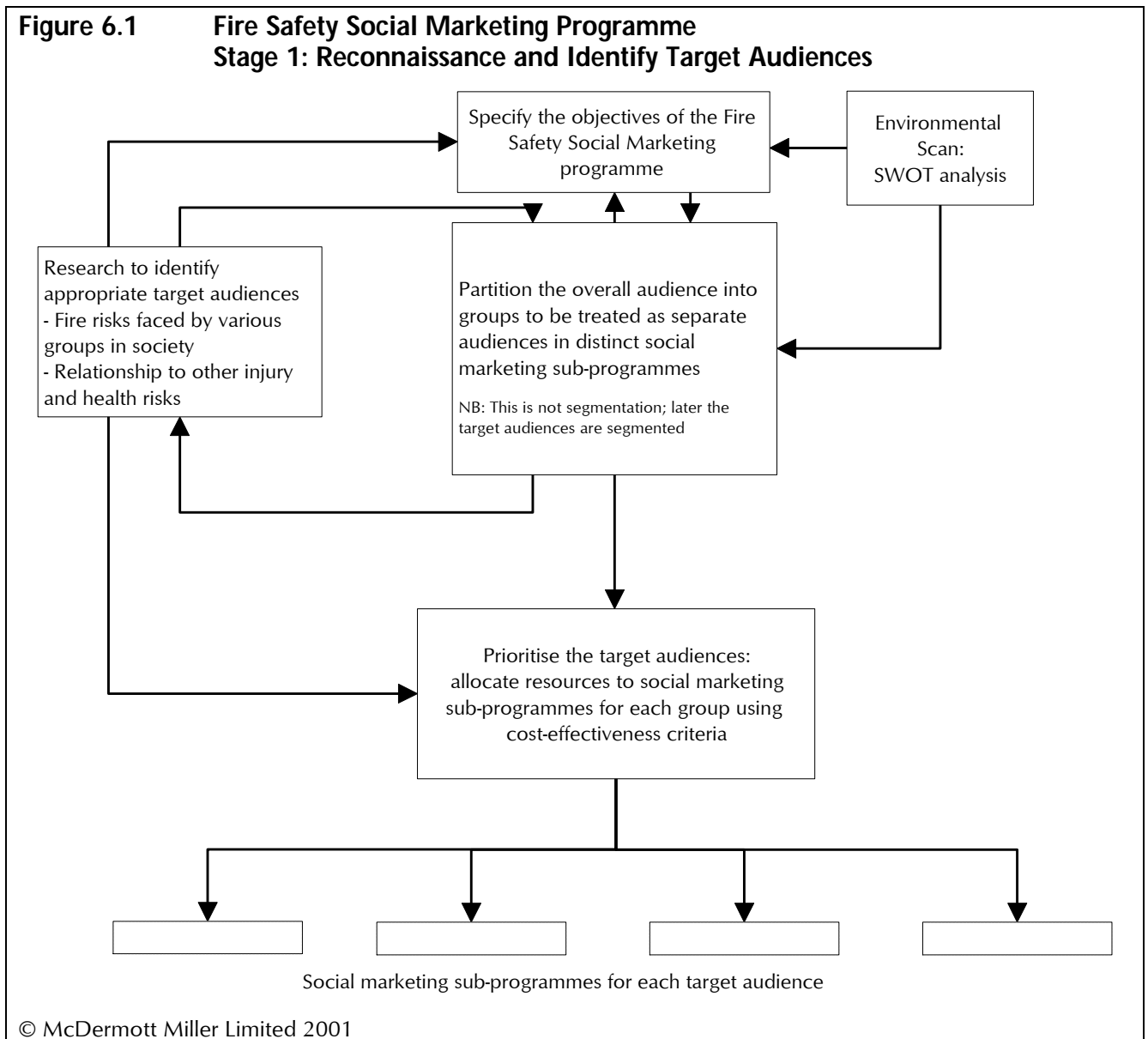
The objectives of a social marketing programme could be similar to the current National Fire Safety Promotion Plan, as discussed in Section 5.2.

