



THE SCOTTISH GOVERNMENT LEGISLATION CHANGE CAMPAIGN: STAMPING OUT DRINK DRIVING IN SCOTLAND

CATEGORY:
4.4 Public Sector

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**THE DRINKS YOU HAVE AT NIGHT
ARE STILL WITH YOU IN THE MORNING.**

DON'T RISK IT. DON'T DRINK AND DRIVE.



STAMPING OUT DRINK DRIVING IN SCOTLAND

On 5 December 2014, a new lower drink drive limit came into force in Scotland.

“Today, we have seen Scotland lead the way across the UK in driving home the message, it is never safe to drink and drive¹.”

Kenny MacAskill, Cabinet Secretary for Justice

In 2012, 4,730 people were convicted of drink driving in Scotland². Too many people are killed or injured on Scotland's roads every year in accidents involving drink drivers³. People know that drinking and driving is wrong but a persistent minority continue to do it.

Scottish Government Marketing and Road Safety Scotland briefed The Leith Agency to create a Scotland-wide communications campaign to inform the population about the new lower limit.

1 Justice Secretary, Kenny MacAskill, after the Scottish Parliament unanimously voted in favour of the new law.
2 Figures run from March 2012 to March 2013: <http://www.thecourier.co.uk/news/local/dundee/fife-and-tayside-among-the-highest-drink-drive-conviction-rates-1.159443>

3 An average of 20 people die on Scotland's roads every year in accidents involving drivers over the legal limit based on averages for 2008 to 2012. Report Road Casualties Scotland 2013, 22/10/14.

CREATING CLARITY

The legislation change reduced the drink drive limit⁴ but increased alcohol strength and larger on-trade measures made guidance around how much you could drink before driving, complicated⁵.

The Scottish Government wanted to lead the way in making Scotland's roads safer by reducing the number of drink drivers. Instead of interpreting the legislation to the letter, they decided to set a precedent and remove room for doubt.

This shaped our communications objectives:

- To inform people that the drink drive limit is being lowered
- To be clear that one drink before driving could be enough to break the law
- Ultimately, to normalise the idea of not drinking before driving

Our research showed that those most frequently drinking and driving weren't willfully breaking the law. But confidence in their driving ability meant that they buried their head in the sand about their alcohol consumption when driving. Tone of voice for the campaign was crucial⁶. We had to establish that there was no room for manoeuvre.

Our communications proposition made it unequivocal:

**UNDER THE NEW DRINK DRIVE LIMIT,
JUST THE ONE DRINK IS ONE TOO MANY.**

4 Under the new legislation, the amount you could drink before you drive was reduced from 0.8mg per 100ml of blood to 0.5mg per 100ml of blood.

5 The North report uses traditional alcohol strengths as its starting point whereas in reality, most beers are twice the

strength available when the legal limit was introduced, pubs now often serve double measures of spirits as standard and wine is more likely to be 12% or 14% in strength rather than 9%.
6 TNS-BMRB qualitative research, March 2013

A STRATEGIC CHALLENGE

We faced an unusual challenge with our message placement.

As the communications activity was informing the general public about a legislation change, strictly speaking, our audience had to comply. Equally, we knew that people had been exceeding the limit for years disregarding the law.

We needed to disrupt entrenched habits: to persuade those who regularly exceeded the old limit that this behaviour was unacceptable from a legal *and* societal point of view.

We needed to normalise not drinking anything if you were going to drive.

We set out to create a multi-layered communications strategy that:

- 1) informed people that drinking before driving was no longer tolerated
- 2) supported people at the point of deciding whether to drink (and then drive) to help them make the right decision

We were also conscious that while the limit was changing in Scotland, it would remain the same in England. People regularly crossing the border were particularly at risk of exceeding the limit. This had to be factored into our thinking.

⁷ The legislation is changing from 5 December, the amount of alcohol you can drink before driving is reducing from 80mg per 100ml blood to 50mg per 100ml of blood so from 5 December onwards, you're not allowed to drink before you drive.

