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Advocating for road safety:

A GUIDANCE MANUAL FOR NATIONAL SOCIETIES

Together we can save millions of lives.

The Global Road Safety Partnership is hosted by:

International Federation of Red Cross and Red Crescent Societies

GLOBAL ROAD SAFETY PARTNERSHIP

Acknowledgement

Advocating for road safety: a guidance manual for National Societies is the result of lessons learned from a road safety advocacy project with seven Red Cross Red Crescent National Societies. The Global Road Safety Partnership (GRSP) is grateful for the input into this document provided by these National Societies, GRSP's country staff and the International Federation of Red Cross and Red Crescent Societies.

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1. Introduction

Strong road safety policies coupled with effective enforcement and appropriate penalties are critical to protecting road users from road crash death and injury. Many low- and middle-income countries have weaknesses or gaps in their road safety policies, legislation and enforcement, resulting in a major public health and humanitarian problem – road traffic injuries – that has enormous impact on quality of life and on daily living for many millions of families, globally.

Advocacy is a set of tools which can be used to achieve improved road safety.

Advocacy aims to inform and influence change to policies, legislation, and structures by targeting decision-makers who have the power to make the requested change. In many low- and middle-income countries where the need to strengthen road safety policies is greatest, there are very few organizations conducting sustained advocacy activities for improved road safety.

The Red Cross and Red Crescent National Societies are well positioned to access and influence decision-makers to address this huge humanitarian silent disaster. Due to their unique position with government through the role of **auxiliary to the authorities**, and their long tradition of advocating on behalf of the most vulnerable through **humanitarian diplomacy**, the Red Cross and Red Crescent National Societies can effectively contribute to a reduction in death and injury on the world's roads.

1.1. Purpose and audience

The purpose of this document is to guide Red Cross Red Crescent National Societies through the process of planning and implementing a road safety advocacy initiative. The process outlined is based on learning from a Global Road Safety Partnership (GRSP) road safety advocacy project delivered in partnership with seven Red Cross and Red Crescent National Societies in 2012 and 2013, funded by Bloomberg Philanthropies.[1]

This document:

- Outlines the role advocacy plays in improving road safety, and highlights the added value of Red Cross Red Crescent National Societies' involvement in road safety advocacy.
- Defines the steps required to design and implement an advocacy initiative around a road safety issue.
- Provides examples, resources and tools to support National Societies throughout the design process.

The intended audience is National Society staff interested in undertaking road safety advocacy work, or including an advocacy component in their existing road safety programmes. The document is also useful for National Society leaders and senior managers who intend on supporting the effort in some capacity.

This document will not recommend specific road safety issues requiring advocacy. Each National Society will need to identify their advocacy focus based on a thorough analysis of the country's road safety needs and context, the policy gaps and the relevance of the issues to the organization's strategy.

[1] The seven National Societies are: Cambodia Red Cross Society, Red Cross Society of China, Egyptian Red Crescent Society, Kenya Red Cross Society, Russian Red Cross Society, Turkish Red Crescent Society and Vietnam Red Cross Society.

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2.

Road safety background

Road traffic injuries are a humanitarian crisis. Around 1.3 million people die each year on the world's roads, and millions more are injured or permanently disabled. The majority of road traffic injuries occur in low- and middle-income countries, and studies show that road traffic injuries are borne disproportionately by the poor.[2] Current trends suggest that by 2030, road traffic deaths will become the fifth leading cause of deaths globally unless urgent action is taken.[3]

Turkish Red Crescent Society

In 2011, the United Nations (UN) launched the Decade of Action for Road Safety (2011-2020) to address the growing global road crash crisis. **The goal of the decade is to save up to five million lives, and prevent up to 50 million serious injuries.** To achieve this goal, the UN developed a global road safety plan which identifies key capacity-building and injury prevention measures in each of five categories.[4]

2.1. The role of advocacy in strengthening road safety policy

One of the key elements in the UN's global road safety plan is the need to create or strengthen road safety policy at the national or sub-national level. The 2009 Global Status Report on Road Safety points to a growing body of evidence suggesting that **"enacting and enforcing legislation on a number of risk factors for road traffic injuries and deaths is critical in influencing exposure to risk, crash occurrence, injury severity and post-crash outcome."**[5] However, according to the latest Global Status Report on Road Safety (2013), only 28% of countries surveyed have comprehensive road safety laws in place.[6]

Despite the overwhelming evidence that road traffic injuries are a serious global concern, there is a "paradoxical mismatch between the relative importance and the relative inattention" to the problem at a policy level when compared to other issues such as HIV/AIDS, malaria, and tuberculosis.[7] Several factors can explain why road safety is not higher on the policy agenda of governments:[8]

- **Culture of complacency:** traffic crashes are so frequent in the general community that the problem is perceived as banal and too familiar.
- **Conflicting economic priorities:** perceived conflict between mobility and safety. Mobility assumes priority as it is often seen as an economic driver.
- **Thread of accountability:** Responsibilities for road safety are often fragmented among many different agencies, and few countries have effective lead agencies managing and coordinating road safety.
- **Lack of advocates:** Politicians and regulators rarely encounter public campaigns, professional lobbying, or mainstream journalism from those injured in crashes because many victims are unable to advocate on their own behalf.

> **"For the individuals most directly affected, road traffic injuries are often a one-way ticket into poverty. Losses of labour caused by disability translate into lower levels of income, the erosion of savings, and reduced investment, trapping people in cycles of poverty and vulnerability. With limited coping capacity, the poorest households may have no alternative but to meet the costs of health treatment by incurring debt, cutting back on nutrition, or taking children out of school, sacrificing prospects for a better future for survival in the present."**
>
> Kevin Watkins. *The Missing Link: Road Traffic Injuries and the Millennium Development Goals.* Make Roads Safe. 2010.

- **Lack of dedicated funding:** Law makers are unwilling to strengthen laws as budget allocations are rarely enough to implement any legislative changes. Furthermore, road safety receives little attention and funding from international development donors resulting in few resources available for local organizations and governments to address the problem.

Moving road safety up a government's policy agenda is difficult and there is little motivation or political will being generated to affect required policy change.

The use of advocacy as a tool for change has the potential to increase pressure on decision-makers to address the political, structural and institutional barriers to solving the road crash crisis, and to change prevailing mindsets that prevent substantial policy change for improved road safety.

Red Cross Red Crescent National Societies are key actors with a valuable potential to access and influence policy-makers for improved road safety for all.

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[2] Kevin Watkins. *The Missing Link: Road traffic injuries and the Millennium Development Goals.* Make Roads Safe. London, 2010. www.makeroadssafe.org
[3] For more information on the global road crash crisis, refer to the World Health Organization website http://www.who.int/roadsafety/en/
[4] United Nations Road Safety Collaboration. *Global Plan for the Decade of Action for Road Safety 2011-2020.* http://www.who.int/roadsafety/decade_of_action/plan/en/index.html
[5] World Health Organization. *Global Status Report on Road Safety.* 2009. http://www.who.int/violence_injury_prevention/road_safety_status/2009/en/
[6] World Health Organization. *Global Status Report on Road Safety.* 2013. http://www.who.int/violence_injury_prevention/road_safety_status/2013/en/index.html
[7] Donald Redelmeier and Barry McLellan. *Modern Medicine Is Neglecting Road Traffic Crashes.* PLoS Medicine. June 2013. http://www.plosmedicine.org/article/info%3Adoi%2F10.1371%2Fjournal.pmed.1001463
[8] Adapted from Redelmeir and McLellan. *Modern Medicine Is Neglecting Road Traffic Crashes.* 2013.

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3.

Role

OF RED CROSS RED CRESCENT NATIONAL SOCIETIES IN IMPROVING ROAD SAFETY

In its 1998 World Disasters Report, the International Federation of Red Cross and Red Crescent Societies (IFRC) was one of the first organizations to recognize the catastrophic number of traffic deaths and injuries at the global level, and their dramatic consequences on people and livelihoods. Road safety is also recognized in **IFRC's Strategy 2020**, which puts enabling healthy and safe living as a Red Cross Red Crescent strategic aim and specifically recognizes road safety as a component of this aim.[9]

Box 1: The Road Safety Pledge introduced at the 31st International Conference states:

For the years 2012-2015, we hereby pledge to:

- Work together to reduce road crash death and injury.
- ***Initiate public dialogue and advocacy to improve road safety outcomes*** in the five pillars of the Decade of Action for Road Safety, namely, Road Safety Management, Safer Roads, Safer Vehicles, Safer Road Users, and Improved Post-Crash Care.
- Where possible, mobilize new resources and strengthen National Society capacities for implementation of evidence based multi-sector programmes and projects for reducing road crash death and serious injury.

Key global resolutions reinforce the Red Cross Red Crescent role in road safety. The United Nations General Assembly recognized the importance of this humanitarian call for improved road safety by acknowledging the National Red Cross Red Crescent Societies as key partners in the **Decade of Action for Road Safety**.[10]

In November 2011, at the 18th IFRC General Assembly and the 31st International Conference, 187 National Societies agreed on a **Framework for Action on Road Safety**, and conference participants signed official road safety pledges formally recognizing the commitment of States and National Red Cross Red Crescent Societies to contribute towards improving the road crash crisis in their country.[11]

In approving both the Framework for Action and the Road Safety Pledges, National Societies confirmed the important role they play, as auxiliaries to the public authorities, to advocate for improved road safety outcomes in the five pillars of the Decade of Action. The Global Road Safety Partnership is the IFRC's resource centre for road safety and provides support for road safety initiatives.

3.1. Relevance of Red Cross Red Crescent in road safety policy change

Red Cross Red Crescent National Societies are well placed to advocate for road safety with governments because of their auxiliary status. The auxiliary status in the humanitarian field is based on international and national law, creating a specific and distinctive partnership between a National Society and the public authorities.[12]

These laws allow National Red Cross and Red Crescent Societies to:

- Be a representative on relevant national policy and coordination bodies as collaborative partners with States.
- Enter into discussion at the highest political and operational levels in their country.
- Influence government legislation addressing humanitarian issues.
- Provide technical counsel.
- Access and be included in decision-making bodies.