However, objectives may have to be more precisely stated to be useful criteria for prioritising target audiences, as will be discussed below.

#### 2. Undertake an Environmental Scan: SWOT analysis

An environmental scan is, by convention, an early step in any marketing planning exercise. The social, economic and technical issues which impinge on fire safety currently and in the future would be identified and their importance evaluated.

This present scoping report on a social marketing plan, we suggest, could be seen as a contribution to the Environmental Scan phase of a social marketing programme.



**3. Partition the overall audience into groups to be treated as separate audiences in distinct social marketing programmes**

The breadth of the market for fire safety suggests that a two level approach to targeting groups within the market would be appropriate. The first, upper level involves specifying broad target audiences for fire safety. Each “target audience” would be



addressed through semi-distinct social marketing programmes. The second, finer level involves segmenting each target audience and fine-tuning the social marketing activity to maximise the positive behaviour change within each segment.

The Audiences are more or less fixed. Segmentation can change

The Audiences should be defined with minimum overlap. There should be identifiable “communities” for them. Of the “at-risk groups” identified in the NFSPP, there is much overlap i.e. between the “Maori” and the “Low Income” groups. What is the community of the “low income”?

The target audiences would be identified in Stage 1 of the Social Marketing programme. On the basis of available research evidence, and the identified “at-risk groups” we suggest the following seven target audiences.

- Maori
- Pacific Islander
- Migrants/Other ethnic groups
- Children
- Older Adults
- Disabled
- “Adult Middle New Zealand”

The “Adult Middle New Zealand” audience is included as it is typically at the adopter stage of the Behavioural Change Model but it not entirely so. The adopters require reinforcement messages to at least maintain current fire safe behaviour and preferably to improve them (e.g. more use and practice of fire escape plans). While this is not an “at-risk” group they should not be ignored in a social marketing programme.

#### **4. Research the target audiences - Fire risks faced by various groups in society - relationship to other injury and health risks**

The research required to define target audiences (i.e. the at risk groups) has already been undertaken in some detail. Further research is needed however to fully understand the barriers to improved fire safety behaviour among target audiences and to segment them.

The research would involve pinpointing where people are at risk, why they have not yet adopted fire safety behaviour, and if possible to indicate how this adoption could be achieved:

- Fire risks faced by various groups in society and their relationship to other injury and health risks
- Use the Deprivation Index (or perhaps a variant thereof) to identify the locations (meshblocks) where people are most at risk;
- Identify the salient attributes of each meshblock. Maybe add attributes such as ethnicity, which are not in the Deprivation Index.
- Identify the relevant “community” – e.g. Iwi, school, Church, Safer Community Council, sports club, and so on.
- Clarify current fire risk perceptions and fire safety practices

**5. Prioritise the target audiences; allocate resources to social marketing sub-programmes for each audience using cost-effectiveness criteria**

The National Fire Safety Promotion Plan does not prioritise the at-risk population groups. A social marketing approach involving sub-programmes directed at target audiences raises the question of what share of available resources should be directed at each audience. This requires explicit prioritisation of the target audiences.

There is a direct relationship between the objectives of the social marketing programme (Step 1) and this prioritisation. If a quantified objective is, say a reduction in total fire mortality of 10% in the short term then a high share of resources could be committed to a social marketing programme directed at a Maori audience. This may mean a lesser share of resources for a social marketing programme directed at an audience of disabled who, while individually facing higher risk than the population in general, may not feature highly in national-level fatalities.

In terms of resource-use efficiency, we suggest that criteria (as objective and measureable as possible) for allocating resources between programmes directed at each audience be developed early in any fire safety social marketing planning process. An ideal measure would be “lives saved per \$ invested” if such an indicator is feasible. Possibly, strategic criteria such as the Government policy formerly known as “Closing the Gaps” would also be applied.