⁸ Drink Driving Creative Development: Research Findings, TNS-BMRB, September 2013

⁹ Respondent verbatim, TNS-BMRB Qualitative Research, March 2013

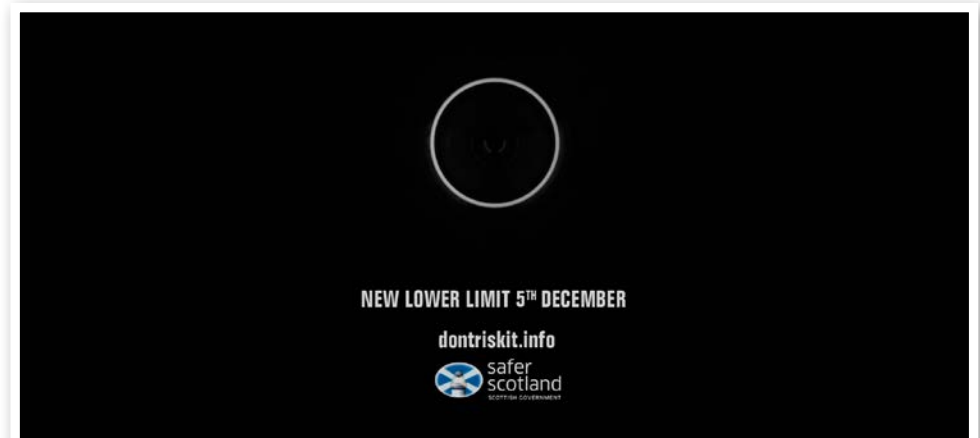
ZERO CONFUSION

To ensure that as many people as possible were exposed to the message, Scottish Government Marketing posed a challenge: producing ten second TV ads (to maximise frequency and reach) that covered all the necessary detail⁷. We needed an elegant solution that presented the detail without finger wagging.

Testing creative ideas in research, the route that proved most effective presented the new law with absolute clarity. It featured an empty glass (one variation used a beer glass and the other, a wine glass) forming a zero.

“Clever use of 0 and ‘none’”, said research agency TNS, psychologically blinded people “to the lack of zero in the legislation⁸.”

“The key phrase I get out of it is zero tolerance so there’s no argument⁹.”



TV

'Empty Glass'

In this advert we see an empty pint glass.



VO: *How much is safe to drink with Scotland's new lower drink drive limit?*



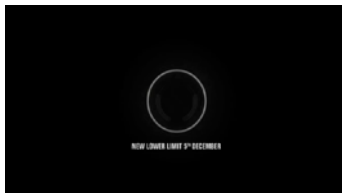
Legal: **From the 5th December the limit is 50mg alcohol per 100 ml blood.**



The camera moves up and over, so we are looking down on the glass.



From above we see it become an **O**
VO: *Zero.*



Super: **Lower drink drive limit 5th December.**



The Don't Risk It and Safer Scotland logos come up.

RADIO

'Not one drop'

SFX: We hear a drink being poured, which continues as a VO reads over it.

VO: **There's a lower drink drive limit in Scotland from the 5th of December.**

So how much is it safe to drink and drive?

A pint? A glass of wine? A nip of whisky?

SFX: The pour becomes less and less until it's just a couple of drops.

VO: **It's actually much less than that. So when it comes to drinking and driving, the best approach is none.**

SFX: The pour completely stops.

VO: **Visit dontriskit.info for more.**

Watch the ad [**HERE**](#).

A CAMPAIGN WITH SCALE, IMAGINATION AND REACH

The campaign launched on 17 November 2014 across TV, VOD and radio.



Scottish Government Marketing and Stripe organised a national launch in Edinburgh, followed with events in Lockerbie and Carlisle attended by Cabinet Secretary for Justice, Michael Matheson to engage with media, stakeholders and members of the public close to the English border. Promotion through social channels extended the reach.

We joined Diageo as they staged an event in Princes Street Gardens as part of their 'Join The Pact' initiative – which encouraged people to sign a pact to never drink and drive. Our messaging was integrated into the event schedule to inform the attending public of the change in law which was due to come into effect the next day.



Photography from the event provided striking social content and Jenson Button's supportive "don't drink and drive" tweet to his two million followers was the icing on the cake.

