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The American University in Cairo

School of Global Affairs and Public Policy

An Assessment of the Egyptian Government's Use of

Public Service Announcements for Development

Communication

A Thesis Submitted to the
School of Journalism and Mass Communication

in partial fulfillment of the requirements for
the degree of masters of Arts

By: Ghada El Marsafawy

Under the Supervision of Dr. Rasha Allam
2019

ABSTRACT

The American University in Cairo
An Assessment of the Egyptian Government's Use of Public Service Announcements
for Development Communication
Ghada Amr El Marsafawy
Dr. Rasha Allam

Mass media has long been used as a tool for communicating national development. It is through the use of public service announcements (PSAs) that nations could communicate to the masses their development goals. This study examines the use of Public service announcements by the Egyptian government in order to communicate its 2030 development goals. A content analysis of television PSAs (N=69) has been conducted assessing the content and context of those PSAs comparing them to the criteria of effective PSAs. The categories analyzed in the PSAs were PSA Approach, PSA Message, PSA Appeal, PSA Source Characteristics, Personal Relevance, Message quality, Message understandability, Motivational incentives and Messenger attributes. Following the content analysis, in depth interviews were also conducted with experts in the fields of media, communication and development to gain richer information regarding the government's use of public service announcements in Egypt. Findings from the study have shown that while the content of the PSAs analyzed matched the criteria of effective PSAs, results from the interviews have showed that PSAs still did not have the required impact.

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Chapter 1: Introduction

Mass media has always been known for its pivotal role in the sharing and dissemination of information, which is one of the key factors of national development. Communication is necessary in order to bring about the political dialogue and raise awareness regarding the development process. Programs and information delivered through the media have been shown effective in many areas of development (Locksley 2009). For instance, edutainment programs have been used widely in the promotion of healthy habits and improving educational practices. The media has been also contributing to economic growth. The content created and broadcast in media channels provide for hundreds of jobs and generate high revenues which all add to improved economic growth (Locksley 2009). Following WWII and the massive propaganda that was used by the media for mobilization, it has become clear how powerful the media is as a tool for change. Wilbur Shramm, one of the foremost scholars of communications, has been known for his work on how media impacts national development. In his papers done in collaboration with the UNESCO, Schramm was the first to discusses how channels of communications are necessary and work in an inter-relationary manner with aspects of economic, social and political development. Schramm claims that while the media may not be completely successful in changing behavior directly, it is rather important in creating the climate necessary for the promotion of change. Through acting upon its original function to educate, inform and disseminate information, the media thus provides the public with information that will focus attention and create a platform that will facilitate development (Schramm 1979).

Another scholar who was concerned with the relationship between mass media and development was Daniel Lerner. In his book "The Passing of Traditional society: Modernizing the Middle East" (1958), Lerner discussed the concept of communication for development. He explained that only through modernization, third world countries, especially Muslim Arab countries, would develop. Similar to the works of Schramm, Lerner explained how development could be achieved through the use of carefully planned communication campaigns. He stated that through the exposure to the mass media, Middle Eastern societies could transition from being traditional to modernized and by modernized he meant "developed". A core concept of Lerner's work was Empathy, which is the ability to see oneself in other people's situations. He explained that through exposure to mass media one will learn about new lifestyles and vicariously experience different situations which will then make him/her desire such new lifestyles and move from the traditional mindset to a more modernized mindset (Shah 2011). Although Lerner's modernization theory was criticized for its over-simplistic views, it has formed the basis of development communication research. It also has given grounds to the idea that the western-world could use the media to promote its common culture and help less developed nations reach their development goals. What these authors have discussed regarding the media's role in development falls under the practice of communication for development.

1.1 Communication for Development (c4d)

As defined by the United Nations Development Program (UNDP), Communication for development is 'A social process based on dialogue using a broad range of tools and methods. It is also about seeking change at different levels including listening, building trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change' (McCall 2009).

This term was first coined by Professor Nora Quebral in 1972 as

> the art and science of human communication applied to the speedy transformation of a country and the mass of its people from poverty to a dynamic state of economic growth that makes possible greater social equality and the larger fulfillment of the human potential (Quebral 1973)

It basically refers to the use of communication tools for development purposes. It was during this time, the 1970s that it has become evident that community participation in the development process was essential. According the UNDP, there are several ways that communication tools can be used to aid in the development process. The role of the media has then became highlighted as a necessary tool of communicating development practices to further facilitate the two-way communication process so that communities can actively take part in the development process (McCall 2011).