6.3

**STAGE 2: SOCIAL MARKETING SUB-PROGRAMMES FOR EACH TARGET AUDIENCE**

The remaining steps 6 to 24 below would be carried out for each “sub-programme”, to be directed at each target audience, of the Fire Safety social marketing programme:

**6. Specify objectives for the social marketing sub-programme**

The first stage in each sub-programme would be to set more objectives for the programme, specific to the target audiences. These would, preferably, be quantitative rather than qualitative.

**7. Research the Target Audience using existing data and new studies as necessary**

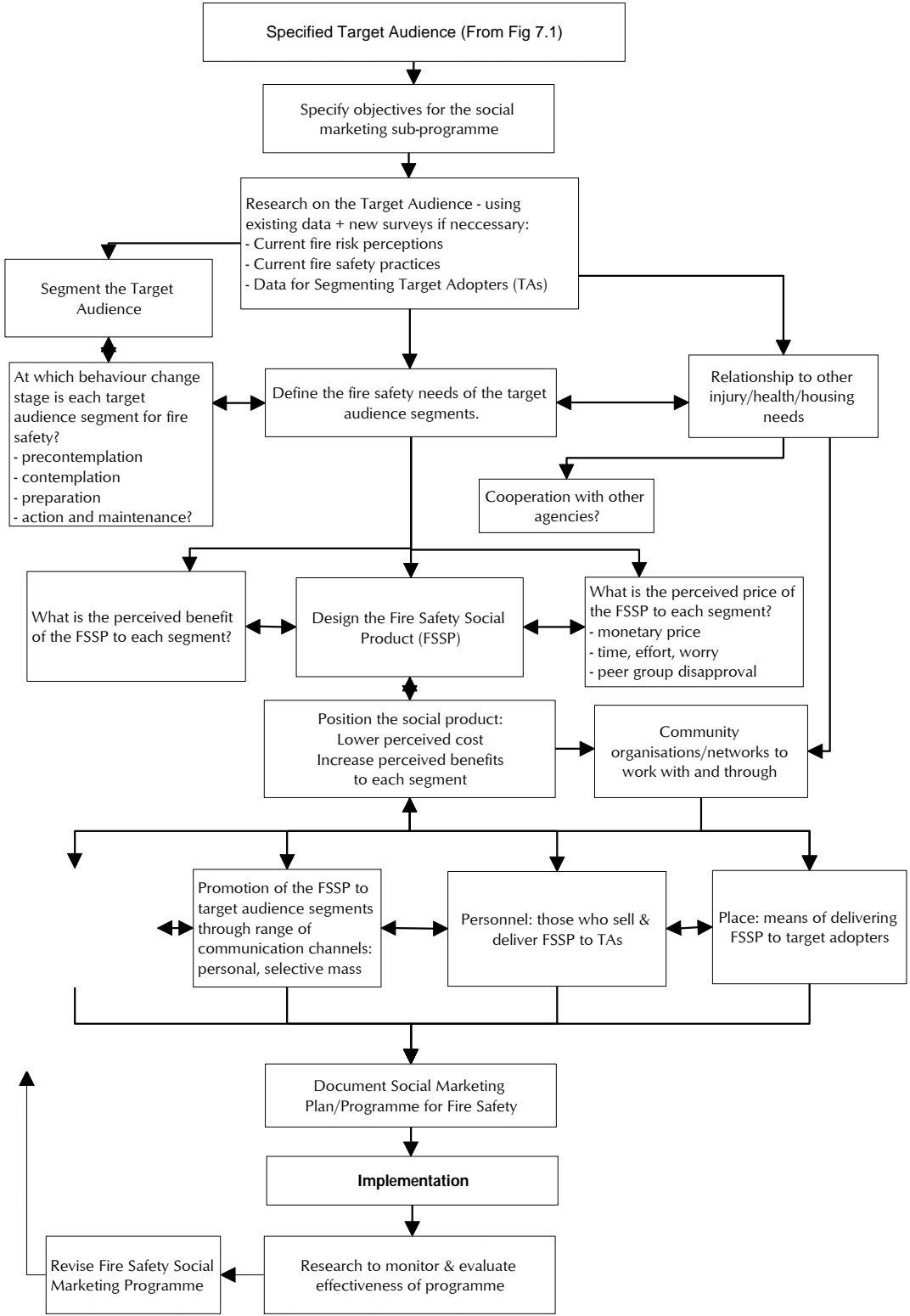
This stage would involve first collating all existing research on the Target Audience, including regional and international data. Where new or national data is needed “best practice” regional research could serve as a model for new research.