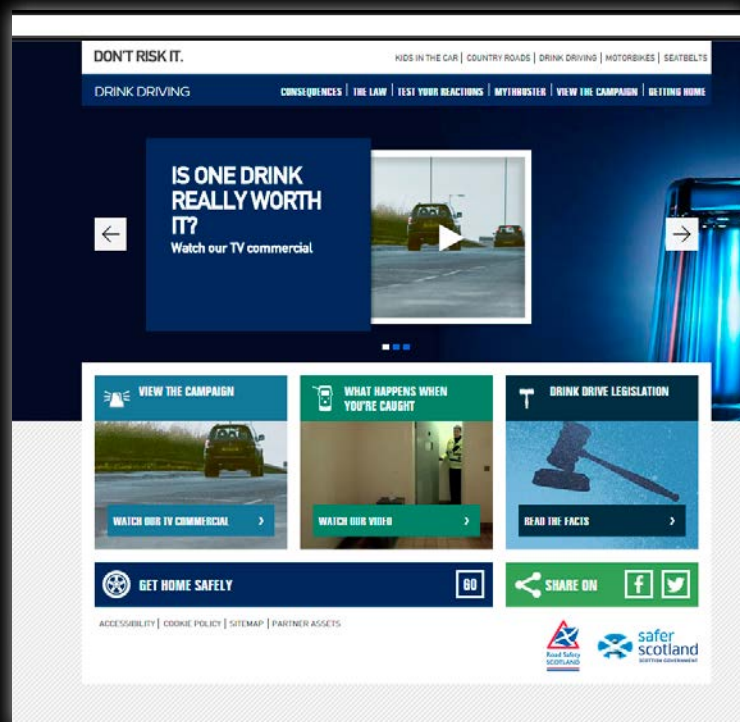


The Variable Message Signs above motorways were updated with our message. We focused in particular on motorway signs flanking the border.

INFORMING OUR AUDIENCE ONLINE

Online display advertising targeted The Herald, Telegraph, Guardian and Facebook, high-readership sites for our 'head in the sand' audience who were most likely to disregard the new limit¹⁰.

The Don't Risk It website provided more information about the law and the consequences of a drink drive conviction¹¹.



¹⁰ TNS-BMRB research showed that those mostly likely to have a drink and drive were male, ABC1 and aged 35 to 59 years old. January 2013.

¹¹ On the Don't Risk It website, visitors could watch a film depicting a driver's experience if pulled over, play a game demonstrating the effect of alcohol on reaction times, watch an interactive animation about the consequences of drink driving and investigate transport alternatives in their area.

Social channels played a vital role in the campaign, providing ongoing time-specific (end of the working day, Friday / Saturday evenings) reminders not to drink and drive.

Playful adaptations of drinks labels provided us with further social content.

Further down the line, we reinforced the message with evidence of enforcement.



Road Safety Scotland @RoadSafetyScot · Dec 18

Are you starting the weekend early with a few pints tonight? We're with Belhaven on this one - BEST approach is none.



Road Safety Scotland @RoadSafetyScot · Dec 31

Since the new drink drive limit was introduced, police have caught 255 drink drivers on Scotland's roads.

REACHING POTENTIAL DRINK DRIVERS IN THE DECISION-MAKING MOMENT

One of our key campaign objectives was reaching people whose routine dictated that they would end up in the pub. Partnering with Innis & Gunn, our customised craft beer label featured on beer mats and posters in pubs across Scotland during the festive period¹².



¹² <http://www.morningadvertiser.co.uk/Drinks-Brands-News/Innis-Gunn-backs-new-Scottish-Government-drink-drive-campaign>

The Union's field marketing proved invaluable for intercepting the decision-making moment. Multiple teams worked simultaneously, visiting shopping centres and train stations, sometimes with Police Scotland in attendance.

From a mock bar, the team handed out collateral including branded "innis & None" beer mats, leaflets and clear plastic glasses with a "bar none" message as reminders for visitors.



Partnerships with 101 public and private sector organisations including Tesco, The AA, Esso, Farmer Autocare and Network Rail shared the message with workplaces¹³. We were particularly delighted to be working with Diageo, The Edrington Group, Pernod Ricard, Heineken and G1 given the alcohol industry's concerns about the legislation.

A poster warning of the dangers of being over the limit when driving to work the morning after (a common problem in December) was shared with more than half of Scotland's local authorities, therefore reaching people in their workplace, as well as being distributed through social channels.



Targeted activity at all of Scotland's Tesco stores including key locations in the Borders, the Shell-owned service stations in Scotland and at Carlisle ensured that the stops near the England / Scotland border informed drivers entering the country that the limit was changing.

