



Cambodia Helmet Vaccine Initiative

THE PASSENGER HELMET STORY

2011-2012



IUHPE
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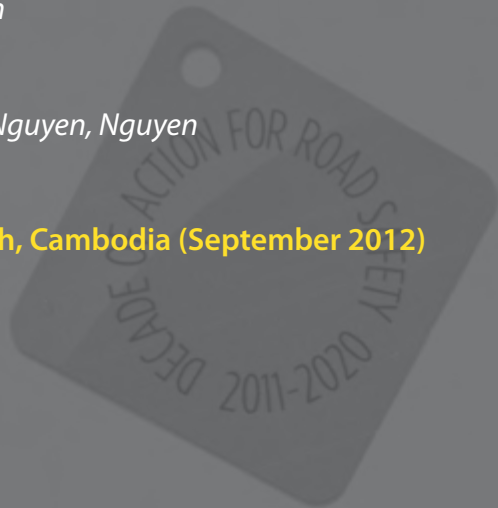
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Executive Summary

Road traffic crashes are quickly becoming one of the most fatal and costly public health problems in Cambodia, causing 1,816 deaths and 6,718 serious injuries in 2010. Motorcyclists constitute 72% of total road traffic crashes and 67% of total traffic fatalities, of whom 73% suffered head injuries and only 15% were wearing a helmet at the time of their crash. Motorcycle helmets have been shown effective at reducing risk of death by 42% and serious injury by 69% in the event of a crash.

In 2010, Asia Injury Prevention (AIP) Foundation, already with six years of experience in Cambodia, joined forces with the government, private sector, and non-governmental organizations to launch the Cambodia Helmet Vaccine Initiative (CHVI), based on AIP Foundation's successful interventions in Vietnam. CHVI's approach relies on five pillars: (1) public awareness education; (2) school-based programs; (3) technical assistance, advocacy and capacity building; (4) research, monitoring, and evaluation; and (5) helmet provision. CHVI's main objective is to increase passenger helmet use in the three target areas (Phnom Penh, Kandal, and Kampong Speu) to 60% by the end of 2015.

The second phase of CHVI's interventions has focused on the need to use a helmet consistently and without exception. Since the launch of the "AlwaysCare. Always Wear a Helmet." campaign in December 2011, CHVI has used national and local multimedia platforms to reach its audience with the message that helmet use among family and friends is a simple act of care. Survey data shows that 41% of respondents remembered the campaign, of whom 75% reported being much more likely to wear a helmet as a passenger themselves. In addition, 83% and 89% of those who recalled the campaign message reported they were "much more likely" to encourage their children and spouse, respectively, to wear helmets as passengers.

CHVI also implements *Helmets for Kids (HFK)* in primary schools, providing helmets to the school body and training its teachers in road safety and helmet education, which they then conduct with their students. Since October 2011, when a monitoring and evaluation (M&E) framework was developed with the U.S. Centers for Disease Control and Prevention (CDC) and the International Union for Health Promotion and Education (IUHPE), *HFK* provided helmets and road safety education to 4,542 students and 150 teachers at six primary schools. When helmets were not worn by any of the students before project implementation, student helmet use rates increased to 93% on average within ten to twelve weeks of the helmet handover ceremonies.

Finally, CHVI provides technical assistance to the Cambodian government, advocates for important legislation revisions, and engages traffic police in raising awareness among the public. CHVI's advocacy efforts led, in November 2011, to the inclusion of children in the demographic mandated to wear helmets on motorcycles in the new traffic law now under review by the government.

The challenges facing CHVI have included an expanding workload causing strain on financial and human resources, coordinating to create synergies with other NGOs, and managing input from all program partners. In response to these difficulties, CHVI has further diversified its funding sources, added a new position, consulted with the government agency responsible for road safety, and improved its communication with other members of the coalition.

Moving into its third phase, CHVI will increase the reach of its positive, family-oriented message through a range of information sources and will develop new mechanisms for making its activities more interactive. CHVI will work closely with schools to improve the integration of parents into its school-based activities, extend its commitment with schools to increase its long-term effect on helmet use, and continue its successful partnership with the traffic police to improve enforcement rates.

BACKGROUND

Road safety around the world

Deaths and injuries from road traffic crashes are a major and growing public health problem. Worldwide, nearly 1.3 million people are killed and up to 50 million are injured in road crashes every year. More than 90% of them are in low- and middle-income countries, where two-wheelers are by and large the principle mode of transportation.¹

Vietnam - a success story

Motorcycle helmets are a simple, inexpensive, and highly effective intervention for serious head injuries on the road. Founded in 1999, the non-profit Asia Injury Prevention (AIP) Foundation devised a strategy, involving helmet distribution and public education programs, combined with progressive legislation, all of which contributed to helmet use on motorcycles increasing from below 10%² to 90%³ by 2008. As a result, fatalities were reduced by 12% and serious injuries by 24%.⁴ AIP Foundation's successful model in Vietnam is now being adapted to other countries through the Global Helmet Vaccine Initiative (GHVI).