While the work of National Societies implies cooperation with the authorities and a link with the state, they are also independent of government and neutral. *"It is this unique and privileged position of proximity to government, yet independent from it, that imposes on the Red Cross Red Crescent a special responsibility"* to influence decision-makers to improve the lives of vulnerable people.[13]

Advocating for road safety in the International Federation of Red Cross and Red Crescent Societies is enhanced through an approach known as **humanitarian diplomacy**.

The IFRC defines humanitarian diplomacy as: **"persuading decision-makers and opinion leaders to act, at all times, in the interests of vulnerable people, and with full respect for fundamental humanitarian principles."**[14] Guided by this definition, the Red Cross Red Crescent has a responsibility to engage, persuade and influence relevant decision-makers, using appropriate diplomatic tools and actions, to improve road safety laws and policies to protect road users.[15]

The Global Status Report 2013 makes clear that **"the pace of legislative change needs to rapidly accelerate if the number of deaths from road traffic crashes is to be substantially reduced"**. The auxiliary role and the humanitarian diplomacy approach, combined together by a National Society, bring a unique and valued element to advocacy directed at legislative change, and can augment current efforts at strengthening road safety policy for the benefit of all road users.

The following sections outline a process that National Societies can use to advocate for policy change that will improve the road safety situation.

"The auxiliary role is one of the defining characteristics that distinguish National Societies from purely government entities, NGOs and other civil society actors. Auxiliary status provides National Societies with the opportunity to establish a constructive relationship with their public authorities. Where used appropriately, this can include a stronger platform from which it can advocate for better outcomes for vulnerable people"

International Federation of the Red Cross and Red Crescent Societies. *Practicing Humanitarian Diplomacy: An Introduction.* 2012.

[9] For more information on National Societies' road safety efforts, visit http://www.ifrc.org/en/what-we-do/health/road-safety--a-major-concern/. A case study on Cambodia Red Cross' road safety project is available here

[10] Improving Global Road Safety A/RES/64/255 http://www.who.int/roadsafety/about/resolutions/download/en/index.html

[11] International Committee of the Red Cross. 31st International Conference of the Red Cross and Red Crescent Societies http://www.icrc.org/appweb/p31e.nsf/pledge.xsp?documentId=50E44CEDC1E10556C12579510050E7D3&action=openDocument. Other related materials available on the Global Road Safety Partnership website http://www.grsproadsafety.org/partners/ifrc

[12] For more information on the auxiliary status, visit IFRC's Humanitarian Diplomacy page http://www.ifrc.org/en/what-we-do/humanitarian-diplomacy/

[13] IFRC. Humanitarian Diplomacy Policy – Exploratory Memorandum. 2009. http://www.ifrc.org/what-we-do/humanitarian-diplomacy/humanitarian-diplomacy-policy/

[14] IFRC. Humanitarian Diplomacy Policy. 2009. http://www.ifrc.org/what-we-do/humanitarian-diplomacy/humanitarian-diplomacy-policy/

[15] IFRC. Humanitarian Diplomacy Policy – Exploratory Memorandum. 2009.

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4.

The road safety advocacy framework

4.1. Advocacy definition

Prior to designing a road safety advocacy initiative, it is important to have a clear, shared understanding of the term "**advocacy**." Advocacy is defined as:

"A set of targeted and appropriate actions directed at decision-makers and key influencers in support of a specific policy issue"

Advocacy efforts are directed at those who have the power to influence or make policy change for the safety and benefit of all road users. Box 2 elaborates on the core elements found in the definition.

There are a number of additional characteristics which guide advocacy actions, including:

- Advocacy is positive action offering credible change alternatives.
- Advocacy is based on evidence and starts from ground level experience.
- Advocacy is a dynamic process and requires the ability to act swiftly to changing circumstances.
- Advocacy is a long-term and continuous process rather than a one-off event.
- Advocacy relies on alliances and partnership with civil society organizations, people with influence, the public and the private sector.

Box 2: Core advocacy elements

Advocacy	
Specific Policy Issue	Advocacy includes a call to action for change on a policy issue (including adoption and implementation).
Targeted actions	Advocacy is strategic and is a planned process of targeted actions.
Decision-makers and influencers	Advocacy is always directed at people who can either make a decision or influence a decision-maker.

4.2. A focus on policy change

A measure of success in road safety advocacy is the extent to which positive policy change is achieved. The 2009 Global Status Report on Road Safety offers some examples of desired road safety policy change:[16]

- Governments need to enact appropriate laws that require all road users to be protected through enforcement of the major risk factors including non-helmet wearing, drink-driving, speeding and seat-belt and child restraint usage and post-crash care.
- Enforcement of comprehensive and clear legislation with appropriate penalties needs to be both sustained and improved. Existing road safety laws should be reviewed and amended to conform with good practice that is based on sound evidence of effectiveness.
- Governments need to enact policies that ensure the relevant road safety institutions have the necessary financial and human resources to act effectively.
- Governments should take into consideration the needs of all road users when making policy decisions, particularly the needs of vulnerable road users, when policy decisions are made about road infrastructure, land-use planning and transport services.

These recommendations cover a broad spectrum of road safety needs. Before launching a road safety advocacy initiative, a National Society will need to determine the most relevant road safety issue requiring change in their country. They can then assess how the intervention would contribute to a policy change.


Cambodia Red Cross

[16] World Health Organization. *Global Status Report on Road Safety*. 2009. http://www.who.int/violence_injury_prevention/road_safety_status/2009/en/

The benefit of defining a road safety policy focus early on enables the identification of clear, measurable objectives and appropriate strategies to bring about the desired change. For example, Box 3 highlights the linkage between three National Societies' chosen road safety focus and their specific policy change objective.

Box 3: Examples of National Society road safety policy focus and change objectives

National Society	Policy Focus	Specific Change Objective
Cambodia	Motorcycle helmets	Close a loophole in traffic legislation that does not require motorcycle passengers to wear helmets.
Turkey	Seat-belts	Strengthen regulations to require commercial drivers to wear a seat-belt.
Vietnam	Motorcycle helmet standards	Create new regulations to promote the production, distribution and use of motorcycle helmets meeting a defined 'standard'.

Section 5 will detail how a situational assessment will help a National Society determine its specific road safety policy focus.

Effective advocacy can also complement other road safety initiatives a National Society is implementing by helping to increase impact and ensure greater sustainability.[17]

4.3. Advocacy and humanitarian diplomacy

Advocacy is rooted in the same process and ambition as humanitarian diplomacy: ***the objective of accessing and persuading decision-makers and opinion leaders***, motivated by the humanitarian principle of saving lives.

The IFRC Humanitarian Guide states, "In some respects, the term 'humanitarian diplomacy' may be more appropriate for the work carried out by National Societies – it connotes engagement with decision-makers in discreet and context-sensitive ways. Whether a National Society engaged in such initiatives is more comfortable calling their work 'humanitarian diplomacy' or 'advocacy', or uses the terms interchangeably, it is their decision."[18]

Humanitarian diplomacy takes diverse forms, many of which can be effective tools for road safety advocacy. Some examples include:[19]

- **Confidential diplomacy (or quiet diplomacy):** influencing someone to alter or establish a policy, or change their mind and/or behaviour through private conversation and contact. This approach includes high-level direct representation to government ministers and senior bureaucrats and is most successful when diplomatic persuasion and activities are based on knowledge, research and experience of the National Society.


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Ray Shuey

[17] A case study on Cambodia Red Cross' road safety project provides a good example of a National Society integrating advocacy into their road safety programming. The case study is available here http://www.grsproadsafety.org/sites/grsp.drupalgardens.com/files/201302/CaseStudy_Cambodia_web.pdf.

[18] International Federation of the Red Cross and Red Crescent Societies. *Practicing Humanitarian Diplomacy: An Introduction.* 2012.

[19] IFRC. *Practicing Humanitarian Diplomacy:* An Introduction. 2012

- **Public influence:** positioning the National Society as an expert on particular topics and can be utilized to complement strong, confidential diplomacy. Examples include speaking at conferences, giving interviews to the media and publishing articles or opinion pieces.
- **Policy events:** policy events aim at educating a selected group of stakeholders and policy-makers about a given issue. They may include formal or informal seminars or workshops, symposiums or roundtables where the issue is authoritatively presented and discussed.
- **Public advocacy campaigns:** primarily used to inform, influence and educate the public in relation to a specific focus or issue concerning vulnerable people. In road safety, this strategy is most effective if used in combination with the above approaches, and if the increased awareness of the issue among the public is in turn directed to pressure or influence decision-makers to make a change.

A National Society will need to determine the most appropriate humanitarian diplomacy tools to use for road safety policy change based on the local context and the nature of their relationship with local authorities.


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5.
The Steps

Advocacy is a systematic process with clearly defined steps. The advocacy cycle (Figure 1) provides a framework for analysing why the National Society needs to engage in road safety advocacy, what specific issues will be addressed and what the advocacy efforts will try to achieve, and how.

Planning for advocacy through this step by step approach also helps the National Society identify who will need to be influenced, how they can be accessed and be convinced to make the requested changes to road safety policy.

Slovenia Red Cross Society

While an effective advocacy initiative requires careful planning, experience shows that advocacy is very rarely an ordered, linear process. [20] These steps may not always occur in exactly the same order. Similarly, the time and effort required to address each element may vary considerably depending on the capacity of the National Society, the environmental context and the level of complexity of the issue. Each step is an integral piece of the advocacy effort, so it is important to consider and plan for each.

The following sections will provide detailed guidance on each step of the advocacy cycle.

Figure 1: The advocacy cycle

[20] International Save the Children Alliance. *Advocacy Matters: Helping Children Change Their World, Participants Manual.* 2007.

STEP 1:
Conduct a situational assessment to choose the focus for advocacy

The first step in a road safety advocacy initiative is to identify an advocacy issue or priority. A focus for thinking about the advocacy issue is **when the content or implementation of a policy, or the way in which policy decisions are made, could be changed to help make a positive impact on road safety.** [21]

A National Society can identify an appropriate road safety issue by performing **a situational assessment**. Table 1 highlights what is involved in this analysis.