The research feeds into most of social marketing effort illustrated in Figure 6.2; but for the sake of clarity most of these inputs have been unidentified. The ways in which other steps draw on the target audience research and the need for comprehensive, well designed and delivered audience research are discussed below.

The (market) research should:

- Identify who does not have appropriate fire-safe behaviour;
- Determine why they have not adopted more fire-safe behaviour (in some depth and detail – “not got around to it” is far from sufficient as a response to a question, in-depth probing is required) i.e. to clarify exactly what the “barriers” are.
- Determine how these barriers can best be lowered i.e. by decreasing the perceived cost of the behaviour (in time, effort, peer group status etc) and preferably are the same time increasing the real and perceived benefits of the new behaviour.

**Figure 6.2 Fire Safety Social Marketing Programme  
Stage 2: Social Marketing Sub-Programmes For Each Target Audience**



© McDermott Miller Limited 2001

## 8. Segment the Target Audience

The “target audiences” in general would be too broad for efficient and effective marketing; a deeper level of segmentation would be required.

The geographic location method developed by Otago University Research Team, using the Deprivation Index and meshblock data, could be used to pinpoint meshblocks with particularly at-risk households.

Some possibilities are segmentation of audiences on the basis of:

- Geography and risk, using the Deprivation Index
- Lifestyle (PRISM)
- Size/location of community (central city, suburban, rural)
- Education, income, age or some other socio-demographic indicator or combination thereof;
- Personal history (those who have experienced injury through fire are at greater risk of a later fatal fire source: Beever personal communication.)
- Attitude (eg CM Research 2000)
- Stages of the Change behavioural model

## 9. Choose the fire safety behaviour change stage for each target audience segment (i.e. precontemplation - contemplation - preparation - action and maintenance)

Whichever segmentation scheme is chosen for the target audience, complete implementation of an Andreasen/Kotler-type social marketing programme requires an assessment of where each segment stands in the Stages of Change behavioural model. Indeed, the model could be the basis for segmentation, as suggested above. The key equation to be answered is: are members of each segment predominantly at the precontemplation stage (i.e. not consciously aware there is a risk that they should be concerned about, or give no thought to the matter); or, are they already reasonably fire safe in their attitudes and behaviour and only in need of reinforcement to maintain these attitudes and behaviors?

The position of the target audience segment on the Stages of Change model is a major influence on the social marketing sub-programme, as discussed below.

## **10. Define the fire safety needs of the target audience segments**

The fire-safety needs of the target audience segments are a function of :

- Position on the Stages of Change behaviour model; and,
- The risk they face from fire;

## **11. Relationship to other injury/health/housing needs – Cooperation with other agencies**

The work of the University of Otago (2000) has clearly established a link between social/economic deprivation and risk of death from domestic fire incidents. Clearly those most at risk from fire are also most at risk of death or injury from other sources; cigarettes, violence, road accidents, alcohol etc. The narrow focus of most welfare /emergency/health organisations means a piecemeal approach is taken to meeting the needs of those most at risk.

It would seem that the adoption of improved fire safe behaviour by the most “at-risk” groups, would be more likely if it is one element of a “portfolio” of safer and more responsible behaviour. This implies co-operation with other agencies would be desirable in fire safety social marketing.

## **12. Design the Fire Safety Social Product (FSSP)**

Each target audience would have a “social product” (or possibly products). The “Social Product” is a way of envisaging a portfolio of fire safety practices including for example:

- Ability to recognise specific fire hazards and hazardous behaviour in the home;
- Amelioration of these fire hazards and modification of the behaviour;
- Install smoke alarms;
- Check smoke alarms, replace batteries regularly;
- Draw up evacuation plan and practice it regularly;
- “Stop, drop and roll”;
- Use of 111;
- Positive feelings of doing something for the benefit of family
- Reduction of anxiety about risk of fire.