The Global Helmet Vaccine Initiative

In 2009, AIP Foundation, in collaboration with the FIA Foundation and the World Bank, launched GHVI with the objective of "putting a helmet on every head in the 'Decade of Action for Road Safety (2011-2020).'"

Five pillar model

GHVI aims to promote motorcycle helmet wearing throughout the developing world by working in partnership with governments, the private sector, and non-governmental organizations. Its multi-faceted approach relies on five pillars, each valuable independently and most highly effective when implemented in synergy with one another.

Public awareness education

Through mass media campaigns, GHVI disseminates information, elicits social change, and mobilizes target communities to support law improvements and enforcement.

School-based programs

GHVI promotes safe traffic behavior among vulnerable road users by providing free helmets and road safety training to students and teachers.

Technical assistance, capacity building, and advocacy

GHVI works with government agencies to develop national traffic safety curriculum, well-enforced legislation, and appropriate helmet standards.

Research, monitoring, and evaluation

GHVI ensures that its programs are data-driven and effective, adapt to changing needs, and lead to the dissemination of best practices.

Helmet provision

GHVI improves the presence and accessibility of high-quality, affordable, and contextually appropriate motorcycle helmets on the local market.

Governance

Working through a series of public-private partnerships, GHVI is officiated by the Global Steering Committee, which oversees Country-Level Helmet Vaccine Initiatives, made up of non-government, government, and corporate partners, and headed by a Lead NGO for program implementation.



Road Safety in Cambodia

During 2010 in Cambodia, 1,816 people died and 6,718 had serious injuries resulting from 6,941 road traffic crashes. Since 2004, the number of fatalities has doubled and the number of registered motorized vehicles has increased by 187%. Road crashes alone cost Cambodia 279 million USD in 2010, an increase of 13% from 2009.⁵

Motorcyclists, the most vulnerable road users, constitute 72% of total road traffic crashes and 67% of total traffic fatalities. Over the last five years, the number of motorbike fatalities has increased by 61%. Of the 73% of motorbike fatality victims who suffered head injuries in 2010, only 15% were wearing a helmet during the road crash.⁶

Wearing a helmet has been proven to reduce death by 42% and serious injury by 69% in case of a crash,⁷ but the most recent results of bi-monthly observations in Phnom Penh indicate that while helmet use for motorcycle drivers is 83.8%, only 6.7% of passengers, including children, wear helmets. Observed helmet use rates are even lower in other provinces.⁸ This can likely be attributed to the fact that helmets are compulsory only for motorcycle drivers and there has been enhanced enforcement of helmet law by traffic police in Phnom Penh since January 2009.

A revision of traffic regulations – which would expand mandatory helmet use to adult and child passengers – was drafted and submitted to the Council of Ministers for review in early 2012. It is expected to go into effect in early 2013.