Table 1: Components of a situational assessment

Components of a situational assessment	Possible questions to support analysis
Review country's road safety status	• What are the key road safety issues, problems and trends – at national level and sub-national level? What does the data show? • What are the overall challenges and constraints to improving road safety? • Is progress being made in some areas of road safety?
Review the existing road safety policies and identify any gaps in the policy framework	• What road safety policies, laws, regulations exist, don't exist or are in a draft stage? Are they still relevant or outdated? • What are the gaps in existing policies that create vulnerability for road users?
Analyze how key institutions work and how decisions are made	• How are road safety issues identified for policy action? How are policies formulated and implemented? • What are the roles, relationships and balance of power among institutions involved in the policy process? • What political developments should be considered that help or hinder the road safety policy process (e.g. elections)?
Identify the key actors in the process	• What institutions and individuals are involved? • Where are the key decisions made and who controls the decisions? • Who supports, opposes, or is neutral on, the advocacy issue?
Assess the level of profile the issue has with key actors (government, media, civil society)	• Are the issues widely discussed by the public? • Are the issues on the government's policy agenda? • What is the level of public support for the issue? • Is there demand being generated from civil society or the public for road safety?
Review results of assessments (e.g. Vulnerability and Capacity Assessments) already carried out by National Societies	• Are communities where the National Society operates identifying specific road safety concerns? • Is the National Society addressing road safety in some capacity?

The situational assessment also acts as a baseline for the project, useful as a point of reference prior to the launch of the advocacy initiative, against which progress can later be measured and compared.

[21] Adapted from International Save the Children Alliance. *Advocacy Matters: Helping Children Change Their World, Participants Manual.* 2007.

Situational assessment tools

To answer the questions in Table 1, a number of tools and resources are recommended to enable a National Society to perform a situational assessment. These include:

- **Road Safety Status Reports and research:** Reviewing the WHO's Road Safety Status Reports (2009 &2013), the World Report on Road Traffic Injury and the Good Practice Manuals is a useful entry point into the global road safety situation and relevant policy issues.[22] A review of the status of road safety for a country should be obtained from those responsible for this area (e.g. Ministries of Transport, Interior or Health, Road Safety Councils, World Health Organization country offices). Research on road safety may be available from academic or research institutions, think-tanks, or non-governmental organizations.
- **Dialogue with government, policy-makers and road safety experts:** conducting formal or informal dialogue with policy-makers, government officials and people working on the front line, including police officers, paramedics and hospital staff helps a National Society better understand the issues, processes and institutions involved in road safety policy making. Road safety experts from government, academia and civil society are also valuable sources of information.
- **Legislative reviews:** the WHO has produced a road safety legislative manual which provides guidance to organizations interested in performing their own basic review of relevant legislation.[23] The manual can help a National Society develop a general understanding of the framework of legislation and relevant processes and provides a basic step-wise approach to assessing current national legislation, identifying barriers to implementation, and providing guidance and recommendations to improve legislation. This information may be available if a government or parliament established a body to review traffic laws. A review may be performed by a legal expert if resources are available.
- **Policy analysis:** this analysis outlines the policy process and identifies the key government actors that are involved in, or influence, the formation and implementation of road safety policy decisions and legislation. In addition, the policy analysis should provide an assessment of the positions of the various stakeholders in relation to the proposed advocacy issue (sample questions to support the analysis and a sample policy process diagram are available in Annex 1).
- **Stakeholder maps:** this mapping provides information on the key non-governmental organizations, media, academic institutions and others that are involved in the advocacy issue, have access or influence with government officials. This analysis should also assess the potential and risks for strategic partnerships or coalition-building with the National Society.
- **Red Cross Red Crescent tools:** IFRC's Vulnerability and Capacity Assessments (VCAs) may provide information on the type of road safety risks faced by communities. This information at the local level can provide a valuable indication of national and sub-national vulnerabilities and capacities.[24] Identifying whether the National Society and its government signed the road safety pledge introduced at the 31st International Conference is an important indicator of commitment to improve road safety.[25]

Table 2 provides a summary of the tools and type of information they capture:

Table 2: Situational assessment tools

	Road Safety Status	Dialogue with key actors	Legislative reviews	Policy analysis	Stakeholder maps	Red Cross Red Crescent tools
Key road safety issues	●	●				●
Existing road safety policies	●	●	●			
Gaps in the policy framework		●	●	●		
Policy environment and process		●	●	●		
Key institutions and how decisions are made		●	●	●		
Key actors in process		●	●	●	●	
Profile issue has with key actors		●	●	●	●	●
Road safety concerns with communities					●	●

[22] The majority of these resources can be found at the United Nations Road Safety Collaboration website: http://www.who.int/roadsafety/en/
[23] World Health Organization. Strengthening Road Safety Legislation: A Practice and resource manual for countries. Geneva, 2013. http://apps.who.int/iris/bitstream/10665/85396/1/9789241505109_eng.pdf
[24] Additional information and resources on Vulnerability and Capacity Assessments is available at http://www.ifrc.org/en/what-we-do/disaster-management/preparing-for-disaster/disaster-preparedness-tools/disaster-preparedness-tools/
[25] 31st International Conference of the Red Cross and Red Crescent Societies http://www.icrc.org/appweb/p31e.nsf/pledge.xsp?documentId=50E44CEDC1E10556C12579510050E7D3&action=openDocument

Choosing an issue

Once the information is gathered, it is likely that many road safety issues will emerge and benefit from advocacy. Table 3 proposes several criteria to help a National Society determine whether they should engage in advocacy, and how to select one advocacy issue over another.[26]

Table 3: Questions to consider when selecting an advocacy issue

Will advocacy uphold or call into question the Fundamental Principles of the Movement?	• Are there humanitarian consequences for staying silent? • Will advocacy harm the National Society's reputation as a neutral, impartial and independent actor? • Will advocacy pose risks to service delivery and operations, relations with government in relation to the National Society's auxiliary role?
Is the issue relevant to the National Society's priorities and programme work?	• Is road safety included in the organizational strategy or plan? • Is the National Society implementing road safety-related projects such as a helmet wearing intervention for youth or community-based first aid?
Will the National Society take ownership of the advocacy role?	• Can the project identify a National Society spokesperson for the issue? • Is the National Society competent and willing to address the issue? • What support is available from other departments? • What is the National Society's added value to addressing the issue?
Will advocacy be strategic and effective in bringing about a policy change?	• Is there adequate evidence of the problem available and does the situational assessment yield useful information? • Can the National Society formulate a clear position and offer credible and positive alternatives? • Is the National Society able to access and engage key targets? • Is there potential for strategic partnerships? • Is there a chance of policy success (i.e. achieve change)? • Will there be positive impact on road users and beneficiaries? • Is there adequate funding and are resources available?

Conducting a complete situational assessment utilizing all the tools takes up resources and time. The National Society can start a campaign before an assessment is complete and all information is captured. For example, a policy analysis and a stakeholder mapping may only be possible once the National Society begins to engage with the key decision-makers and other actors. However, a situational assessment should be performed early on because even basic information will help the National Society determine how, when and where to act.

A National Society does not need to perform all assessments themselves. Other road safety actors may have certain information available, particularly legislative and policy analyses if they are engaging in road safety advocacy. The issue of developing networks that can address gaps and add value to the advocacy project will be explored in Section 5 on Building Partnerships.

Note: The IFRC's Project/Programme Guidance Manual offers additional tools including SWOT Analysis and a Problem Analysis to further support a situational assessment.[27]


Indonesian Red Cross Society

[26] Adapted from Annex 2 (pp. 38) of IFRC's *Practicing Humanitarian Diplomacy: An Introduction.* 2012.
[27] Additional tools to support the situational analysis step can be found in the IFRC's Project/Programme Guidance Manual, 2010. Refer particularly to Part 3 – Analysis Stage, page 15-23 (e.g. SWOT analysis, Problem Analysis).

A target policy issue needs to be focused on a clear policy solution and based on policy analysis

Case Study: Vietnam Red Cross – selecting a road safety advocacy issue

When the Vietnam Red Cross launched their advocacy initiative, a need for stronger regulations around both drink-driving and helmet wearing were required. The National Society was new to both issues, and also recognized that it could not address both policy issues. They conducted a situational assessment to determine their focus using a variety of tools:

1) **Meeting with road safety government agencies and experts** to gain a deeper knowledge of both helmet wearing and drink-driving issues in Vietnam, to better understand the current status of the regulations on each issue and where the policy gaps were, and what could feasibly be achieved in the project timeframe (2 years) and where the National Society could add value.

2) **Conducting a policy analysis** to outline the regulatory process for both issues, the key decision-makers involved, and if the National Society had access to them.

3) **Conducting a simple stakeholder mapping** to identify and assess what other organizations were involved in the issues to avoid potential duplication of efforts, and to determine if there was potential for partnerships.

4) **Assessing relevance to existing National Society programming** to explore how each road safety issue would improve the lives of beneficiaries, and in turn how the field experience could be integrated into the advocacy initiative. This step was particularly relevant since Vietnam Red Cross had a network of first aid posts along national highways, and volunteers and staff witnessed firsthand the impact of road crashes on road users.

The intial situational assessment period lasted one month. The Vietnam Red Cross ultimately decided to address the issue of motorcycle helmet standards for five reasons:

1) A circular regulating sub-standard helmets was in the draft stage but required a push to get it approved. Vietnam Red Cross determined they could immediately contribute to ongoing efforts to convince decision-makers to bring the draft to the approval stage.

2) This objective could be achieved within the project timeframe (It should be noted that advocacy initiatives should not be dictated by artificial deadlines).

3) Vietnam Red Cross could formulate a clear position based on available evidence to compel decision-makers to act.

4) The government recently passed strong drink-driving regulations and experts assessed them as comprehensive. Policy advocacy on this issue was not required at this stage.

5) Head injuries were a significant problem witnessed at the first aid posts, and a recognized humanitarian concern. Improving helmet standards would protect motorcyclists and was consistent with the National Society strategy.

STEP 2: Set objectives

Once the National Society has identified the priority road safety issue through the situational assessment, the next step in the advocacy process is the development of clear goals and objectives.