The “social product” is not a fixed design, but can be adapted to make it more acceptable to each target audience and to maximise adoption by that audience.

### **13. What is the perceived benefit of the Fire Safety Social Product to each segment?**

It is essential to the “audience centred” nature of social marketing to understand the perceived benefit of the Fire Safety Social Product to each segment of the target audience. The benefit from the Fire Service’s point of view would be clear – reduced risk of death, injury and property loss from fire. The perceived benefit for the targeted audience may be far more subjective.

For segments at the “pre-contemplation” stage the perceived benefits are minor or non-existent. If the risk of fire is ignored or seen as trivial, the benefits of increased fire safety will likewise be perceived as negligible.

Research on the target audience will have to elucidate what these perceived benefits are.

### **14. Process: Steps through which Target Audiences go to acquire FSSP**

This “process” is one of the “P”s of social marketing; clarifying or determining the steps that a target audience must go through will help clarify the “price” that must be paid in the course of adopting improved fire safe behaviour. The process may appear simple on the surface – e.g. call the Fire Service and have them install a smoke alarm – but it may be more complex and difficult for prospective adopters. For example, if one adult in a household is convinced of the virtues of an escape plan s/he must still get the willing cooperation of all members of the household – not just once but repeatedly – to design and practice the plan. This may or may not be a straightforward process.

**15. What is the perceived price of the Fire Safety Social Product to each segment - monetary price - time, effort, worry - peer group disapproval?**

Risky fire behaviour has a potential cost to the audience – in the form of death, injury and property loss. Central to the social marketing approach is the concept of “the transaction” - that a price must be paid in the process of adopting more desirable behaviour.

Establishing what these prices are would be determined by research on each segment of the target audience. They could include:

- A false but comfortable sense of complacency or security over the risk of fire that will not happen;
- A fatalistic attitude that is a useful excuse for not taking action;
- Time and effort required in learning about fire safety, in purchasing, installing and maintaining necessary equipment, in looking for hazards in the house and non-fire safety in behaviour of children and others in the household, in devising and practicing fire evacuation plans etc. None of these are “one off” activities, all must be constantly undertaken;
- The financial cost of purchasing equipment – extinguishers, alarms and maintaining or replacing dangerous appliances;
- Tension and disagreements with others in the household e.g. children and others who are asked to change their behaviour while not seeing the need to, while adults may have other priorities for the household budget;
- Greater time and effort in monitoring and supervising children;
- Possible scorn, ridicule or abuse from a peer group e.g. a young male with a hitherto cavalier attitude to fire may be disparaged by his mates on changing his behaviour – more so if he asks his mates to also be more careful.

**16. Position the Fire Safety Social Product: Lower perceived cost increases the perceived benefits to each segment**

The price of modified fire safety behaviour may be perceived as being higher than its perceived benefits. This means there is a barrier to progress along the Stages of Change behaviour model. In particular this can constitute barriers to moving from “preparation” to “adoption”. The task of product positioning is to lower the barriers by increasing the subjective value of the benefits of fire



safe behaviour while lowering the (real and perceived) costs to the consumer of the behaviour.

Product positioning would be an important focus of the research. The perceived costs and benefits to each segment need to be thoroughly understood. Means of supporting potential adopters through the process of adopting the behaviour would be researched (including leading his/her household to adopt fire safe behaviour).

**17. Place: means of delivering Fire Safety Social Product to target audiences**

Clearly making the “place” of delivery of the Fire Safety Social Product as convenient as possible to the target audience will assist in adoption. The effort required for adoption (part of the “price” paid) should be minimised. The Fire Service has already done this through the service of installing fire alarms and advising on escape plans in people’s homes. Sports clubs and marae have been used to deliver messages, and the merit of these have been explored in recent research carried out for Bay-Waikato Fire Region.