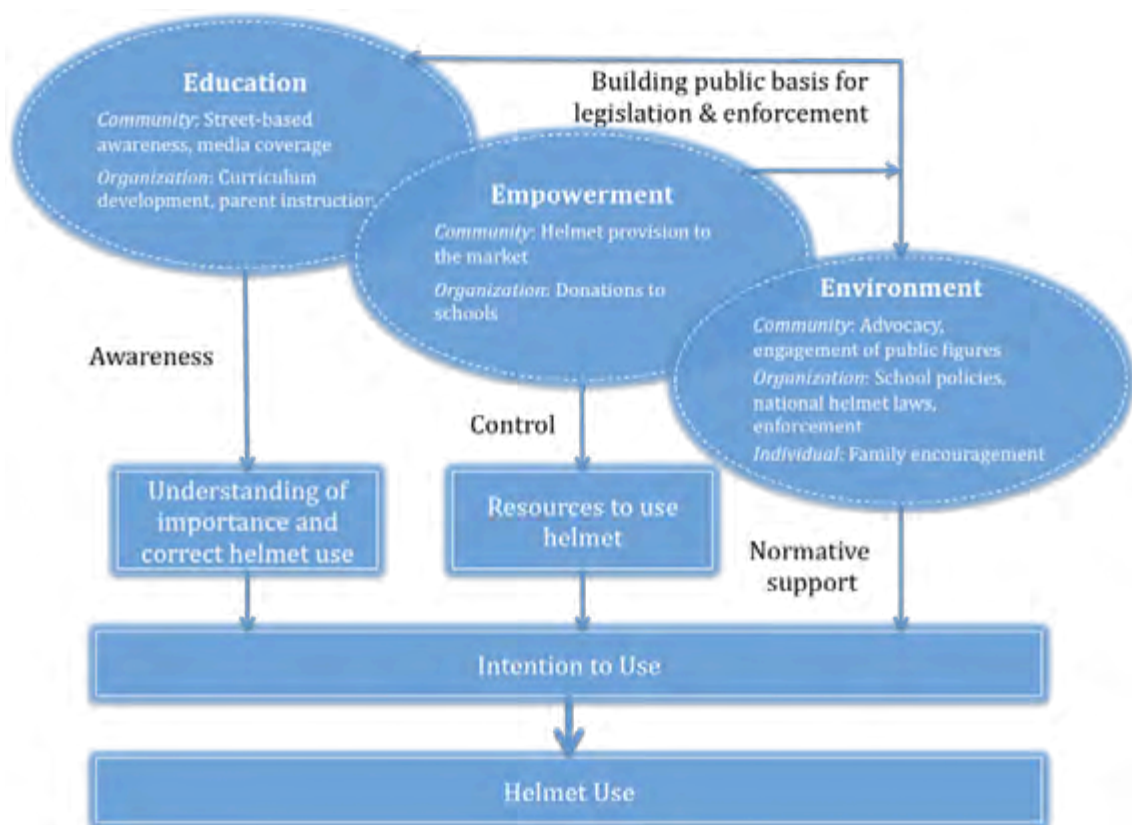


The Cambodia Helmet Vaccine Initiative

In May 2010, H.E. Mr. Im Sethy Minister of Education, Youth and Sports and High Representative of Deputy Prime Minister H.E. Mr. Sar Kheng, Minister of Interior launched the Cambodia Helmet Vaccine Initiative (CHVI). The GHVI model was adopted in Cambodia because of its parallels with the Vietnamese road safety context. AIP Foundation is the Lead NGO for the country-level helmet vaccine initiative in Cambodia.

The ingenuity of the CHVI approach lies within the mutually re-enforcing nature of its pillars, which results in a model even more effective and sustainable than the sum of its components. At the individual level, parents and students become aware of the benefits of helmet use through public campaigns, are additionally empowered through helmet provision, and encouraged to wear helmets through institutional, community, and school-based mechanisms. Thus, CHVI addresses all dimensions integral to successful behavior change simultaneously and creates a favorable environment for legislation change and subsequent enforcement.

CHVI's overall goal is to increase passenger helmet use in the three target areas (Phnom Penh, Kandal and Kampong Speu) to 60% by the end of 2015.





ONE HELMET. ONE LIFE.

2010 campaign

The first phase of CHVI kicked off in 2010, with AIP Foundation's public awareness campaign targeting passenger helmet use in Phnom Penh, especially for children. In addition to a high-profile launch with more than 2,000 participants in central Phnom Penh covered by 25 media outlets, the "One Helmet. One Life." campaign included the production and airing of an 8-episode TV drama "Regrets," dramatizing the consequences of not wearing a helmet.

A public endorsement by Prime Minister Hun Sen aired with each episode of the "Regrets" series on the nation's second most popular TV channel (TV3) in 2010 and in all 24 provinces' local channels in 2011. 15 radio stations aired the trailer. Surveys after airing found that "Regrets" viewers were 1.5 times more likely to make their children always wear a helmet than non-viewers. Post-campaign assessments showed that between May and September 2010, reported helmet ownership increased from 69% to 78%,⁹ observed driver helmet use increased from 59% to 82%,¹⁰ and reported child helmet use increased from 24% to 43%.¹¹

ALWAYS CARE. ALWAYS WEAR A HELMET.

2011-2012 campaign

Purpose

While the overall goal of CHVI is to increase passenger helmet use, its second phase focused on creating a favorable environment for the introduction and broad impact of the revised helmet law. CHVI aims to strengthen community awareness about the need for passengers to wear helmets consistently without exception and to raise helmet use rates in target schools.

Audience

The campaign's target locations were selected by first looking at road safety "black spots," which are defined as "the most dangerous locations for road users"¹² located along the national highways in Phnom Penh and Kandal Provinces. Kampong Speu also had an increasingly high level of road traffic crashes. Together these areas make up nearly one third of the motorbike fatalities in 2010.

AIP Foundation in Cambodia

- 2004 – HM King Norodom Sihamoni and Handicap International Belgium (HIB) endorse Protec helmets
- 2006 – Helmets for Kids expands into Cambodia
- 2008 – Advisory Board Member Dr. Terry Smith begins consultations with the Cambodian government to develop a motorcycle helmet standard, later approved in 2010
- 2009 – Cambodian government partners with AIP Foundation to call for Decade of Action for Road Safety
- 2010 – AIP Foundation attends UN General Assembly for a resolution proclaiming 2011 - 2020 as Decade of Action for Road Safety; Cambodia signs the resolution along with 90 other countries
 - Prime Minister Hun Sen endorses CHVI's passenger helmet campaign "One Helmet. One Life."
- 2011 – Actress Michelle Yeoh and CHVI film road safety documentary in Cambodia

GHVI also took the presence of other road safety efforts into consideration. RS10, a consortium of partners funded by Bloomberg Philanthropies to improve road safety in ten low- or middle-income countries, was planning activities focused on drink-driving and nighttime driver helmet use in Phnom Penh, Kandal, and Kampong Speu. Complementary initiatives and information sharing were considered optimal for coordinating of activities and leveraging resources.