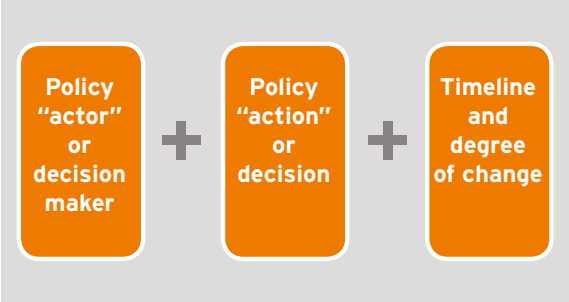
GRSP defines an advocacy goal and objective as:

> **An Advocacy goal** is the long-term result of the advocacy effort. It is the vision for change. In road safety, the goal is usually the reduction of road crash death and injury, or improvements in road safety outcomes (e.g. increased helmet wearing rates, reduction of drink-driving, improved pedestrian safety).
>
> **Advocacy objective** is the specific change that the initiative can bring about that contributes to reaching the overall goal. Some examples are provided in Box 5.

The objective should be SMART (specific, measurable, attainable, relevant, and time bound). A strong advocacy objective is unique because it also needs to incorporate the following elements:

- **Policy "action" or decision** – the action required to achieve the change objective.
- **Policy "actor" or decision-maker** – the individual or group with the power to convert the advocacy objective into action.
- **Timeline and degree of change** – when the objective will be achieved. Advocacy objectives are change-oriented by defining or quantifying the degree of desired change.

Box 4: Elements of an advocacy objective



The situational assessment will provide the National Society with enough information to develop objectives that incorporate the above elements. Taking care to include these elements will ensure the project is focused and allow a National Society to measure progress towards good outcomes.

Box 5: National Society road safety advocacy project objectives

Objective	Policy "action" or decision	Policy "actor" or decision-maker	Timeline and degree of change
To persuade the Parliamentary Committee to insert a new seat-belt wearing article for commercial drivers in the revised Traffic Law by June 2014.	Insert a new seat-belt wearing article for commercial drivers.	The Parliamentary Committee	June 2014: *new* article in traffic law (existing one does not have this article).
To advocate for the draft joint-ministerial circular on motorcycle helmet standards to be approved by the four relevant ministries (Science and Technology, Trade and Industry, Transport, Public Security) by December 2013.	Approve the draft joint-ministerial circular on motorcycle helmet standards.	Four ministries (Science and Technology, Trade and Industry, Transport, Public Security)	December 2013: *approve* the existing draft.
To advocate for comprehensive changes to rule 22.9 (child restraint regulations) of the Russian Traffic Rules by the Cabinet of Ministers by the end of 2013.	Changes to rule 22.9 (focused on child restraints) of the Russian Traffic Rules.	Cabinet of Ministers	End of 2013: *Comprehensive changes* to Rule 22.9.

The IFRC's *Project/Programme Guidance Manual* recommends using a Logical Framework Matrix (Logframe) at this stage of the design process. A logical framework summarizes the key aspects of the project/programme and sets out a logical sequence of cause-effect relationships based on the results chain/objective hierarchy.[28]

While the advocacy framework detailed in this document fulfils the same purpose and is based on typical advocacy programme planning, a National Society may be required to input advocacy planning information into a Logframe.

To support a National Society develop a Logframe around a road safety advocacy initiative, refer to the IFRC's *Project/Programme Guidance Manual.* Note that the term "*objective*" in this document is referred to as "*outcome*" in the *Guidance Manual.*

[28] Instruction on developing a Logical framework matrix are in Chapter Five (pp.27) of the IFRC's Project/Programme Guidance Manual, 2010.

Objectives can be revised as more information is gathered during implementation and monitoring

STEP 3: Identify the key target audience

Identifying, understanding and engaging with the specific people that have the power to approve or influence a change in the road safety situation is fundamental to achieving the identified objective.

A National Society will have captured some of this information in the situational assessment, but a more thorough analysis may be required. An in-depth mapping of the target audience helps to:

- Identify and build relationships with the key individuals, groups, or agencies.
- Identify their role in the policy making process, or how they influence the process.
- Identify their position (support/oppose/neutral) on the chosen advocacy issue.
- Identify how the National Society can access them.
- Identify potential champions for the road safety cause.
- Develop persuasive messages and channels of communication tailored to the target audience.

The target audience varies in every setting and for every issue. Table 4 lists typical targets in a road safety advocacy initiative.

Table 4: Road safety advocacy targets

Decision/ policy-makers	The people in government who are directly responsible for writing / approving / implementing laws and regulations.	Political leaders, lawmakers, executive branch of government, technical line ministries, local government leaders.
Key influencers	The people in the decision-makers' "inner circle" who have direct influence over the decision-maker.	Decision-maker's aids or advisors, or an advisor to a commission or committee.
Opinion leaders	Public figures that strongly influence public opinion.	Academics, health professionals, former politicians, religious leaders and the media.
Stakeholders	Individuals or groups outside of government with an interest in the issue and who may influence the decision-making process.	Non-governmental organizations, associations, civil society organizations, segments of the public.
Red Cross Red Crescent leadership	Individuals within the National Society who would be able to influence decision-makers by leveraging the auxiliary status, and whose support of the project (e.g. as a spokesperson) would bring profile to the road safety issue.	Presidents, Vice-president, board, secretary-general, deputies, senior management.

A solid analysis will be grounded in an understanding of different power dynamics in a society, recognizing that some groups may be invested in helping, or in some cases blocking, progress on the identified issues. Individuals, groups and levels of government should be analyzed to assess the degree of power and influence they have over the particular issue.[29]

Once this analysis is complete, prioritize the audience based on their ability to influence the required policy change. Focus efforts on reaching those key targets with the most influence over the issue.

The analysis should also take into account the opportunities afforded by the auxiliary status to reach and interact with decision-makers. This information also helps a National Society determine what specific humanitarian angle will influence these target audiences to change or increase their support for the road safety issue.

A target audience (decision-makers and influentials) mapping tool is available in Annex 2 to support this analysis.

[29] IFRC. *Practicing Humanitarian Diplomacy: An Introduction. Humanitarian Diplomacy Guidance.* 2012.

Case Study: Cambodia Red Cross - Understanding the legislative process and identifying key decision-makers

In Cambodia, the traffic law does not cover the use of helmets for motorcycle passengers resulting in low helmet-wearing rates and significantly increasing the risk of head injury for passengers in case of a crash.

Based on their situational assessment, the Cambodia Red Cross decided to focus on closing this loophole as the objective of their road safety advocacy. To achieve this aim, the Cambodia Red Cross first needed to understand the legislative process required to amend the Traffic Law. They produced a flow chart which highlighted each step of the law amendment process, and the agencies and the key individuals involved – at both the review and approval stages. CRC was able to gather this information primarily through discussions with key road safety officials and experts.

Once the CRC identified the key individuals in each agency, they sought to determine their roles within the process, and which individuals carried the greatest influence at that particular stage of the process. For example, the review of the amendment could only be launched once the National Road Safety Committee established a Working Group. The CRC identified not only the NRSC Chairperson as the key decision-maker to create the Working Group, but also learned that the Deputy Head of the NRSC Secretariat was a key influencer over the NRSC Chairperson. CRC ensured that both these individuals were targeted to convince them to establish the Working Group.

Identifying key agencies and individuals also resulted in the opportunity to leverage the auxiliary status to gain access to the review process. For example, an important step in the process was the review of the amended traffic law by the Council of Jurists. CRC realized that they needed to influence these reviewers to ensure that the clause covering helmets for passengers would be inserted. By identifying the role of this body, and its Chairperson, the CRC was able to push for a "seat at the table" directly with this individual through quiet diplomacy meetings and request letters from the Secretary-General. The Chairperson accepted the request because of the auxiliary role the CRC played with the government on other humanitarian issues.

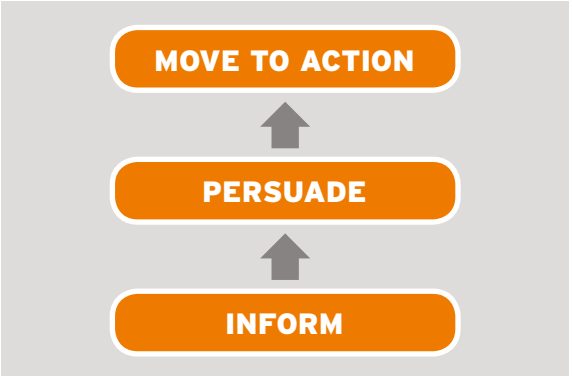
The CRC advocacy team realized during the mapping of the legislative process that they would need to reach out to legislators to secure the approval of the amended law. In order to effectively persuade these individuals of the importance of closing the loopholes, the team recruited the CRC's Secretary-General as the spokeperson for this stage in the advocacy campaign. Identifying these individuals and the role they play within the process, and understanding who would motivate these legislators to act, enabled the CRC to select the appropriate person to communicate the advocacy message.

STEP 4: Develop advocacy messages and identify channels of communication

At this stage the National Society will have a clear idea of the road safety issues and the policy environment, what specific changes need to take place, and who is able to bring about those changes. The National Society will also have gathered the evidence required to build a convincing case for change.

The next step is to develop the **core messages** around the road safety advocacy issue.

Core advocacy messages seek to **inform, persuade, and move people to take action**. These messages need to be clear, consistent and compelling, underpinned with solid evidence, and describe the action the National Society wants people to take.



Core message content includes:

- The analysis of the problem
- The problem's cause
- Who is responsible for solving the problem
- Why change is important
- The proposed solution
- The action the National Society wants others to take

The core messages need to also highlight the relationship of the issue to the National Society's work. Messages should preferably be developed with the National Society's communication staff and any others who are working in relation to the issue.[30]

Framing the core messages

The core messages will guide the development of more specific, tailored messages, which will be directed at different audiences. For example, a policy maker will require a different message than a member of a non-governmental organization. **Therefore, it is important to know the audience – what they know or don't know about the advocacy issue, what they believe about the issue, what they care about, and what message will convince them to act.**

Box 6 provides examples of how understanding the audience influences message development.