**18. Promotion of the Fire Safety Social Product to target audience segments through a range of communication channels: personal, selective mass**

“Promotion” is used here in a narrower sense than it is used in the National Fire Safety Promotion Plan where it is a broader concept which is closer to what we term “marketing”. In social marketing usage “promotion” refers to the preparation and dissemination of communications/messages through various channels; it is only one (albeit an important) part of the marketing mix.

The effectiveness of messages and channels should be thoroughly tested during the design phase and after implementation. Best practice models of this include Bay Waikato within the Fire Service, and the Health Promotion Council and LTSA. It is of course very desirable to use members of the target audience (and in particular important segments in the target audience) in qualitative pre-testing research.

The balance between resources allocated to promotion through mass media channels and through community channels needs to be optimised. Mass media are most effective at moving an

audience from the “pre-contemplation” through to the “preparation” stages. Where most of the audience has already made this shift there is a danger of dissipating resources in “preaching to the converted”. A shift of resources/effort from mass media to community channels may be desirable in order to change attitudes and increase adoption of fire safe behaviour in the more at-risk target audiences. Evaluation Research is required in this area.

### **19. Work with and through Community organisations/networks**

As previously discussed, best-practice social marketing makes extensive use of community organisations and networks. The Fire Service already does this in its promotion activities, as do the Health Sponsorship council and LTSA.

It would be desirable for fire safety social marketing programme(s) to have a vertical integrity or consistency. LTSA has a clear separation between national (“social marketing”) and community development levels of road safety promotion; such a distinction would not be beneficial to fire safety social marketing.

The range of community organisations and the nature of the co-operative work with them will partly depend on whether:

- The Fire Service continues its exclusive focus on Fire Safety more or less in isolation from other health and safety issues;

or whether it:

- recognises that it has common concerns with other organisations (national and community-based) in helping “at risk” segments and take steps to control the whole range of elevated risks (in comparison to the general population) that they face.

### **20. Personnel: those who sell and deliver Fire Safety Social Product to Target Audience**

Clearly the fire fighters and fire safety officers themselves would, as they do now, sell the “fire safety” social products to the target audiences. Members of community groups and networks would also do this.

Kotler (1989) describes how the “social products” are diffused through social groups; the first to adopt the products are termed “innovators”, who are followed by the “early adopters”. One of the key factors to support rapid “adoption” of social products is for the social marketing programme to identify and focus on these innovators and early adopters; once they have adopted the new behaviour they influence the majority of the target audience to adopt (as long as the product has the “capacity to stimulate favourable word of mouth communication”).

Here the “personnel” to sell Fire Safety social products should include “innovators” within the target audiences.

## **21. Document Social Marketing Plan/Programme for Fire Safety**

- Produce documents/records of the Fire Safety social marketing programme including its associated research.
- Identify where measurable performance indicators will show whether the objectives of the programme are being achieved.

## **22. Implementation – delivering the Fire Safety Marketing Programme**

In summary this involves:

- The setting of measureable performance objectives;
- Allocation of resources between the target audience segments;
- Allocation of resources between the various communications channels;
- Preparing briefs for advertising/communications companies;
- Developing, formalising working relationships with partner agencies and community groups;
- Management of the fire safety programme; and,
- Collecting data for monitoring and evaluation.

## **23. Research to monitor and evaluate effectiveness of programme**

Research would continue after implementation:

- To monitor where the target audiences are on the Stages of Change behaviour model.
- To measure the extent of “adoption” of fire safety social products and “maintenance” of improved behaviour i.e.. to measure and monitor “diffusion” of the social product through the target audience.
- Continue to examine the perceived costs and benefits of the Fire Safety social products to reveal whether these have been successfully influenced by the social marketing programme;
- Continuing message testing research, including qualitative pre-testing, Reach and Frequency research.