Communication for development efforts have been highly successful in several developing countries. The impact of the media on development could happen either directly or indirectly. The indirect impact the mass media can play to facilitate development in less developed countries is through several ways. It can promote plurality and transparency, contribute to behavioral change, provide many jobs and opportunities for trade, and create a drive for new broadband infrastructure (McCall 2011). The United Nations outlines four main approaches for development communications: behavior change communication, communication for social change, advocacy communication and strengthening an enabling media and communication environment. Behavior change communication is concerned with developing messages and approaches aimed at encouraging positive behavior. Communication for social change uses participatory methods to ensure that poor people are involved in the development process. Advocacy communication is concerned with the change in policy and the political climate necessary to ensure development processes are taking places.

The fourth approach to development communication used by the UN is concerned with creating a strong media and communication environment that could aid in the development process.

Such communication for development endeavors by the United Nations been shown to be successful to bring about change in several developing countries. In developing countries, the media provides information and educates the masses on issues of importance through providing content in an entertaining way. The effectiveness of how this content can actually promote development relates to how relevant the message of the content is to the masses it is trying to target (McCall 2011). According to the World Economic Development Forum, radio and television still remain the most effective ways to create and disseminate information in developing countries. For example, in Nepal, UNESCO has worked on a project to promote media pluralism and empowering ordinary people to have a voice in the current issues taking place in their countries. It has done so through the development of first independent public and community radio station in Nepal and South Asia. By making media more accessible, it will be easier for the people to voice their opinions in the media. Also in India, the public service channel, Doordarshan, has been regarded as a development agent in India through the broadcast of the educational television programming in the 1960s (Kumar 2000).

1.2 Public Service Announcements (PSA)

This study is concerned with how the media can be used as a development tool by the Egyptian government to encourage behavioral change. Through the use carefully planned public service campaigns, the Egyptian government could communicate its development goals. These campaigns aim to promote certain behaviors related to health, economics, etc. or prevent negative behaviors through the broadcast of public

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service announcements. The media tool of these campaigns is Public service announcements. According to the Federal Communications Commission, A Public Service Announcement (PSA) "is any announcement for which no consideration of any sort (including, but not limited to, cash, goods or services, in-kind contributions, endorsements, favorable treatment) is made to the licensee or any organization or entity associated with the licensee and which promotes programs, activities or services of federal, state or local governments or the programs, activities or services of nonprofit organizations " (Federal Communications Commission). In short, that definition basically means that PSAs are messages that communicate content aimed for the public interest and are disseminated for no charge. Although several definitions of Public service announcements exist, there are two common elements that are key to defining PSAs and that distinguish PSAs from regular advertisements. The first element is that, unlike advertisements, PSAs tend to be broadcasted Free of Charge. Although they are developed in the same way as advertisements using advertising agencies, they are however broadcasted for free. The second key element that defines PSAs is that it is a message that is mainly for the public's interest. It is not broadcasted for profit or sales purposes, but rather for public well-being. PSAs "encourage the audience to think about the issue, change their attitude and, ultimately, change their behaviors" (Rice & Atkin, 2012).

PSAs were first used in the United States as early as the 1860s during the U.S. Civil War. The United States government has started selling bonds using newspapers advertisements without charge. These newspapers circulated all throughout the Northern part of the United States. Having raised a lot of money, this attempt was the one to start the entire commercial advertising industry as it has shown the people what advertising can do. Later on, with the entry of the United States in the First

World War, the Federal Committee of Public Information came into order to urge public support for the war. Posters urging citizens to volunteer in the Red Cross as well as the famous poster of Uncle Sam urging people to enlist for the Army are all early examples of Public Service Announcements (Goodwill 2017). However, it was during the Second World War that PSAs became more formalized. The use of excessive war propaganda at that time lead radio broadcasters and advertisers to combine and direct their efforts to form the Ad Council, which was the main propaganda, arm of the United States government. The Ad Council then broadcast messages encouraging citizens to buy war bonds, as well as other messages directed at not giving away any information regarding the current military operation in their campaign "loose lips sink ships" (Dessart 1982). Later on, such radio messages increased, and with the introduction of television, it has become established that free airtime is to be given to the Ad council for the broadcasting of PSAs. The Ad Council has continued to create PSAs in the United States up until the present day. Of the very influential PSAs was the one that aired in 1983 about drinking while driving. The phrase "Friends don't let Friends drive drunk," is still memorable today in the United States. This PSA has caused the number of alcohol-related deaths to decrease by 17% (Anzilotti 2017).