Box 6: Framing the advocacy message: understanding the target audience

Issue	Audience	What they know about the advocacy issue?	What they believe about the issue?	What they care about?	How to convince them to act?
Seat-belt wearing for passengers	Parliamentarian responsible for approval of new seat-belt wearing law for passengers	Not aware of the high injury statistics in their country related to passengers not wearing seat-belts during a crash	Reluctant to support law because convinced that enforcement will be difficult	Passionate about increasing resources to improve health care services in their jurisdiction	Highlight research showing burden on the health care system (# of beds, # of doctors' hours taken up by victims, costs to the system)
Strengthen laws on child motorcycle helmet-wearing	Non-governmental organization to join a potential coalition	Aware of the prevalence of children riding motorcycles without helmets	Strongly believes that children must wear helmets but worries about cost and access for low-income groups	Child rights	Linking child road safety issues with the Convention of the Rights of the Child (the right of all children to live in safety)
Lowering speed limits in school zones	Journalist for prominent national newspaper	Is up to date on the debates surrounding the issue	Doesn't believe this issue is an important policy agenda item compared to other issues	Highlighting social issues that are not well recognized by the public	Testimonials from parents, teachers and students on risks they face on the roads outside schools
Introducing Good Samaritan Laws	President of National Society who will play a role as spokesperson	Nothing	No position	Passionate about increasing first aid or first responder skills among population	Demonstrate importance trained first aid/ responder providers can play in an effective Good Samaritan Law

[30] IFRC and National Society communications staff are useful resources to test the advocacy messages.

Content is only one part of framing an effective message. Other factors such as who delivers the message, where the dissemination of the message takes place or the timing of the message can be as, or more important, than the content alone. Box 7 offers some pointers for National Societies to consider.

Tools to further support the development and delivery of core messages are available in Annex 3.

Box 7: Consider these four elements when tailoring the core messages:

1) **WHY**: the message needs to be said.

2) **WHAT** you say: ideas and arguments.

3) **HOW** you say it: language, style, format.

4) **WHO** says it: the messenger.

5) **WHEN, WHERE, HOW**: the message is delivered.

Using media and developing supporting materials [31]

Engaging with media is necessary and important to convey messages to decision-makers and the public and to advance the policy advocacy objective. Media can not only play a pivotal role in increasing awareness and changing behaviours, but importantly for advocacy it can **help to shift public reaction and shape policy around road safety or a specific issue.** Increasing the media's interest in the impact of the road crash crisis is an important advocacy strategy.

Reasons to engage with media include:

- Educate many people at once about the problem and the policy solution
- Provide legitimacy, credibility and visibility
- Reach opinion leaders
- Set the agenda and shape the debate
- Dramatize harms and dangers of inaction
- Create outrage about the problem
- Convert outrage to action
- Change the social norm

A National Society can use different types of media to convey the advocacy messages. Table 5 defines three different types of media and identifies the ways each generates attention.

Table 5: Types of media

Type	Definition	Tactics to generate attention
Earned media	Involves enticing a journalist from a traditional media outlet to cover a newsworthy event related to an advocate's issue. Also requires editors and programme directors to be convinced of the need to highlight the issue. Earned media is free of charge.	• Press conferences • Newsworthy public events such as rallies, exhibits, etc. • Press releases • Letters to the editor • Feature articles • Interviews • Petition
Paid media	Paid media involves purchasing space in a print/online news outlet or air time on radio/television deliver messages to your target audience.	• Newspaper/television/radio advertisements • Billboards • Display ads
Owned media	Content that an organization creates on channels that you control (or mostly control).	• Website • Blog • Twitter account • Facebook page

When using media as an advocacy strategy, remember that advocacy aims to promote policy change and the National Society should make sure the media stories they generate shape the debate in a way that supports the identified road safety policy goal. To convince the media to cover the advocacy issue, ensure that a story is newsworthy or has an interesting angle.

Annex 4 has tips to make the road safety advocacy issue attractive to the media.

Developing supporting materials for both media events and engagement with the target audience is important and will help to explain the National Society's advocacy objectives and call to action. Ensure the core messages are consistent in all materials.

Useful supporting materials may include:

- Position papers [32]
- Fact sheets
- Policy briefs
- Call to action
- Case studies
- Testimonials

Make sure that all materials left behind include contact information and a short description of National Society's work in the humanitarian field.

A clear message uses accessible language and suggests an action step for the target audience

[31] This section is adapted from Tobacco-Free Kids *Advocacy Manual*, 2012

[32] An example is IFRC's position paper on *First Aid and Driving Licences in Europe*, 2010.

STEP 5: Select road safety advocacy strategies and activities

Now that the target audience and the core messages are identified, the National Society can begin to select appropriate strategies and specific activities.

An **advocacy strategy** is an encompassing set of activities, approaches and messages by which the planner seeks to achieve the advocacy objective. Different strategies can be chosen to best suit the policy issue and context, and to influence the key target audience.

An **advocacy activity** is the specific, targeted and planned action undertaken to carry out the chosen strategy.

An advocacy initiative can have a number of advocacy strategies and activities. Table 6 provides a suggested menu of road safety advocacy strategies and activities.

Table 6: Menu of road safety advocacy strategies and activities

Advocacy strategies	Potential activities
Identify internal National Society spokespeople as main persuaders/ advocates	• Identify and coach spokespeople on the key messages • Involve spokespeople in relevant advocacy activities as listed below
Share arguments and evidence with decision-makers and key influencers	• Conduct quiet (strong, confidential) diplomacy meetings • Conduct workshops, conferences, seminars, policy events, roundtable discussion, field visits targeting/involving decision-makers • Organize breakfast meetings, dinner meetings • Make formal policy submissions to council or relevant body • Develop and present communication materials on advocacy issue (fact sheets, media kits, policy briefs, pictures, personal testimonies, apparel and/or video) • Connect beneficiaries to decision-makers
Attract interest of high profile person or organization	• Identify appropriate potential person or organization • Organize a presentation or meeting between decision-makers and high profile person • Prepare a media strategy to use high profile person (media kits, key messages, photographs, press conference)
Build/ or work with a network or coalition	• Conduct regular meetings • Co-organize advocacy event (press conference, roundtable) • Co-organize meetings with decision-makers • Co-submit policy recommendations/position papers on advocacy issue
Engage the media to advance a social or public policy goal	• Disseminate key messages about advocacy issues with roles and responsibilities for the media to hold duty bearers accountable • Build media's capacity to revisit key Government officials' statements on issues to follow up for any action based on the statement made • Generate earned media (opinion editorials / press releases / interviews / feature articles / petitions / press conferences) • Utilize online and social media for creating debate, raising awareness and engaging different audiences
Seek involvement in relevant legislative or policy making bodies	• Attend relevant policy making meetings • Develop and submit responses to legislative or policy development
Conduct and present research	• Conduct policy and stakeholder analysis • Organize quantitative or qualitative research on advocacy issue • Present research at appropriate events with relevant target audience
Internal advocacy	• Secure leadership support for advocacy issue • Develop communication materials for distribution inside National Society (fact sheets, apparel, policy briefs, pictures, personal testimonies, or video) • Promote National Society as a role model for road safety

National Societies are encouraged to select strategies and activities that leverage the special access to decision-makers and incorporate principles of humanitarian diplomacy.

For example, Box 8 highlights three humanitarian diplomacy approaches which were found to be effective in advancing road safety policy objectives in the ongoing road safety advocacy project. [33]

Box 8: Humanitarian diplomacy approaches in road safety policy advocacy

Strong, confidential diplomacy	• The Cambodia Red Cross conducts dinner meetings with selected law-makers to push them to complete their review of a draft traffic law. • The Vietnam Red Cross meets directly with senior ministry officials to encourage a rapid approval of a circular regulating motorcycle helmet standards under their Ministry's responsibility.
Policy events	• The Russian Red Cross conducts roundtable discussions to educate policy makers and selected stakeholders on their advocacy issue – the importance of child restraints to reducing child traffic injuries. • The Vietnam Red Cross hosts seminars to present research findings related to their chosen advocacy issue – regulating sub-standard motorcycle helmets.
Public influence	• The Turkish Red Crescent leadership conducts press conferences highlighting the National Society's role in improving road safety and calling on the law makers to strengthen road safety legislation. • The Egyptian Red Crescent conducts a series of TV interviews positioning themselves with the media as an expert on their chosen road safety advocacy issue.

Identifying a spokesperson

National Society needs to identify a credible, articulate spokesperson for the advocacy issue. Ideally someone occupying a leadership or senior management position can enhance the impact of the chosen strategies and increase the power and persuasiveness of the core advocacy messages.

The role of the spokesperson may include:

- to represent the National Society at the various advocacy events;
- to advance the advocacy issue by persuading key targets through strong, confidential diplomacy;
- to push the advocacy messages through the media.

The project team will need to ensure that the spokesperson is well-versed in the advocacy issue in order to be credible when engaging with key targets. They also need the skills and ability to persuade and influence their audience to be more favourable towards the specific policy ask. Ideally, an induction process should be conducted so that the spokesperson becomes familiar with the issues, the policy context and the core messages.


Indonesian Red Cross Society

[33] A useful resource to support the implementation of Humanitarian Diplomacy is the IFRC's *Protocol Handbook: A manual to facilitate the IFRC's work in diplomacy and the international field*, 2010.

Case Study: Russian Red Cross advocacy strategies to promote changes to child restraint regulations

The Russian Red Cross (RRC) is advocating the Cabinet of Ministers in the Russian Government to amend child restraint regulations to better protect children. Achieving this regulatory change involves a multi-step process: 1) the Ministry of Internal Affairs must recommend the specific change to the Cabinet of Ministers; 2) the changes are then considered by relevant Ministries with a remit in road safety policy; and 3) the amendments are voted on by the Cabinet.

The Russian Red Cross decided on four strategies to achieve their objective. These strategies are:

1) **Influence decision-makers to support traffic rule changes on child restraints:** this strategy involves building a relationship with the Ministry of Internal Affairs through a series of quiet diplomacy meetings. The goal of these meetings is to secure a commitment to change the existing regulations and launch the review process from the Ministry. RRC has also conducted a roundtable at the Public Chamber of the Duma, a body which plays a critical role in analyzing draft legislation and monitoring government activities. The roundtable provided an opportunity for the RRC to present their key messages on child restraints directly to various government officials.