Combining CHVI's daytime passenger helmet use interventions with RS10's nighttime driver helmet use initiative creates a more complete approach, emphasizing that helmets are needed for everyone, anytime.

Passenger fatalities at daytime in the target provinces are highest among people aged 15 – 44. This age group was set to be the target for CHVI's media campaign.

Activities

Based on research examining attitudes and knowledge about helmet use in Cambodia, CHVI developed the second phase of its public awareness campaign "Always care. Always wear a helmet." focusing on the need to use a helmet consistently and without exception. Since the launch of this campaign in December 2011, CHVI has used national and local multimedia platforms to reach audiences with the message that helmet use among family and friends is a simple act of care.

CHVI also implements the *Helmets for Kids (HFK)* programs in primary schools, providing helmets to the school body and training its teachers in helmet use education, which they then conduct with their students.

To produce effective and useful results, stakeholders were integrated in the planning, monitoring, and evaluation (M&E) process, which included beneficiaries, national and international non-governmental organizations, and governmental authorities.

In addition, CHVI provides technical assistance and capacity building to the Cambodian government, advocates for important legislation revisions, and engages traffic police in raising awareness among the public.



H.M. King Norodom Sihamoni endorses Protec helmets

ACHIEVEMENTS

Project targets attained

CHVI's second phase achieved its targets: the campaign's messages were understood and impacted self-reported helmet wearing behavior; helmet use increased considerably among children at target schools; and children were included in the draft of the new helmet law.

In a household survey of 650 Cambodians,* 41% of the respondents could recall the campaign messages, and 75% of this sample reported being "much more likely" to wear a helmet as a passenger. In addition, 83% of this sample were "much more likely" to encourage their children to wear helmets.¹³

Table 1: Percentage of respondents who reported being "much more likely" to encourage their motorcycle passenger to wear a helmet, according to their relationship to the passenger.

<i>Passenger's relationship to respondent</i>	<i>Percentage of respondents "much more likely" to put a helmet on their passenger</i>
Respondent as a passenger themselves	75%
Youngest child	77%
Spouse	89%
Parent	84%
Sibling	80%
Close friend	75%
Child	83%

Source: Brand Solutions (2012) Campaign Evaluation Final Report

Since October 2011 when an M&E framework was developed with the U.S. Centers for Disease Control and Prevention (CDC), *HFk* provided helmets and road safety education to 4,542 students and 150 teachers at six primary schools. When helmets were not worn by any of the students before project implementation, student helmet use rates increased to 93% on average after ten to twelve weeks.

As a result of CHVI's advocacy efforts, children will be mandated to wear helmets on motorcycles as part of the draft motorcycle helmet law, which is under review by the Cambodian government as of the writing of this document.

* From a stratified sample with random starting points in urban and rural areas of the target provinces

"I appeal to everyone to wear a helmet whenever you get on a motorbike, anytime or anywhere you are going, no matter if you are a driver or a passenger."

Samdech Hun Sen, Prime Minister of Cambodia

May 2010

Factors supporting success

A complex program requires several evaluative tools to determine if and how it has worked. With an understanding of the theory behind the CHVI interventions, it is then important to examine each of its elements to ascertain which have effectively supported its success, leading more Cambodians to wear helmets when riding motorbikes as passengers, and which could be strengthened.

Partnerships

CHVI organized a workshop in August 2011, composed of government and research partners, as well as other local road safety NGOs in order to inform all those involved of plans for CHVI's phase II. Research and its implications for the design of the public awareness campaign were discussed among the 40 key road safety stakeholders in attendance.

This report and the success of the programs it describes would not be possible without the close collaboration of AIP Foundation with governments, the private sector, and non-governmental organizations. This multilateral approach draws leadership, expertise, and resources from stakeholders invested in improving road safety in Cambodia.

Private sector partners play a major role in the success of CHVI programs by sharing resources, integrating helmet use into corporate culture, and spreading awareness of road safety issues to an even broader audience.

Specific partnerships will be described in more detail within the section of the factor for which the collaboration took place and in the acknowledgments section at the end of the report.

Public Awareness Education

"Always Care. Always Wear a Helmet." was launched in December 2011 in attendance of H.E. Hun Manet, representing his father Prime Minister H.E. Hun Sen. The campaign has been implemented in collaboration with the National Road Safety Committee (NRSC) and the General Commissariat of National Police - Ministry of Interior (Mol).