Ever since, PSAs have been widely used to inform the public on certain issues, ranging from the prevention of wildfires to the dangers of smoking, to promote both individual and public well being. Such communication through the use of PSAs is important especially in the case of developing countries. The Egyptian media constantly discusses the major projects and reform policies that have been taking place in Egypt in most of its public owned channels as well as the privately owned satellite channels.

1.3 Egypt's Media Landscape

In the recent years, following the January 25th revolution, the media landscape in Egypt had undergone several changes. The suffering economic condition resulting from the revolution followed by the economic reform policies has greatly affected the media industry in Egypt. Egypt however remains as a leader in the media market in the Middle East coming in third after Saudi Arabia and the United Arab Emirates.

Television

Regarding the media outlets, television continues to be the most popular medium in Egypt (Allam, 2018). The television industry in Egypt is divided into two main categories; National channels and private satellite channels. National television is under complete control from the state, which owns two national terrestrial channels, six local television channels as well as a network of satellite channels. Those satellite channels are preferred by viewers, compared to local and terrestrial channels. According to a recent report by the CAPMAS

> on a daily average the main and local terrestrial channels transmit mainly political programs (22.65 percent), followed by entertainment programs (16.3 percent), then by cultural programs (15.31 percent), religious (15.30 percent), public service announcements (11.3 percent), sports (7.24 percent); the touristic broadcasts (1.57 percent), historical heritage (2.20 percent) and educational (6.16 percent), score the lowest (Allam, 2018).

These figures show how Public service announcements have a large presence on national television compared to other more popular programming, like sports programs. Such percentages show that public service announcements are of high priority to the Egyptian government and are allocated a large percentage of its broadcasting time.

Concerning private satellite channels, the most popular channels in terms of audience viewership. Following the revolution, many satellite networks were

launched including the Cairo Broadcasting Corporation (CBC), which is one of the most popular satellite networks in Egypt. These satellite channels have also had a high reach in several Arab countries as well. Satellite channels depend on advertising for their revenue. They spend a large sum of money towards creating good programming as to attract higher audience shares and thus more advertising, yet the advertising revenues are never enough to cover their costs. This high competition for advertising revenue makes it hard for Public service announcements to air for free on these private satellite channels (A. Taher, personal communication, December 2018).

Radio

Radio is the second most popular medium in Egypt. Egypt has the most powerful broadcasting system in the Arab region. Radio has always been a state run medium, however with the launch of the Nile Sat it has started, private radio channels came into being. In 2003, Nile and Nogoum FM were launched, followed by more radio channels in 2011, following the revolution. A CAPMAS report in 2016 on radio programming shows that the most popular form of programming on radio channels is entertainment programming.

Social Media

Following the revolution, the number of social media users has increased tremendously. Internet usage in Egypt has increased from 18 hours a day in 2013 to 26 hours a day in 2017 (Allam, 2018). Social media has become a platform for sharing and acquiring information. Based on the Arab Social Media report (2017), Facebook comes first with about 30 million Egyptians using Facebook, Twitter comes next with an average of 1.7 million users and Instagram comes in third with around 800,000 users.

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Social media networks offer room for open and transparent discussions. Through Facebook and Twitter, people could openly discuss their opinion, even if it includes criticism or opposition. Social media networks have also contributed to the rise of opinion leaders. These opinion leaders are people who affect the attitudes and behaviors of their wide audience base through the messages they communicate in their social media accounts. These opinion leaders could range from fashion influencers to political figures.

1.4 Reform in Egypt: Egypt 2030 Development Goals

For the past few years, following president Abdel Fattah El Sisi's inauguration, the Egyptian government policy has been directed towards reform. This reform comes as a result of the January 25th revolution and the problems that were to follow it. With the political turmoil that came after the revolution, the economy in Egypt floundered. The changing governments and the political instability that were to follow the revolution turned the government focus more on restoring safety and stability in the country and further from the economy (Khan and Miller 2016). Thus, ever since he took reign, President El Sisi has been looking forward to making up for the struggling economic situation through various economic reform policies. One of the tools that could help communicate these reform policies easier and faster are Public Service Announcements.