2) **Contribute to the regulatory process:** the RRC plans to formally present their recommendations for strengthening child restraint regulations during a parliamentary hearing at the State Duma. The RRC will also work directly with the Department of Road Safety in the Ministry of Internal Affairs to draft proposed child restraint regulations.

3) **Build a coalition of actors to advocate for improved child retraint regulations:** the RRC aims to mobilize civil society organizations to raise the profile of the issue with the public and policy makers. Following a mapping of potential allies, RRC arranged meetings with each of these organizations, but especially targeting organizations with a specific mandate to promote child safety and public health. RRC also developed specific messages focused on the child injury statistics to convince other influential organizations to join the coalition. The RRC recently held a roundtable with coalition members to reach consensus on the objectives, key targets, core messages and activities.

4) **Engage the media to push need for improvement of the Traffic Rules:** the RRC is also using the media to promote the importance of child restraints. The RRC commissioned a series of surveys that highlight the public's positive attitude towards stronger child restraint regulations. The research findings are being used as a key component of this media strategy to demonstrate to the targeted decision-makers the public support for stronger regulations around child restraints.

STEP 6: Develop networks, partnerships, coalitions or alliances

Partnering with other groups, organizations or institutions can strengthen a National Society's position and increase the profile of the issue by:

- linking with people who bring different resources and skills;
- enhancing the ability to work at different levels;
- connecting with different audience and network;
- increasing the likelihood that the issue will be heard (and listened to) by the target decision-maker.

There are four ways a National Society can work with others on a road safety advocacy issue:

1. **Networks:** opportunity to exchange information and is often informal.
2. **Coalitions:** more formal structure and involves joint work, sometimes around a single event, issue or campaign.
3. **Alliances:** characterized by long-term agreement on common ideals among trusted partners. Strategies and plans may be jointly developed and implemented.
4. **Partnerships:** a group (formal or informal) of organizations and individuals that come together for a period of time to collaborate in order to achieve changes in policy, law, programmes or funding streams for a particular issue.

National Societies need to assess possible partners carefully before engaging in a relationship. As the IFRC's Practicing Humanitarian Diplomacy Guide states, **"If the decision is made to engage with other groups, ensure that the principles of neutrality, independence, and impartiality are not jeopardized, thus potentially diminishing the National Society's reputation. In addition, ensure that the partnerships do not compromise the auxiliary role status"**.

The possibilities of a partnership or alliance should be assessed through a Red Cross Red Crescent lens. Table 7 suggests a few questions a National Society should consider asking themselves at this stage. This analysis should seek to identify the possible opportunities, benefits, challenges and risks to a partnership.

Once the National Society analyzes these questions and decides that working with stakeholders is in line with the Fundamental Principles, it can perform a stakeholder assessment as to what each stakeholder can contribute to the partnership. Box 9 highlights examples of how National Societies are working with others in road safety advocacy. A tool is available in Annex 5 to support this analysis.

Table 7: Questions to analyse potential partnerships [34]

Does advocacy in networks / coalitions / alliances / partnerships present opportunities or risks?	• When advocating in partnership, will the National Society be able to preserve its distinct identity? • Are members in the partnership receiving funds or working with organizations that are unacceptable to the IFRC or the National Society? • Can the National Society defer to NGO partnerships or the Movement's components on issues that are particularly sensitive in the national context, or on those of a lesser priority to the National Society? • Does engaging in a partnership serve to spread the message to a wider audience or risk diluting the core National Society message? • Will significant delays occur due to coordinating efforts? • Does the National Society add value to the partnership?


Rob Few/IFRC

[34] IFRC. *Practicing Humanitarian Diplomacy: An Introduction. Humanitarian Diplomacy Guidance.* 2012

Box 9: National Society partnerships in road safety advocacy

National Society	Type of partnership and partner	Objective of partnership	Value of partnership	Type of collaboration (to date)
Cambodia Red Cross	**Alliance:** Global Road Safety Partnership	To provide an authoritative voice to decision-makers at all levels.	GRSP provides road safety expertise and connections to road safety decision-makers and influencers. CRC provides access to law makers through auxiliary status.	Advised law review bodies Produced communication materials Co-organized policy events
Russian Red Cross	**Coalition:** public health, transport and child safety civil society organizations.	To raise the importance and profile of the advocacy issue from a broad-based group of influential organizations.	Each member contributes unique expertise to the coalition. Each member enhances the appeal of the advocacy events by bringing a different perspective on the issue.	Held series of meetings to establish common objective and core messages. Conducted roundtable to profile advocacy issue with media and decision-makers. Presented formal recommendation as coalition to Parliament Committee.
Turkish Red Crescent	**Partnership:** Road Safety Platform	To collaborate on a series of events designed to raise profile of advocacy issue with public and decision-makers.	Road Safety Platform has an influential voice with key decision-makers. Turkish Red Crescent is a respected humanitarian organization enjoying a high profile with all segments of society.	Co-organized press conference on issue.
Vietnam Red Cross	**Network:** World Health Organization	To share knowledge on advocacy issue and participate in respective organizations' advocacy events.	The WHO brings significant expertise and an authoritative voice to issue benefiting Vietnam Red Cross policy events and competencies. Vietnam Red Cross ensures high visibility of issue in media.	Shared knowledge and research on advocacy issue. Provided capacity-building on issue (through the WHO). Presented on issue at events.

When joining a coalition, set down a clear objective and a way of working together

STEP 7: Plan for action

The previous steps provided the technical analysis required to pull together an action plan. As a summary, the previous sections provided guidance to support a National Society in:

1. Conducting a situational assessment to identify an advocacy issue and understand the policy environment.
2. Identifying SMART advocacy objectives that describe desired policy action and audience.
3. Identifying decision-makers and key influencers at each stage of the policy making process and select strategies to reach them.
4. Developing a set of core messages designed to reach the target audience, and identifying best options for message delivery and media channels to reach targets.
5. The selection of appropriate strategies and activities for the advocacy initiative.
6. Identifying how the National Society can assess working in partnership with others.

The information produced now needs to be compiled and distilled into an implementation plan that shows who will do what and when to achieve the advocacy objective.

The action plan template used in the Road Safety Advocacy Project is available in Annex 6 and a sample from the Vietnam Red Cross is presented in Table 8.[35]

Box 10: Questions to consider as the National Society drafts the plan and budget

- How will the activities be phased? What needs to happen first to ensure the National Society is ready for a specific opportunity?
- How complete and realistic are the strategies and activities? Should any be added or revised?
- Are those identified to carry out the activities the right people? Can the workload be shared among other people?
- Are the required resources adequate? Does the advocacy team have access to these resources?
- Is the timeframe achievable given the schedules and responsibilities of the people involved?
- Does the National Society have the flexibility to modify the activities and budget within their system should the need occur?
- What capacity-building for staff is required? How can the National Society access training to address competency gaps?

Table 8: Sample action plan –Vietnam Red Cross road safety advocacy project

Objective: To advocate for the approval of the draft joint ministerial circular on motorcycle helmet standards by the four relevant ministries (Science and Technology, Trade and Industry, Transport, Public Security) by December 2013

	Targets	Timeline 2013												Responsible	Resources
		1	2	3	4	5	6	7	8	9	10	11	12		
Strategy 1: Influence decision-makers to approve draft circular on helmet standards															
Activity 1.1. Organize workshop with four key ministries and National Traffic Safety Committee (NTSC) to present research findings and advocate on issue	Ministries of Transport, Science and Technology, Trade and Industry, Public Security, NTSC						■	■	■	■				Dept of Health	fact sheets, position paper
Activity 1.2. Conduct quiet diplomacy with key decision-makers on helmet circular implementation	Ministries of Transport, Science and Technology, Trade and Industry, Public Security	■	■	■	■	■	■	■	■	■	■	■	■	Vice President	fact sheet, call to action, testimonials

An advocacy plan should be flexible and opportunistic, and revised according to changing political and legislative environment

[35] A National Society may be required to use other project planning templates and guidelines for action/activity planning (and budgeting). The IFRC's Project/Programme Guidance Manual (Chapter 6) is a useful resource.

STEP 8:
Monitor, review and report

Positive road safety policy change is the ultimate determinant of success for road safety advocacy. Monitoring and reviewing the extent the chosen strategies and activities are contributing to the desired change will support a National Society in assessing their level of success against the identified objectives. [36]

Monitoring the implementation of the advocacy project can help a National Society:

- Capture the extent to which policy is being influenced by the organization's actions.
- Record changes in key target's actions, opinions, and attitudes concerning the advocacy issue.
- Determine the level and frequency of access, interaction and influence with key targets.
- Assess profile and reach of the advocacy issue in the media.
- Identify and deal with problems as they arise.
- Document and evaluate the process so that lessons can be learned to improve strategies.
- Demonstrate results to donors, partners and policy makers.

Box 11: The challenge of monitoring advocacy

Advocacy by its nature is "unpredictable" and "opportunistic" and attempting to monitor and evaluate efforts present unique challenges because:

- The chain of cause and effect between the actions of an organization and the eventual advocacy outcomes can be long and complex.
- The objectives and focus of advocacy may change over time, which makes it hard to measure progress against initial objectives.
- The difficulty for an individual organization to say exactly what its influence has been because organizations often work within partnerships and networks.
- The complexity of attribution because the organizations and partnerships are operating within existing systems and situations which, themselves, are potentially contributing to the change.

The research on monitoring advocacy stresses that while having a framework is important, it should not be complex and time-consuming. Monitoring advocacy should rely on simple common sense rather than the adoption of complex tools.

Road safety advocacy outcomes and indicators

An effective monitoring framework for road safety advocacy needs to be built into the action plan from Step 7. Now that the National Society has finalized the objectives, strategies and activities in the plan, the next step is to identify a few **outcomes and indicators**.