Partnering with Enterprise Car Rental partnership helped to ensure that hire car drivers destined for Scotland were warned of the legislation change before they set off.



¹³ Complete list of partner organisations included: Tesco, Shell, AA, Marriott Hotels, Esso, Network Rail, VisitScotland, Heineken, Diageo, Edrington Group, G1 group, Pernod Ricard, Farmer Autocare and The Scotch Whisky Association.

REACHING ACROSS SCOTLAND

“I always thought I’d be fine having two pints. I’m not going to bother anymore. That TV ad really makes you think¹⁴.”

The media activity delivered excellent value for money¹⁵. A targeted spot in a Scotland / England football game delivered an impressive 21 ratings amongst our core ‘head in the sand’ audience¹⁶.

Traffic to the Road Safety Scotland Don’t Risk It website peaked with a 250% increase in page views. Visits to the page about the law increased by 14,000%. Average visit times lasted two and a half minutes: a longer than average dwell time suggesting that people found the content valuable¹⁷.

Our content proved eminently shareable. Facebook activity reached over 310,000 people. Twitter impressions reached another 370,000 people. Targeted posts generated 1,086 retweets on Twitter and 729 engagements on Facebook. Of the 101 campaign partners, more than half tweeted support, gaining a total reach of over 7 million people.

The field team over-delivered on targets by more than 150% for deep engagements and spoke with more than 14,000 people on a one-to-one basis across Scotland. Glasgow Central and Edinburgh Waverley receive between them, almost one million visitors a week¹⁸. It’s easy to see why train stations across the country, many of which hosted our digital campaign posters, led to a pronounced spike in engagements.

“It’s great that I was able to have a few queries ironed out with the Traffic Police today. I now know exactly where I stand in terms of taking a zero tolerance stand.”

Field stand visitor, Perth¹⁹

“I’m very encouraged with the feedback from the public today and it’s great that the media campaign has had the desired effect as the vast majority of folk knew about the new legal limit.”

Feedback from Police Scotland²⁰

Scottish Government Marketing and Stripe’s PR efforts extended our reach substantially, creating over 365 million opportunities to see or hear our messages. The PR value delivered was valued at around £3 million, delivering a return on investment of an incredible £77:£1²¹.



Smart media handling ensured objectors to the change in legislation were heard yet stifled.

14 Verbatim from field marketing activity, Glasgow, December 2013.

15 Despite extremely high inflation in the TV market, the campaign ratings exceeded target by 16%. VOD delivered an extra 181,000 impressions, almost twice as many as planned. Saleshouse Adserver data, provided by Carat, February 2015.

16 BARB data, 2014, provided by Carat, February 2015.

17 Data from google analytics provided by whitespace, covering 28 September 2014 to 5 January 2015.

18 J C Decaux data, February 2015

19 Respondent verbatim at field stand, Morrisons, Perth, 04.12.14

20 Feedback shared with Union Connect at Eastgate Shopping Centre, 07.12.14.

21 Overall number of opportunities to see / hear about the campaign - 365,451,047. Advertising value equivalent - £1,195,161. PR value - £2,987,902. Figures provided by Stripe Communications, January 2015.

CHANGING SCOTLAND'S MINDS

“I heard a radio advert when I was preparing my breakfast this morning, so I’ll be avoiding a wine with my lunch from now on²².”

All of this activity added up to deliver a population-wide legislation campaign awareness figure of 97%²³.

80% of respondents remembered seeing TV advertising for the legislation change. A further 19% said they’d seen TV features or programmes.

A STEP CHANGE IN BEHAVIOUR

“The Department for Transport conclude that because drink driving is such an entrenched behaviour and because so many people are already compliant with the law, any shifts in attitudes, after 40+ years of campaigning, are likely to be minimal²⁴.”