The new Egypt 2030 vision has set three strategic dimensions for which development is to start taking place. This vision is based on the 17 Sustainable development goals outlined by the United Nations that shape Egypt's development agenda up to the year 2030. The Sustainable Development Goals (SDGs) adopted by Egypt on September 25th 2015 are:

1-No Poverty

2- Zero Hunger

3-Good Health and Well-being

4-Quality Education

5- Gender Equality

6- Clean Water and Sanitation

7- Affordable and clean energy

8- Decent work and Economic growth

9- Industry, Innovation and Infrastructure

10- Reduced inequalities

11- Sustainable Cities and communities

12- Responsible consumption and Production

13-Climate Action

14- Life Below Water

15- Life on Land

16- Peace, Justice and Strong Institutions

17-Partnership for the goals

(arabstates.undp.org).

The Egyptian government has devised its 2030 sustainable development strategy in an attempt to achieve these goals. The strategy will operate based on three main dimensions; the social dimension, economic dimension and environmental dimension. According to the official website of the Sustainable Development Strategy: Egypt 2030, "the new Egypt will possess a competitive, balanced and diversified economy, dependent on innovation and knowledge, based on justice, social integrity and participation, characterized by a balanced and diversified ecological collaboration

system, investing the ingenuity of place and humans to achieve sustainable develop-ment and to improve Egyptians' life quality" (Egypt's Vision 2030).

Policies have been initiated and laws came into order so that such reform could start taking place. In order to further accelerate this reform and move in ac-cordance to the three dimensions outlined in the government's strategy, the govern-ment continues to encourage the people on undertaking healthy and efficient habits that coincide with the issues on the government's current agenda. As means of reach-ing the masses, the government uses one very popular way of enticing the people to adopt pro-social behavior through PSAs.

1.5 History of PSA's in Egypt

The Egyptian government has been using PSAs for quite some time in order to promote societal and economic wellbeing. In the 1980s, the Egyptian government along with the ministry of health launched a campaign to educate people on family planning. The campaigns involved the airing of PSAs on radio and television as well as opening local health centers in which people could go and ask about the available contraceptive methods. The PSAs have had a major role in creating awareness regard-ing family planning methods; according to a national health survey conducted in 2008, television was the main source of information about family planning. Results of this survey show that around 60% of married women ages 15-49 stated that they have seen a family planning message on television and 19% have listened to a family plan-ning message on the radio (Amin 2014). Results like these show the importance of PSAs as a valuable tool of development communication.

Another campaign that took place in Egypt in the mid 1990s was one initiated by the ministry of public works and water resources (MPWWR) in collaboration with

USAID to educate about manners of water conservation as well as prevention of water contamination and pollution. For the purposes of this campaign, a department was created under the MPWWR, called the Water Communication Unit (WCU) solely for the purpose of communicating information regarding water conservation and pollution prevention. For the first time, the WCU used television, radio and print advertisements to communicate its messages to the public. It employed an advertising agency, which developed around six television PSAs, five radio PSAs and two newspaper PSAs. The use of these media, especially television, greatly impacted the campaign reach; in a period of three months, the television PSAs were broadcast more than 1,000 times reaching an audience of around 26 million Egyptians (Egypt: Public Awareness and Water Scarcity 1996).

Another very popular public service campaign was the one aimed at eradicating the bilharzia endemic. The Bilharzia, or Schistosomiasis, media campaign launched in Egypt in the 1980s. The health ministry then adopted the view that the most effective way to communicate messages regarding bilharzia control was through radio and television. The ministry started its media campaign by hiring experts in social marketing who used the same product marketing techniques to communicate messages of bilharzia dangers and control. In the late 1980s, the ministry started its campaign broadcasting one-minute television PSAs about the disease in between programs. The campaign also used the entertainment industry and conveyed messages regarding the disease and methods of controlling it in soap operas that were broadcasted on radio and television. Although the PSA's were memorable and could easily be recalled, they haven't proven effective in changing the behavior of locals around the Nile banks. The campaign was in fact successful at getting people to go to their local health centers for checkups, but not very successful in altering their unhealthy

bathing habits (El Katsha and Watts 2002). Later evaluations by researchers show that this was due to the campaign messages not being pre-tested to make sure that they will be persuasive in changing the people's behavior.