Focusing on outcomes helps to analyse the impact of the strategies and activities by asking: *What has happened as a result of the effort? What has changed? What still needs to be changed?*

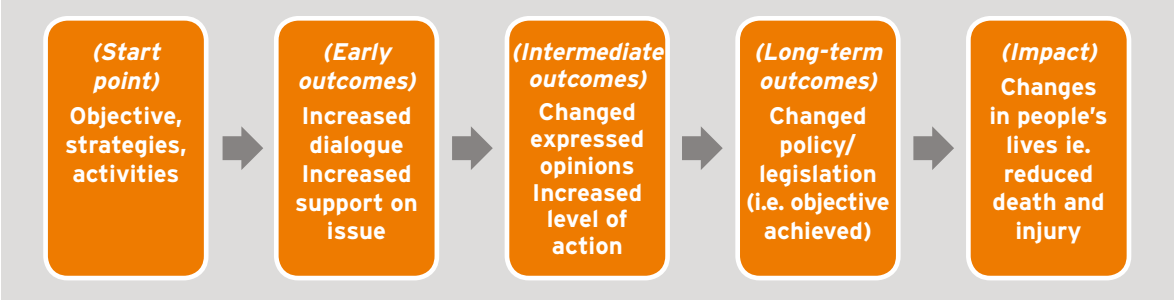
The manner in which outcomes fit into a basic process of policy change is illustrated in Box 13:

Box 12: Outcomes and Indicators

Outcomes are the immediate and observable changes in relation to the advocacy objective, brought about as a direct result of your activities.

Indicators are units of measurement that help determine what progress is being made towards achievement of an intended result (outcome or objective).

Box 13: Process of change



[36] GRSP has produced a road safety advocacy monitoring framework document which can support National Societies document the implementation of their advocacy programme, and track progress against their identified policy advocacy objectives. A complete version is available from GRSP upon demand. Please contact grsp@ifrc.org – with attention *road safety advocacy with National Societies*

Change does not usually happen in a linear way. Identifying desired outcomes and setting a few indicators at the outset by breaking down the change process into basic stages (early, intermediate, and long-term) will result in a greater ability to assess progress towards the overall objectives, and revise accordingly if the situation changes.

Table 9 provides a menu of outcomes and indicators for different components of an advocacy initiative. These listed outcomes and indicators are generic and can be modified to suit the particular context.

Annex 7 provides a sample action plan which incorporates outcomes and indicators.

Table 9: Sample menu of outcomes

Component	Sample outcomes	Sample Indicators
Monitoring policy change process	• Increased dialogue on issue • Change in understanding of issue • Changed opinion of issue • Changed rhetoric (in public/private) • Change in willingness to support issue • Draft policy moving through the review and approval stages	• # of parliamentarians/decision-makers supporting issue in private and/or public • Extent law or policy progressing through required legislative process • # of key influencers recruited • # of key influencers/decision-makers demonstrating increased knowledge on issue • Increased access to relevant decision-makers • Quality of interaction with decision-makers • Use of campaign language by decision-makers • Extent recommendations being included in policy drafting
Monitoring coalition building	• Increased number of partners supporting issues • Increased level of collaboration • Improved alignment of partnership efforts (shared priorities, shared goals)	• # of new members • Level of participation of members (joint letters, actions) • Targets/decision-maker feedback that the alliance/s is/are influential • # of meetings and attendance • Agreed shared positions, objectives and workplans • # and frequency of joint communication, joint action issued by alliance • Instance of decision-makers contacting alliance
Monitoring media and public support	• Increased public involvement in issue • Increased level of actions taken by champions of an issue • Increased media coverage • Increased awareness of campaign principles and messages among selected groups (decision-makers, opinion leaders) • Increased visibility of campaign message (engagement in debate, presence of campaign message in media)	• Count number (and length) of articles on the issue and the balance of pro and anti comment • Prominence of advocacy issue in media (i.e. on front page) • # of media citations of advocacy research and quotations by advocacy actors • Analyse whether media is adopting the advocacy language • # internet hits and comments on media stories • Mentions of media stories on social media • # of information channels through which audience hears about issue • # media requests for information/interviews/ quotes

Monitoring tools

A number of simple tools can be used to gather the information required to track progress against the indicators and to help in reporting and in the review process.

- **Meeting observation checklist:** records what happened at a meeting, how often particular issues are covered during meetings, what agreements made, and what actions might be taken in future.
- **Log:** records who does what, why, how, when. Record all quotes related to the advocacy work. Also useful to record what is happening in the external environment (i.e. change of transport minister, new committee set up on road safety etc.).
- **Media tracking form:** records how the issue or message is covered in the media (how often a message was covered, what type of media was used, tone of articles).
- **Policy tracking analysis:** tracks a policy along the stages it until it is adopted / rejected / implemented.
- **Timeline:** charting progress (what you have done, what others have done) across time, can be backdated with historical events and added to as the work progresses. Useful as a method to capture baseline information such as the initial status of the legislation.
- **Surveys and key informant interviews:** gathers qualitative data from a specific audience on advocacy issues. Building up an 'information network' is seen as essential to effective advocacy and is a useful avenue for understanding a project's influence on policy. Interviewing people with knowledge about the institutions and processes, or particular actors with whom the project is working, can provide invaluable guidance.

Samples of each reporting tool are available in the Road safety advocacy monitoring document.

Reviewing progress

The National Society is encouraged to perform a review or evaluation of the project at both the mid-term and end of project. In general, this process should seek to:

- Review whether the advocacy objectives and outcomes were achieved.
- Gauge the extent the National Society accessed and influenced the appropriate key targets.
- Assess if the identified policy issue progressed towards the desired change.
- Review the effectiveness of the core messages, their delivery and communication.
- Determine the success of coalition-building.
- Analyse overall management / organizational issues.

Information gathered during the situational assessment is a useful baseline to gauge progress during the review process.

A sample list of review questions is available in Annex 8.

Monitoring is necessary as it helps to guide and improve

Annexes

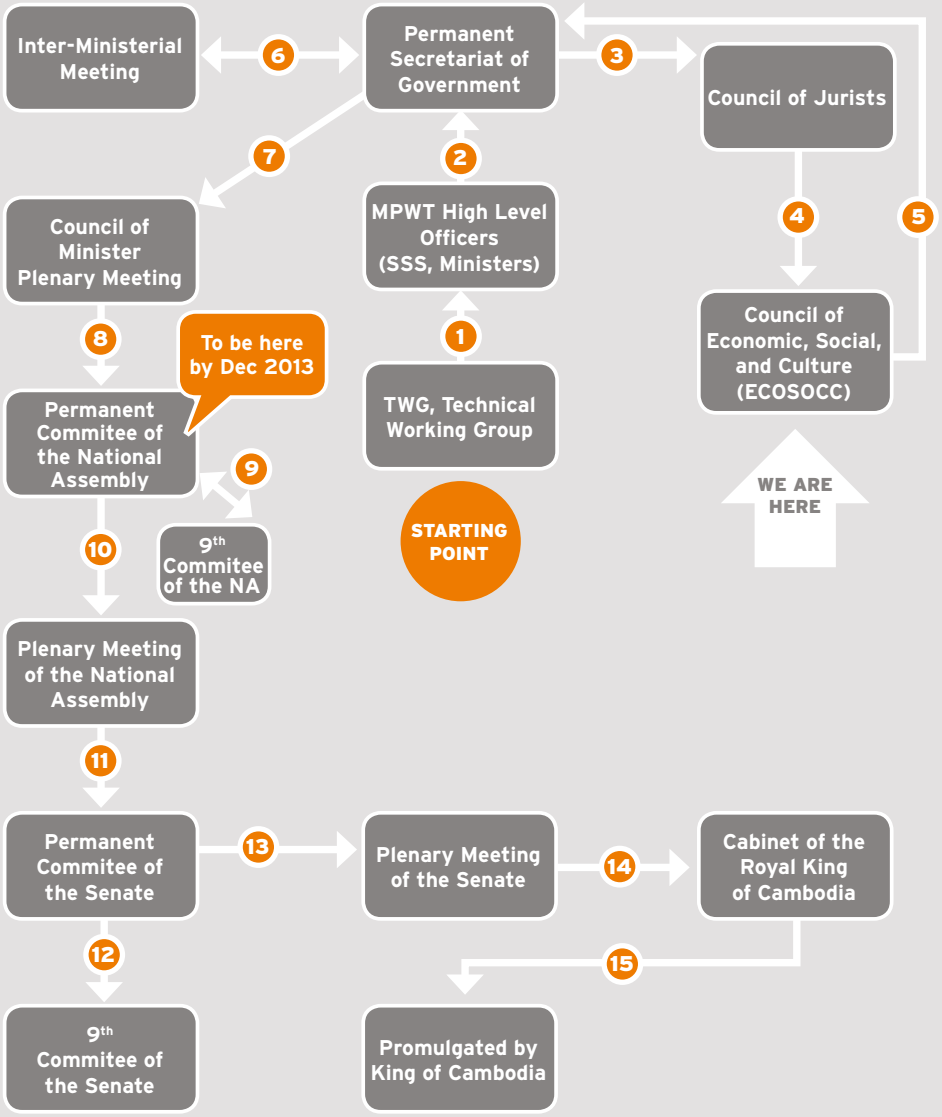
Annex 1: Policy analysis questions and sample policy process

future advocacy work

A good understanding of the policy environment surrounding the road safety issues is critical to successful advocacy. A few questions to support the policy analysis are provided here.

- How are road safety policy issues identified?
- What is the overall process to change a policy? What are the steps (e.g. initiation, formulation, review, approval)?
- What organizations or policy-making bodies will make the decision you are trying to influence?
- What are the roles, relationships and balance of power among these institutions?
- Who supports the advocacy issue? Who opposes it and why?
- What is the formal decision-making process for this institution?
- What are the steps in the formal process? When will each step take place?
- What are the informal workings or behind-the-scenes actions for the decision-making process?
- Who are the key decision-makers at each stage?
- Who really has the power to make the final decisions that will bring about the change?
- Which stage in the process can a National Society influence? How can the National Society influence these stages?
- What is the process for implementing a new policy?