Baseline Research

Research findings revealed that Cambodians are aware of the safety value of helmets, with 96% and 98% of the sampled motorcycle drivers and adult passengers, respectively, reporting that they use a helmet because "it can save their life in the event of a crash." However, those who wore helmets irregularly reported that their usage depends on where and how far they were driving, that they occasionally forgot to wear a helmet, and that they neglect to wear one because the helmets are either inconvenient or uncomfortable. Parents or guardians reported that their child was "too young" (31%) or just riding close to home (17%) as the main barriers for regular helmet wearing behaviors.¹⁴

Furthermore, 30% of irregular helmet wearers reported respecting the road safety opinion of their family members.¹⁵ This suggests that making consistent helmet use a family value may influence non-users to modify their behavior.

Agency selection

Following the stakeholder workshop, CHVI produced a marketing agency brief outlining the research findings to be integrated into the development of a creative concept. Several marketing agencies presented proposals, which CHVI rated based on the following criteria: experience with social marketing, past creative work, knowledge of local cultural context, leadership availability, commitment to the cause, work process, potential

partnerships, cost, variety of services, and evaluation capability.

That the agencies' proposed campaign strategy be data-driven was of high priority, particularly with respect to their consideration of CHVI's research results, target audience, intended message, and need for a long-term strategic partnership. For this reason, Brand Solutions marketing agency was selected.

Developing a concept

CHVI and the marketing agency developed a concept for the campaign's second phase, which focused not on the importance of helmet use – which was already known to Cambodians – but on the need to wear a helmet consistently and without exception. Therefore, the concept needed to communicate that helmets should be worn regardless of the rider's age, status as driver or passenger, distance travelled, or speed of travel. The campaign focuses on making consistent helmet use an important family value by urging Cambodians to make sure their loved ones wear helmets as passengers. Promoting helmet use among family and friends is portrayed as an act of deep love and care – one that is important and simple to perform.

Concept testing

Storyboards, a logo, and a slogan, created around the newly developed concept, were tested in focus group discussions with the following demographics: mothers with children aged 3-15 (one group from urban areas and one from rural areas), fathers with children aged 3-15 (one group from urban areas and one from rural areas), and young men aged 20 to 25.

None of the participants' children wore helmets as passengers, and 35 of the 40 adults never wore helmets as passengers themselves. The selected storyboard was reported to have a message that was "positive and relatable". The logo was immediately recognized as both a helmet and a heart and



received positive feedback. The slogan was understood to mean that "if you care about those you love, you need to use a helmet."¹⁶

Information channels

CHVI's researchers asked Cambodians about their sources of road safety information, and the majority of drivers (91%), adult passengers (83%), and children (61%) reported television to be their primary source of information.¹⁷ A televised public service announcement was thus selected as the primary method of communication for CHVI's campaign. Campaign activities also include radio spots, print and online ads, social media engagement, billboards, posters, flyer distribution, and street-based awareness.

Television, radio, and billboards

The television commercial was broadcasted on five channels a total of 356 times between December 2011 and May 2012¹⁸ and is estimated to have reached 23.5% of the national population.¹⁹ A total of 41% of Cambodians surveyed remembered the campaign,²⁰ among whom, 75% reported being much more likely to wear a helmet as a passenger themselves.

The impact of CHVI's logo and slogan were also measured. Among respondents who were aware of the campaign, 53% remembered the slogan, and 77% could remember the logo. The logo was mostly remembered from being seen in the television commercial (93%) as opposed to other media sources the campaign later utilized. The majority of those who remembered the logo spontaneously identified it as a red helmet (85%), while over half of them also identified it as a heart (53%). 96% of respondents said the logo represented a combination of "life and love" (82%), "life protection" (63%) and "safety and care" (62%).²¹

Research findings indicated that Cambodian motorcycle drivers and adult passengers' second most common source of traffic safety information is radio at 56% and 38%, respectively.²² Therefore, the marketing agency developed a radio spot, which aired on three stations a total of 1,021 times between December 2011 and April 2012²³ and is estimated to have reached 10.7% of the population of Cambodia.²⁴

CHVI accompanied its television and radio spots with billboards with the campaigns' logo, slogan, and core message placed around Phnom Penh, which were viewed by approximately 408,780 peo-

ple each day they were posted, beginning in February 2012 and currently ongoing.²⁵

Public events and community outreach

CHVI organized public events promoting road safety and helmet use, particularly for passengers, including several during the Water Festival in November 2011 and the Khmer New Year in April 2012. These holidays are accompanied by the highest rates of road casualties during the year, so CHVI's outreach focused on prevention and awareness.