Further campaign evaluations in the early 1990s show that while residents around the Nile delta could highly recall the television messages and especially the slogan "Keep your back to the canal", they did not know what to make out of it. It was that "Young children [were] cheerfully singing the TV ditty about not going to the canal, while splashing about in its shallow waters" (El Katsha and Watts 2002). However, the campaign was in fact considered a success due to the people heading to the nearest health centers to get the necessary treatment. The role of the ministry by making the health centers easily accessible for people has made it easier to fight and prevent this disease.

A PSA could reach as many people as possible as well as resonate with the viewers, however what really determines its effectiveness is its ability to cause behavioral change. This draws the question of what makes PSAs effective in being able to trigger behavioral change. This paper aims to assess the use of Public Service Announcements by the Egyptian government as a tool for development communication.

1.6 Significance of Study

The past few years have been a critical time in Egypt's economy. With a rising rate in inflation as well as major policy reforms taking place, the government has been faced with high levels of resentment from people upset with how the recent policy reforms have impacted their lives. A very important, often overlooked way that the government could lessen this resentment is through properly communicating to the people why these reforms are taking place, and how they will impact the people in

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the long run. Therefore, effective PSAs created by the government are needed to fully communicate its development policy and encourage citizens to actually take on behaviors that align with the government's development goals. This paper will analyze how well the PSAs aired in the past four years, following Egypt announcing its adoption of the SDGs of 2030, were created using the most efficient tools to influence behavioral change. It will therefore act as a reference for policymakers and advertisers as to know how their efforts are actually turning out. This study is also significant due to it being the first, to our knowledge, to assess PSAs effects in Egypt from a developmental perspective as most of the literature on PSAs is about its effects on public health.

Chapter II: Literature Review

The earliest research done on the role of media and development was Wilbur Schramm's famous work on Mass Media and National Development (1964). In his paper, he discusses the development functions of the mass media. He explains how mass media should operate as part of a communication system to bring about change. It should focus attention and educate the people towards new policies taking place. Its role as the primary disseminator of information is essential here in sharing news and promoting positive cultural practices that are all necessary to development.

Later, in a follow-up paper titled "Big Media, Little Media," Schramm discusses how the new media should move from targeting the masses to being most localized in its quest to promote national development. He explains how interactivity with the local communities is a must in order to fully explain to them the need for change (Schramm 1977). He further notes that change would not come on a large scale by targeting the entire population, but rather by directing the communication efforts to each smaller community one at a time to ensure that they are fully aware and educated on the subject matter in order to be able to result in any social or economic change. He mentions how media interactivity, or providing a horizontal rather than vertical (top-down) method of communication is key in order to cause any behavior change. He explains how it is through localized media that change could actually happen. Given the time context of Schramm's paper in 1977, Schramm mentions how hard it will be for a more localized/divided media type and how hard it is to maintain such horizontal method of communication, especially in developing countries. However, now that the media has the resources for this segmented media targeting and that it has been the prevalent media system in the last decade, was it more effective in targeting communities to bring about change. One should also consider

why mass targeting through television and radio channels is still used for public service announcements aimed at promoting national development (Schramm 1964).

2.1 Media and Development

Several studies have been conducted on the effectiveness of media campaigns in promoting development. One researcher who has been particularly interested in this area is Robert Hornik. Robert Hornik conducted several studies on how media has helped in development. In 1980, he conducted a comprehensive study evaluating several development projects conducted over three different continents; Africa, Asia and South America.

Results from this study have pointed to several conclusions regarding the role media can play in development. The most common role is how media can act as a low-cost loudspeaker through reaching out to a large number of people that would be hard and costly to reach otherwise. The author gives two examples in this case. One example is based on an Agricultural development campaign in Guatemala, and how that through radio broadcasts, the ministry was able to reach a large number of farmers and educate them on efficient and effective agricultural methods. Another example the author mentions in the article is one in El Salvador, in the 1960s and how television was used as a tool of educational reform. Through the implementation of a system of instructional television for students and also for teachers training, the number of enrolled students in the upcoming years increased and the quality of teachers improved at a much lower cost than in other reform methods used earlier by the government (Hornik 1980).

As answers to the questions posited by Hornik in this study, he concludes that the role media plays in development is a rather complementary role. It is necessary in catalyzing and organizing the development process, however it must be accompanied

by a desire for social change, dedication as well as an employment of resources all directed towards a unified development goal (Hornik 1980).