Cambodia Red Cross' policy process analysis of steps involved for approval of the Road Traffic Law



Annex 2: Analysis of policy targets

Target and title? Decision-maker, should be individual, not organization.	**Influentials?** Those who can influence the decision-maker and the likely form of their influence.	**Power of target?** To bring about change (high, medium, weak).	**Will of target?** To make change happen (strong, medium, weak).	**What is their role in the process?** Key decision-maker, voter, important bureaucrat, etc.	**Do you have access to them?** If so, through whom? If not, how can you gain access to them?	**Interest of target to make changes in relation to the National Society's road safety policy objective.** (what will motivate them to act)

Annex 3a: Message development and delivery

Advocacy objective	
Target audience	
Message content	
Statement Central idea of the message; may contain a brief summary of the problem, the solution and why change is important.	
Evidence To support the statement, facts and figures from research.	
Example To add a human face that supports the statement.	
Action desired What do you want the audience to do?	
Message delivery Formats most likely to reach your target audience.	
Messengers Who will the target audience respond to and find credible?	
Time and place for delivery	
Scan reactions How was the message received by the target audience?	

Annex 3b: Summary of main considerations for each advocacy audience

Audience	Audience concerns in relation to issue	Message content	Notes on language and protocols	Source/ messenger most trusted by audience	Format most likely to reach audience
Decision-makers					
Influentials					
Opinion leaders					
Stakeholders (e.g. civil society organizations)					
Red Cross Red Crescent leadership					
General public					

Annex 3c: The one-minute message

The one-minute message
The National Society advocacy team should be able to summarise and present the core advocacy messages in 3-4 sharp sentences, for situations where limited time is available to present the case (e.g. during chance meeting).
The one-minute message consists of:

statement + evidence + example + action desired

Example: One-minute message from a helmet-wearing for passengers advocacy campaign.

The **statement** is the central idea in the message.
The government should strengthen existing helmet laws to cover motorcycle passengers. Wearing helmets saves lives.

The **evidence** supports the statement with (easily understood) facts and figures.
Helmet-wearing rates are only 5% nationwide. 86% of fatalities among motorcycle passengers are due to head injuries. Helmets are proven to reduce risk of death by 40%.

An **example** will add a human face to the message.
Mrs To was driving her two sons to their high school graduating ceremony when a car hit her motorcycle as she was turning into the school parking lot. While Mrs To was wearing a helmet, her two sons were not. Despite the slow speed, both sons suffered head trauma as a result of the crash. Both now suffer from headaches and memory loss, and the family has gone into debt due to the ongoing medical costs.

The **action desired** is what you want your target to do.
The National Society calls on the government to enact and enforce legislation that covers motorcycle passengers. This action will help to increase helmet-wearing rates and protect motorcycle users from injuries and death caused by head trauma.

Annex 3d: Tips for successful face-to-face meetings[37]

When attending meetings with decision-makers make sure you have these...

- **A BURNING DESIRE FOR CHANGE**
- **A CLEAR VISION OF WHAT YOU ARE GOING TO ACHIEVE**
- **THE 4 Ps PASSION, PERSUASIVENESS, POSITION, PERSISTENCE**
- **FLEXIBILITY AND CREATIVE USE OF ADVOCACY TOOLS**
- **CURIOSITY ABOUT POWER AND INFLUENCE**

Before the Meeting

- Do your 'home work' in analysing the external context (political/social)
- Understand the personality/sensitivities of the person you are meeting
- Be clear on exactly what you want to change and why
- Know the views of the people to be persuaded/ influenced
- What's in it for them? Why should they change their views?
- Consider the best time and place for a meeting (if you have any control over these)
- If a group of you are attending, organise a pre-meeting to plan and prepare collectively.
- Prepare the Asks for your NS beforehand so that you are prepared to state them clearly.
- Have hand-outs with Asks and key messages with you to leave with them for future reference.

[37] Adapted from IFRC Humanitarian Diplomacy programme

During the Meeting

- Be polite, acknowledge status
- Be personal where possible, express appreciation, use social skills
- Give name cards, briefly introduce yourself and Red Cross Red Crescent role
- Talk about the issue and what you want them to do about it ('Asks')
- Use real world examples that will engage their interest to act
- Talk slowly, pausing to see whether he/she has a question/comment
- Be conscious of your body language
- Relax, keep your voice calm and don't be stiff in your tone
- Listen actively – don't interrupt, demonstrate empathy
- Ask clarifying questions if needed
- Acknowledge the other person's concerns and opinions
- Do not react emotionally and be patient if you encounter a difficult person
- Swim with the tide wherever possible
- Leave them wanting more and always finish a meeting by suggesting another one would be useful

After the Meeting

- Send a 'Thank You' note
- Keep in regular contact once you go back and keep up the momentum
- Build relationships that can achieve your objectives. Remember - the messenger can be as important as the message!
- After you leave, evaluate your visit with colleagues and plan next steps

REMEMBER: THESE ARE ALL TIPS... IT DOES NOT ALWAYS GO TO SCRIPT - THERE WILL BE TIMES WHEN YOU WILL NEED TO THINK QUICKLY AND ACT FAST!

Annex 4: Tips for making your road safety advocacy issue newsworthy

Consider the following suggestions that can help to make the issue of road safety policy change "newsworthy":

- Take the journalist to see the issue for him/herself.
- Provide human interest stories. For example, offer reporters opportunities to interview the parents of a child who was injured in a crash.
- Localize the story. Show for example how improving child safety and reducing the burden of injury can help and improve your community.
- Release new and compelling statistics that illustrate the seriousness of the issue.
- Leverage a high-profile event such as a crash involving a celebrity or a high-casualty crash.
- Tie the story to new statistics or publications, a local celebration or anniversary.
- Hold demonstrations or photo stunt (handing in a petition) that the media will want to report on.
- Prepare a newsworthy event, be creative and make it fit the advocacy objective in a humorous or serious way.
- Prepare an opinion-editorial for publication in a newspaper.
- Hold debates, seminars or press conferences and invite keynote speakers and the media.
- Have a compelling or charismatic spokesperson for the road safety advocacy issue.
- Re-package existing statistics and evidence.

Presenting road safety from different angles may also attract the media. Suggestions include framing road safety as:

- A health story (for individuals/families affected)
- A public health issue (at community or national level)
- More than a transport or police issue
- A development issue
- A poverty reduction issue
- A drain on national resources and the economy
- The result of government inaction at policy level
- The result or the cause of gaps within existing policy (legislation, regulations, standards etc..)
- An issue that is preventable and has known solutions

Annex 5: Analysing potential partnerships

Partner Identify the key individuals, organizations, coalitions you can work with to be more effective in achieving the road safety policy objective.	**Value of cooperation** What is the value of working with them?	**Position on issue** Is their position the same or different from the National Society's on the advocacy issue?	**Tactics for collaboration** How can the National Society collaborate with each partner?

Annex 6: Road safety advocacy action plan template

Objective:															
	Targets	Timeline 2013												Responsible	Resources
Strategy 1:															
Activity 1.1.															
Activity 1.2.															
Strategy 2:															
Activity 1.1.															
Activity 1.2.															

Annex 7: Sample action plan with outcomes and indicators

Objective: To have a new article covering passenger helmet wearing inserted into the draft Road Traffic Law and approved by the King by December 2014

Strategies	Targets	Outcomes	Indicators (tools)	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sept	Oct	Nov	Dec
Strategy 1: Influence decision-makers to approve motorcycle passenger law															
Activity 1.1. Quiet diplomacy meeting with Chairperson of the permanent secretariat and representatives from Inter-ministerial Commitee	NRSC, permanent secretary of Government/ minister of CM, CRC leaders	Change in willingness to support issue	Increased access to relevant decision-makers, # of inter ministerial supporting issue *(mtg observation checklists, logs)*												
Activity 1.2. Workshop/meeting with key persons of 9th commitee of the Senate	Member of the 9th commitee of the senate	Draft legislation advanced through stages	# of legislators state their support of issue during sessions *(mtg observation checklists, policy tracker)*												

Annex 8: Sample review questions for a road safety advocacy initiative

Objectives:

Is your advocacy objective moving smoothly through the process or have you encountered some obstacles? What are the obstacles and how can they be overcome?

Do you feel you are reaching the right decision-makers? How could you improve the way you move the decision-making process forward?

Data and research

How did using data and research enhance your effort?

Were data presented clearly and persuasively? How could your presentation be improved?

Are more data needed to support your advocacy objective? If so, are data available elsewhere or do you need to conduct the research?

Messaging

Did your message(s) reach the key audiences? If not, how can you better reach these audiences?

Did your audiences respond positively to your message(s)? Which messages worked? Why? Which did not work and why? How can you alter the messages which were not effective?

Strategic partnerships

Have you developed strategic partnerships? What are the objectives? How was the partnership helpful for your advocacy? How can you create new partnerships?

Organization

Were all events produced successfully and meetings run smoothly? Which were not and why not? How could they be improved?

What were the overall project achievements and challenges?

Annex 9: Glossary of terms

- Advocacy: A set of targeted actions directed at decision-makers and key influencers in support of a specific policy issue.
- Advocacy issue: When the content or implementation of a policy, or the way in which policy decisions are made, could be changed to help make a positive impact on road safety.
- Decision / policy-maker: The people in government who are directly responsible for writing / approving / implementing laws and regulations.
- Earned media: Involves enticing a journalist from a traditional media outlet to cover a newsworthy event related to an advocate's issue. Earned media is free of charge.
- Goal: The long-term result of the advocacy effort. It is the vision for change. In road safety, the goal is usually the reduction of road crash death and injury, or improvements in road safety outcomes (e.g. increased helmet-wearing rates, reduction of drink-driving, improved pedestrian safety).
- Humanitarian diplomacy: Persuading decision-makers and opinion leaders to act, at all times, in the interests of vulnerable people, and with full respect for fundamental humanitarian principles.
- Indicators: Units of measurement that help determine what progress is being made towards achievement of an intended result (outcome or objective).
- Influencers: People in the decision-maker's "inner circle" who have direct influence over the decision-maker.
- Objective: The specific change brought about that contributes to reaching the overall goal.
- Opinion-leaders: Public figures that strongly influence public opinion.
- Outcomes: Immediate and observable changes in relation to the advocacy objective, brought about as a direct result of your activities.
- Owned media: Content that an organization creates on channels that you control (or mostly control).
- Paid media: Paid media involves purchasing space in a print / online news outlet or air time on radio / television to deliver messages to your target audience.
- Stakeholders: Individuals or groups outside of government with an interest in the issue and who may influence the decision-making process.

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