#### **24. Revise Fire Safety Social Marketing Programme**

The social marketing programme would be regularly revised, for example as:

- Research shows that some segments are progressing, some adopting improved fire safe behaviour while others perhaps are not.
- Messages become stale and ineffective for “non-adopters”.
- Segments progress along the behaviour change model and the numbers in the “maintenance” stage increase. The numbers in the “precontemplation stage” would reduce but become increasingly resistant to “adopting” fire safe behaviour.
- Objectives for the social marketing programme change; short term objectives will change resulting in shifts in resources committed to each of the target audiences.

## **6.4**

### **INTRODUCING THE PARTIAL IMPLEMENTATION OF SOCIAL MARKETING APPROACH TO THE NZ FIRE SERVICE**

Section 6.2 above set out the elements of a full scale social marketing approach which would incorporate or subsume all, or most, of the Fire Service’s domestic fire safety activities. Partial implementation also is possible but with commensurately lower potential benefits. For example, incorporation of some social marketing concepts within the existing “best practice” system of

fire safety promotion and/or communication and research activity within the Fire Service itself.

Partial implementation of this type is preferred. We would suggest the NZ Fire Service introduce the following changes, roughly in order of priority:

1. Adopt an “audience centred” approach to all promotional work and associated research; find out why some people do not behave in a fire safe way (avoid a mindset that everyone “should” be highly concerned about fire risk and act accordingly, and are seriously lax if they do not);
2. Focus all market research on **understanding** where members of “at risk groups” are on the Stages of Change behaviour model. Elucidate the barriers that inhibit progressive changes in attitude and eventual adoption of fire safe behaviour,, Just finding out that respondents have “not got around” to buying smoke alarms is insufficient;
3. Research the “barriers” to adoption of fire safe behaviour i.e. focus on (perceived) price that the “at-risk” groups (in particular) must pay to adopt fire safe behaviour and devise means of reducing this price. Consider household and social influences on members of these groups which may be inhibiting adoption of improved fire safe behaviour;
4. Focus promotion activities which encourage the audience to progress along the behaviour change model by lowering the perceived price and increasing perceived benefits of fire safe behaviour;
5. Build on the recent work of Bay-Waikato Fire Region in improving Fire Safety among Maori in that region;
6. Carry out research to examine whether a (partial) shift of resources from mass-media to community channels of communication may be more effective in obtaining lasting behaviour change in “at-risk” groups;
7. Network with other national organisations involved in health and safety work among the “at risk” groups; share knowledge and experience with them and look for opportunities for co-operative work; and,

8. In audience and media research clearly separate the issues of promotion of fire safe behaviour and the protection of the New Zealand Fire Service’s public profile.

**6.5**

**INDICATIVE COST OF A SOCIAL MARKETING PROGRAMME**

Data in the NZFSC annual report for 2000 shows that current Fire Service spending on fire safety market/social research, promotion and education is around \$4 million. This comprises “Public Education and advice” (Output 1.1) spending of \$3.5 million and “Fire Safety research and fire safety law assessment and reform” (Output 1.5 - \$550,000).

This budget is sufficient to meet the cost of introducing a social marketing programme for fire safety.

An indicative reallocation of the funds among the social marketing tasks is shown in Tables 6.1 to 6.5.

**Table 6.1: Indicative Split of Expenditure Between Stages 1 and 2**

	<b>Total</b>
Stage 1: Reconnaissance and Identify Target Audiences	500
Stage 2: Social Marketing sub-programmes for each target audience	3,500
<b>Total</b>	<b>4,000</b>

© McDermott Miller Limited 2001

**Table 6.2: Indicative Split of Stage 1 Expenditure**

<b>TASK</b>	<b>%</b>	<b>\$000s</b>
Environmental Scan	10.0%	50
Further research eg building on "Deprivation Index" analysis	60.0%	300
Finalise/prioritise target audiences	30.0%	150
<b>Total</b>	<b>100.0%</b>	<b>500</b>