In 2014, along with fellow author Daniell Naugle, Hornik published a paper evaluating the role of mass media in affecting the child survival rates in low and middle-income countries. The paper basically presented a meta-analysis of the existing studies that discussed health concerns related to child survival rates, like diarrhea, malaria, immunization, HIV etc., and analyzed the role of the media in each campaign and whether it had an effect on the overall effectiveness of the campaign or not. Hornik then divided the studies he examined according to the level of mass media interventions ranging from strong to moderate to weak. Results from this study show that campaigns that had strong and moderate media interventions were more effective in terms of results than studies that had weak media interventions. He associates this finding basically to the nature of mass media outlets and how they are able to reach larger audiences and thus create more awareness regarding the disease (Naugle and Hornik 2014).

Naugle and Hornik also discuss several advantages and disadvantages of using the mass media for development communication purposes. They discuss that mass media is a low budget tool for reaching masses of audience compared to actually going on ground and targeting the people personally through hospitals, NGOs etc. It is also that mass media message content is controlled and consistent due to it being manipulated by the senders. Mass media messages are also easy to translate in several languages and thus reaching a wider audience. Some disadvantages of using mass media for development communication is the fact that messages may not be able to reach the intended audience due to the large numbers of media channels and the over cluttering of advertisements.

2.2 Role of PSAs in Development

Moving in to a more specific tool of communication, and the focus of this thesis, the following section will discuss more specifically the role of PSAs and their effectiveness in development communication. The effectiveness of PSAs as a tool in the promotion of positive health practices has long been established through rigorous research (Durkin et al 2009; Wakefield et al. 2008; Nolan et al. 2009). A study by Melanie Wakefield et al. (2010) analyzed over 100 studies and reviews on the effectiveness of public service campaigns in causing behavioral change in several fields including but not limited to alcohol use, tobacco use, HIV prevention, skin cancer prevention, nutrition, physical activity, immunization and many more health related topics. The results of this research have shown that such mass media campaigns can "directly and indirectly produce positive changes or prevent negative changes in health-related behaviors across large populations" (Wakefield et al. 2010). Results from this study have also shown that campaigns in which media was part of a varied campaign strategy with several different channels like on ground campaigns etc., were likely to be more successful that if the campaign depended on media alone.

Furthermore, Wakefield also discusses how in some cases, mass media campaigns can fall short and do not cause the intended effect as is desired. She attributes this to many factors many of which relate to how the campaign message was designed. She explains that research on the target audience may be poorly executed and thus the PSA message fails to influence them. Therefore, campaign success relies heavily on how the media message or PSA is created.

The first step to create an effective PSA is research. Although one may be tempted to overcome this step, as some issues are just "obvious", it may come as a surprise how little one may know about the practices, thoughts and beliefs of some

people. Therefore, it is mandatory to research your target audience first. One should try to find out what they know about the topic in question and what are their attitudes about it. For example, the ministry of public works and water resources in Egypt used the help of GreenCOM to craft a public awareness campaign regarding the conservation of water. The ministry had some messages in mind that they knew would be persuasive to farmers. However, in a pretest of the message on 40 farmers, 39 farmers did not even understand the ministry's messages (Public Awareness on Water Scarcity 2006). In that sense, GreenCOM started researching first what the farmers knew about the topic of water conservation before crafting any PSAs to target them. This is one example of how research on the target market is fundamental when it comes to creating effective and persuasive PSAs.

2.3 Criteria for Effective PSAs

Of the most essential works conducted on PSA effectiveness criteria was Rice and Atkin's book Public Service Campaigns. Rice and Atkin discuss ways in which one can develop a successful public service campaign, and by which provide guidelines to help construct effective PSAs. Basing their research on several theories of persuasion and change, Rice and Atkin outline the main contributing factors to the effectiveness of a PSA.

The authors start by outlining the importance of defining the target audience of the message. The authors explain the necessity of dividing the broad population into small target groups according to demographic, psychographic and lifestyle characteristics. They discuss how this segmentation could help message efficiency in two main ways. First, efficiency could be improved when the audience groups are divided according to their stand, receptiveness and attitude towards the PSA message therefore making it much easier to target them with the proper messages. The second way

is that by grouping audience members according to the characteristics mentioned above it will be easier to know what message design, stylistic elements, form etc. will appeal to them more and probably be of better influence. Target market research and segmentation is also important in that it helps decide how to reach them, through which medium and what to tell them. Segmentation helps in deciding the content of the PSA and on the message or tone that will appeal more to the target market directly and also indirectly to policy makers and influencers (Rice and Atkin 2012). Following the identification of the target market and segmentation, the next step is to determine how to approach the audience.