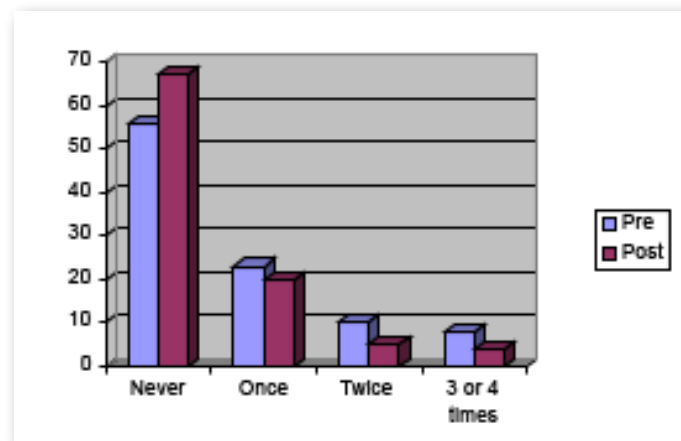
Creating a new social norm amongst a whole population is always going to take time, but tracking results suggest we’re heading in the right direction.

64% of people in the pre-wave said that the limit ought to be zero. In the post-wave, this figure rose to 74%.

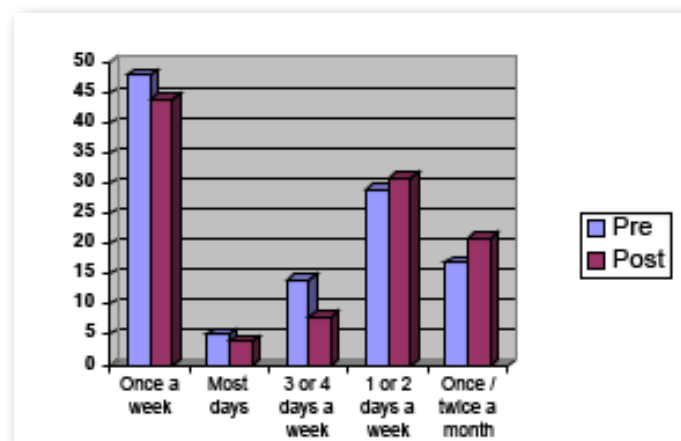
Given that the law detailed the limit but only communications activity specified that it was better not to drink anything, claimed behaviour provides a good indication of effectiveness.

We asked people how often they had driven within a few hours of drinking. Remember the legislation changed early in December, the most common month for drink driving. Nonetheless, numbers across the board had fallen²⁵.

The numbers of those who had driven after drinking twice and 3 or 4 times had both halved.



Early indications suggest that the campaign may have reduced alcohol consumption in Scotland overall²⁶.



22 Respondent verbatim at field stand, Loreburne Shopping Centre, 01.12.14.

23 Figure taken from post-wave research amongst general population in January 2015. TNS-BMRB February 2015.

24 How 30 years of drink drive communications saved almost 2,000 lives. IPA Effectiveness Award 2012.

25 Chart depicts % of people from Scotland-wide population who have driven within a few hours of drinking any alcohol in the past four weeks. TNS-BMRB, February 2015

26 Chart depicts how often people from Scotland-wide population drink alcohol nowadays. TNS-BMRB, February 2015

SAVING LIVES

“Our message has always been clear – don’t ever drink and drive. Even if you are just over the limit, in the eyes of the law you are still a drunk driver and a criminal²⁷.”

Kenny MacAskill, former Cabinet Secretary for Justice

Fewer people were stopped and breathalysed by the Police in this year’s festive period (17,304 in 2014 versus 20,646 in 2013)²⁸.

It’s too early to tell what the longer term impact will be on drinking and driving in Scotland. Evidence from the Republic of Ireland suggests that the habit will stick and will reduce the number of drink drive convictions²⁹.

Every time you drink one alcoholic drink and drive, you’re three times more likely to be involved in a fatal accident.

We can’t prove that we reduced deaths on Scotland’s roads with this campaign. But when asked whether it is socially acceptable to drink and drive, 94% of Scotland’s population said no³⁰. That feels like we’re on the right road.

27 <http://www.bbc.co.uk/news/uk-scotland-25261629>

28 <http://www.roadsafetygb.org.uk/news/4154.html>

29 In 2010, the last full year in which the higher drink drive limit of 80mg/100ml was in effect in the Republic of Ireland, there were 12,602 convictions for drink driving. The lower limit came into effect on 28 October 2011. In 2011, there were 10,575 convictions and from October 2011 to

2012, drink drive convictions reduced again to 9,771. <http://news.scotland.gov.uk/News/Lower-drink-drive-limit-12f8.aspx>

30 This figure is higher amongst our ‘head in the sand’ audience: 97% of 30 – 59 year old ABC1 men feel it’s socially unacceptable to drink and drive.