In December 2011, Cambodia's Biker Club formally committed to putting helmets on themselves and their passengers every time they ride and organized a drive around Phnom Penh wearing t-shirts bearing the campaign's logo, covered by two television channels, three radio stations, and six Cambodian newspapers.

During Cambodia's National Road Safety Week in April 2012, a series of awareness events were run with the National Traffic Police in Kampong Speu and Kampong Chhnang. Hundreds of riders without helmets were stopped along the road, and children were given free helmets if they were not wearing one. Between February and June 2012, CHVI and the National Traffic Police implemented additional street-based community outreach by stopping more than 20,000 motorcyclists on national highways if passengers were not wearing helmets. The CHVI team informed the riders of the importance of helmet use, distributed flyers, alerted them of the upcoming law that will mandate helmet use among passengers, and gave free helmets to children.

In total, approximately 40,000 fliers outlining the importance of helmet use, for drivers and passengers of all ages, have been distributed throughout several provinces to raise awareness and evoke the television commercial's images.

Online presence

The campaign has also been posted on four news websites, one of which receives 200,000 visitors daily.

In addition, AIP Foundation launched Paste Your Face at Dreamland in Phnom Penh in August 2012 with a family-friendly event promoting passenger helmet use. The launch marked the start of a Facebook competition estimated to engage 3,000 to 6,000 contestants competing for the chance to win top prizes by submitting photographs of their families wearing helmets.



School-based programs

CHVI implements school-based programs at the primary level through *HFK*, as part of which teachers and students are given helmets and training in proper helmet use. As a comprehensive model at the school level, *HFK* programs were designed to include three components: (1) promoting helmet use among students through empowerment by providing them with access to quality helmets; (2) education about the safety value of helmets, and (3) encouragement through peers and school policies. Research and evaluation have provided strong evidence of the effectiveness of this intervention.

As part of the adaption process of *HFK* to Cambodia, its M&E framework was revised in collaboration with the CDC. Since the implementation of this framework began in October 2011, *HFK* provided helmets and road safety education to 4,542 students and 150 teachers at six primary schools.

Empowerment

One crucial component to empowering students at *HFK* schools to be safer road users is providing access to quality helmets. Research revealed that while few Cambodian children wear helmets on motorcycles, all of those who wore one frequently owned their own helmet.²⁶ This indicates that not owning a helmet remains a significant barrier to helmet use among child passengers.

By providing high-quality helmets to children for free, *HFK* empowers students to be safe on the road. Helmet donations are made possible by various sponsors and are an important mechanism for building private-public partnerships.

Education

Road user survey's found that schools, and especially teachers, are highly important sources of traffic safety information for children riding as passengers.²⁷ Through education, CHVI provides teachers and students with knowledge about the importance of helmets, how they function, and their correct usage. Parents are educated through meetings with teachers and the school administration and given materials to take home which summarize the information.

During the last school year, more than 150 teachers were trained in helmet use education, including why it is important to wear a helmet, how to keep one in good condition, and the three steps which children should follow to make sure their helmet is worn properly. They then transmit this information to their classes, who are now equipped with accurate, age-appropriate, and easy to remember road safety knowledge.

In June 2012, police officers were brought directly into a school to teach 600 primary students about helmet use and safe road behaviors and practice on a simulated road. The police officers then quizzed the students about helmet use, crossing the road, and riding a bicycle safely, handing out prizes to over 20 students. At the end of the day, the traffic police assisted students in crossing the busy road on their way home.

Encouragement

HFK programs encourage students to wear helmets by making their usage the norm. Since all of the students have them and are expected to wear them each day, seeing their peers wear a helmet encourages each student to follow the same behavior.

Helmet donation ceremonies bring the school body, sponsor, media, and local authorities together to make helmet use to the center of attention and to rally stakeholders and beneficiaries. Governmental road safety authorities give informational speeches, celebrity guests serve as role models, sponsors hand over helmets to the children, and student performances make helmet use a fun, engaging topic. High-profile attendees have included H.E. Hun Manet, representing Prime Minister Hun Sen, and Australian Ambassador to Cambodia, Ms. Penny Richards. Expansive media coverage of helmet donation ceremonies raises awareness of the issue on an even wider community scale.

Extracurricular activities, including road safety-themed quizzes, games, essay writing, and drawing contests are implemented to keep motivation high and refresh students' memories about their helmet use lessons. In addition, CHVI's project schools implement policies whereby teachers are required to remind their students on a predetermined day twice a month.

Parents sign commitment letters at the start of the program, agreeing to make sure their child wears his or her helmet every time they ride. During CHVI's Phase II, 4,382 signed letters of commitment were returned to seven schools by parents, nearly 100% of those sent out.