© McDermott Miller Limited 2001

**Table 6.3: Indicative Split of Expenditure between Target Audiences**

<b>TARGET AUDIENCE</b>	<b>%</b>	<b>\$000s</b>
Maori	25%	875
Pacific Islander	10%	350
Migrants/Other ethnic groups	5%	175
Children	10%	350
Older Adults	5%	175
Disabled	5%	175
Adult Middle New Zealand	40%	1,400
<b>TOTAL</b>	<b>100.0%</b>	<b>3,500</b>

© McDermott Miller Limited 2001

**Table 6.4: Indicative Split of Expenditure on Each Target Audience Between Stage 2 Tasks (%)**

TASK	TARGET AUDIENCE						
	Maori	Pacific Islander	Migrants/ Other ethnic groups	Children	Older Adults	Disabled	Adult Middle New Zealand
Research Field Costs	10%	10%	20%	20%	20%	20%	5%
Research Analysis & Interpretation, segmentation	10%	10%	10%	10%	10%	10%	5%
"Social Product" Design/Positioning/Testing	20%	20%	20%	20%	20%	20%	10%
Promotion of Social Product through Communities	60%	60%	50%	50%	50%	50%	20%
Mass-media Campaign Costs	0%	0%	0%	0%	0%	0%	60%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

© McDermott Miller Limited 2001

**Table 6.5: Indicative Expenditure on Stage 2 Tasks by Target Audience (\$000s)**

TASK	TARGET AUDIENCE								Total
	Maori	Pacific Islander	Migrants/ Other ethnic groups	Children	Older Adults	Disabled	Adult Middle New Zealand		
Research Field Costs	88	35	35	70	35	35	70	<b>368</b>	
Research Analysis & Interpretation, segmentation	88	35	18	35	18	18	70	<b>280</b>	
"Social Product" Design/Positioning/Testing	175	70	35	70	35	35	140	<b>560</b>	
Promotion of Social Product through Communities	525	210	88	175	88	88	280	<b>1,453</b>	
Mass-media Campaign Costs	0	0	0	0	0	0	840	<b>840</b>	
<b>TOTAL</b>	<b>875</b>	<b>350</b>	<b>175</b>	<b>350</b>	<b>175</b>	<b>175</b>	<b>1,400</b>	<b>3,500</b>	

© McDermott Miller Limited 2001

The indicative cost analysis of tables 6.1 to 6.5 outlined above has been drawn together in an indicative projection of financial implications for the Fire Services' existing \$4million budget in Output Classes 1.1 and 1.5. This projection is summarised in Table 6.6 below which projects shifts within that budget over a four year period ending in June 2005.

**Table 6.6: Projected Financial Implications**

	2000/2001	2000/2001	2001/2002	2002/2002	2002/2003	2002/2003	2003/2004	2003/2004	2004/2005	2004/2005
	Current Est	Current Est	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected
	\$'000	%	\$'000	%	\$'000	%	\$'000	%	\$'000	%
Research/product design & testing	500	12.5	1700	42.5	500	12.5	500	12.5	500	12.5
Programme delivery										
mass media "maintenance" campaign	3000	75	840	21	1000	25	1500	37.5	2000	50
Promotion of social product	500	12.5	1460	36.5	2500	62.5	2000	50	1500	37.5
<b>TOTAL PROGRAMME EXPENDITURE</b>	<b>4000</b>	<b>100</b>	<b>4000</b>	<b>100</b>	<b>4000</b>	<b>100</b>	<b>4000</b>	<b>100</b>	<b>4000</b>	<b>100</b>

© McDermott Miller Limited 2001

The key trends projected are:

- Significant initial lift in social marketing research, product design and testing, tailing off after 12 months.
- Reduction of mass media campaign expenditure to 'maintenance' level initially. As success is achieved in moving households out of the high risk segments "maintenance" role expands and campaign expenditure for this purpose rises.
- Substantial increase in expenditure on delivering the researched social products to targeted high risk households through communities. As success is achieved in reducing the number of households in the high risk segments, this expenditure will reduce, and eventually reach a "maintenance" level for those limited number of households falling back into the high risk segments.

These trends are shown in Figure 6.1 below which is a graph of the three expenditure classifications over the projected period.