Table 2: Media coverage at CHVI school events

<i>School</i>	<i>Date</i>	<i>TV and Radio Stations</i>	<i>Printed Media</i>	<i>Online Press</i>
Sampov Meas Primary School	February 22, 2011	7	10	5
York Batr Primary School	July 19, 2011	5	2	2
Hun Sen Chak Angre Primary School	December 6, 2011	6	3	2
Hun Sen Chak Angre Primary School	March 29, 2012	3	1	2
Sandan 1 and Bun Rany Hun Sen Phum Thom Primary Schools	February 24, 2012	6	3	2
York Batr Primary School	March 1, 2012	1		2
Prey Sandek Primary School	April 28, 2012	3	2	4
Phnom Dil Primary School	May 10, 2012	6	3	4
Borey 100 Khnang High School	June 29, 2012	3	2	2
Russey Keo High School	July 3, 2012	2	1	2
Chbar Ampov High School	July 7, 2012	3		1

Research, monitoring, & evaluation

One of the key successes of CHVI was developing and applying a highly evidence-driven and participatory approach to strategic planning and decision-making throughout its projects. While primary data are the focus of CHVI's M&E frameworks, the Road Crash and Victim Information System (RCVIS) and other secondary data sources are also key in examining road traffic injury distribution in Cambodia.

Handicap International – Belgium (HIB), under the supervision of CDC, conducted initial studies to assess the road safety situation, thereby creating a baseline against which progress is measured. While data collection for the public awareness campaign was primarily carried out by external partners, *HFK* evaluation was conducted by AIP Foundation in collaboration with the CDC.

In the target provinces of Phnom Penh, Kandal and Kampong Speu, and in two control provinces: Kampong Cham and Siem Reap, the CDC, International Union for Health Promotion and Education (IUHPE), and CHVI collaborated with HIB to conduct a roadside survey among motorcycle drivers, adult passengers, and child passengers in June 2011, examining helmet-related beliefs, attitudes, behaviors and road safety information sources and channels. For child passengers, proxy surveys were conducted. CDC, AIP Foundation, HIB, and IUHPE drafted a paper drawing on this data, and abstracts describing these findings, accepted by the Safety 2012 World Conference in New Zealand and the 140th Annual Meeting of the American Public Health Association in California.

In these same provinces, CHVI installed bi-monthly helmet wearing surveillance, beginning in January 2011 and ongoing as of September 2012, to collect information on driver (2,000 to 16,000 observed) and passenger (1,200 to 7,700 observed) helmet wearing information and to examine trends in CHVI's intervention results. Observations are conducted four times a day at 9am, 12pm, 5pm and 7pm covering four to ten randomly selected locations in each district.²⁸



Technical assistance, advocacy & capacity building

Throughout its second phase, CHVI provided technical assistance and capacity building to government authorities, advocated for important legislation changes, and engaged the traffic police. Primary government partners include the Cambodian National Road Safety Committee (NRSC), the Ministry of Education, Youth and Sports, and the National Traffic Police - Ministry of Interior (Mol).

Advocating for improved legislation

Helmets, while compulsory for motorcycle drivers in Cambodia, are not legally required for motorcycle passengers. CHVI has played an active role in ensuring the passage of a law requiring all motorcyclists to wear helmets, including children.

In January 2011, the FIA Foundation and CHVI produced a documentary with actress and Global Road Safety Ambassador Michelle Yeoh, demonstrating the burden of traffic fatalities in Cambodia and examining the many interventions combating this public health crisis. During filming, Yeoh met high-ranking government officials, including H.E. Tram Iv Tek, Minister of Public Works and Transport, to advocate for quick passage of a law mandating helmets for motorcycle passengers.

Early in the process of revising the helmet law, road safety stakeholders were alerted that children were not going to be included in the mandate for passenger helmet use and therefore would remain unprotected. In October 2011, AIP Foundation issued a call to road safety stakeholders to co-sign a letter to request inclusion of children in the draft. Signatories included HIB, Medical Teams International, Automobile Association of Cambodia, and Coalition for Road Safety to the Minister of Public Works and Transport. The Minister consented to the joint request and advised the Technical Working Group to include a requirement that children wear a helmet. This was officially included in the draft in November 2011, and a new law mandating both child and adult passenger helmet use is under review by the Council of Ministers at the time of the writing of this document.



Actress and Global Road Safety Ambassador Michelle Yeoh meets with Cambodian students while producing documentary with CHVI

Partnering with National Traffic Police

Research findings showed that drivers and adult passengers rated the traffic police as their most respected source of road safety information at 46% and 42%, respectively.²⁹ This indicates the high potential of appropriate and enforceable road traffic laws as well as knowledgeable and proactive police officers to improve road safety.

Since traffic police officers are widely respected when it comes to road safety information, CHVI called upon the National Traffic Police to get directly involved in its passenger helmet campaign and school-based programs. In 2011, CHVI donated 200 helmets to the National Traffic Police to help promote helmet use and strengthen the entities' collaboration.



"Motorcycle use is exploding across the developing world, and non-use of helmets is a leading cause of the global road death epidemic. The Global Helmet Vaccine Initiative can play a vital role in saving lives during the UN Decade of Action for Road Safety."

**Rt. Hon. Lord Robertson of Port Ellen,
Chairman of the Commission for Global Road Safety**

CHALLENGES

Financial and human resources

With an evidence-based theory, proven model, and strong results, it is more important than ever to use the resources available to their greatest efficiency, so that the impact of CHVI's initiatives may be sustained over time.

As a developing country experiencing challenging economic times, there are a limited number of international companies operating in Cambodia. Many nonprofit organizations, including some other road safety organizations, are competing for the same sources of funding.

Foreign companies are the most interested in becoming involved with CHVI through their Corporate Social Responsibility departments, though grant-making priorities often change.

CHVI has a limited number of staff working in Cambodia, while the workload is steadily increasing. CHVI works hard to provide staff with as much training as resources allow, but all staff must be involved in a variety of activities, which may not directly relate to their position. The result, however, is that all CHVI employees are deeply involved in the work at all levels and have an excellent understanding of the entire organization.

In response to issues of increasing workload, CHVI created a fifth full-time position as Operations Officer to support the in-country team and has applied for international volunteers to provide expertise and support to the Cambodian office. Four Cambodian volunteers currently work in the office part-time and staff from GHVI's Vietnam office provide support to CHVI.

Parallel in other NGOs

Several nonprofit groups are invested in improving the road safety situation in Cambodia, and CHVI has endeavored to leverage synergies with these organizations to maximize resources, results, and reach. CHVI hopes to improve collaboration through the NRSC's management of the road safety efforts conducted by nonprofits. Their advice could be instrumental in ensuring complimentary efforts and reducing parallel efforts.

Coalition approach

While partnerships are absolutely crucial to obtaining the best results, they come with diverse interests, opinions, timelines, and of course, challenges. For example, input and approval from each partner, though invaluable, has occasionally caused delays in program activities.

Based on the positive results of the first stakeholder workshop, another should have been held between the public service announcement's initial production and its finalization to receive all input and to integrate necessary changes immediately. This extra step would save time in terms of gathering and combining partners' comments as well as completing the changes.

Legislation in transition

A new law mandating child and adult passengers to wear helmets will greatly increase helmet use among passengers, but every day that goes by while the law is still under review, Cambodia suffers the real consequences of not having such a law in place. However, CHVI's programs improve road user's understanding of the need for a helmet to create a sustainable societal change that would be unachievable through legal means alone, with more consistent police enforcement.

Since the process of a law being created and passed is lengthy, CHVI has advised motorcyclists of the upcoming law during community outreach and public events, which is expected to increase riders' compliance once the law is passed. AIP Foundation's experience in Vietnam has shown that widespread awareness of the need for such a law may influence policy makers to pass the law promptly.

Limited data on public events

Evaluation of the public events run by CHVI has been limited, which results in an inability to measure their effectiveness or cost-benefit, and makes it difficult to improve them in a data-driven manner. CHVI will consult M&E partners to develop a framework for evaluating public events.



MOVING FORWARD

CHVI's third phase will build on the lessons learned through the achievements and challenges of 2011 and 2012. First, the public awareness campaign will maintain a positive message rooted in family values. The feedback for this approach has been positive, and it is appropriate for use through a wide range of information channels. Considering the successful impact among survey respondents who had seen the campaign, CHVI aims to increase airing of the television commercial and the number of billboards, and therefore its reach and impact. CHVI will also work closely with the marketing agency to develop new mechanisms for making its campaign activities more interactive.

The *HFk* model has been increasingly successful throughout CHVI target schools. Additional initiatives to improve *HFk* outcomes are underway. In phase III, donations and extracurricular activities will be tailored further to the needs of primary students and teachers in Cambodia, and CHVI will work closely with schools to improve the integration of parents, a factor that repeatedly proves to be essential to the success of school-based programs. In addition, the commitment between schools and will be extended to include a donation to new CHVI

students and extracurricular activities for a second year with the goal of increasing long-term effects on helmet use.

CHVI will continue to engage the police in its public awareness and school-based programs. This partnership has had a positive effect on public perception of traffic police in target areas and has enabled CHVI to conduct street-based awareness projects directly with passengers who are not wearing helmets.

The adaptation of the Vietnamese model to the Cambodian context continues to show that the model can be tailored to new environments. Understanding that these projects are being conducted in developing nations with rapidly changing social and political climates, the expectation for uniformity of the GHVI model in all of the target countries is unrealistic. The model will be the most successful when countries' varying levels of human and infrastructure capacity, financial and technical resources, and geopolitical diversity are taken into account. These factors all contribute to a favorable environment for sustained success.

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