2.3.1 Message Approach

Rice and Atkin then move on to discuss the type of PSA approaches and their effectiveness. The authors discuss two major approaches: Prevention and Promotion. Prevention is concerned with halting an undesired behavior whereas promotion is encouraging a desired behavior. They also discuss how the prevention method, especially when using the fear appeal to outline the negative consequences, is more effective in cases where there is a high risk associated with the negative behavior. PSAs that are shocking and show people negative consequences like death or illness are shown to be more persuasive especially in issues that are threatening and of great importance (Rice and Atkin 2012). However, it is argued that they may present an inaccurate view of reality by over exaggerating the statistical occurrence of the incidence happening (Coleman & Major, 2014).

On the other hand, the authors outline how, according to the social marketing perspective, using a promotional approach is effective in changing behavior by presenting rewarding gains from undertaking the desired behavior. By offering attractive "rewards", the PSA can then influence the audience to follow the desired behavior.

In his works on public health, Rothschild (1999) also discusses message approaches. He explains how public service campaigns fall under three categories: education, marketing or health. Public service announcement messages that use an educational approach basically encourage the public to adopt a certain behavior or refrain from a certain behavior without actually explaining the benefit or reward resulting from it. For example, "Don't waste water" or "Quit smoking now". The base of the educational approach is to encourage the viewer to begin seeking information about the benefits associated with developing/refraining from the certain behavior mentioned in the PSA. The second approach Rothschild explains is marketing. What makes marketing different from education is that the desired behavior is reinforced. According to Rothschild, under the marketing approach, there is an exchange promised from adopting the desired behavior. The third category discussed by Rothschild is law. Law is different from education and marketing in that it is non-voluntary while the latter two encourage voluntary action. Law uses force and penalties to change certain behaviors. For example, PSAs that were part of the Taxation campaign fall under the law category in which the PSAs explained what should be done and in the second phase of the campaign outlined the penalties associated with not declaring your tax payables. The author then delves into how the government could use each of these approaches depending on the characteristics of the issue at hand. One of the main factors that determine which approach is going to be more effective is the current usage of the target market. Rothschild explains this as that people who are not engaging or engaging lightly in the undesired behavior are more likely to be persuaded by the PSA, using education, and follow the desired behavior. On the other hand, it will require more persuasion, using marketing or law, for people who are heavily engaged in

the undesired behavior to follow lead. An example of this is how anti-smoking campaigns have a tendency to affect light smokers more than heavy smokers.

Therefore, in this case researching the target market is essential in order to create the most effective PSA. Another factor is competition. The more there are competing viewpoints against a certain argument, the harder it will be to use education to counter it and will require approaches like marketing or law. Other factors that would also affect which approach to use relate to how an individual views his/her actions in relation to society. The more he/she feels that his costs/benefits are shared by society, the more likely he/she is to respond to the education approach.

2.3.2 Message Content

Following determining the approach of the PSA, the next step is to determine the PSA message characteristics. In their book, Rice and Atkins explain how message content is divided into two categories: informational messages and persuasive messages. Informational messages either aim to create awareness, or attempt to offer instructions. Awareness messages offer content that is very simple, informing people on the issue at hand and what should be done. Instruction messages are more detailed messages presenting how-to information on campaigns that require necessary steps or skills to be acquired. However, the majority of campaigns usually contain persuasive messages. This part is the part most marketeers and creative directors behind public service campaigns give most attention to; the message appeal. The appeal of the message is basically how this message will influence the audience. There are two types of appeals, rational appeal and emotional appeal (Kotler & Armstrong 1991). Rational appeal is the appeal to logic used through informing people of the benefits and drawbacks of the issue. Emotional appeal on the other hand is eliciting certain feelings or emotional responses in order to affect persuasion. Paek et al (2011) discuss how emo-

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tional response is one characteristic of a PSA that should always be present. He argues that when the PSA appeals to one's emotion, he/she will likely be more persuaded by its message and act upon it. Emotional responses are said to provide more recall of the message and encourages audiences to learn more about it (Flora & Maibach, 1990). The use of these emotional appeals depends on the content of the message and the purpose of the PSA. In some cases, appeals to fear and anger used in PSAs could sometime backfire and lessen from the persuasive nature of the argument (Dillard & Peck 2000). Cases of PSA campaigns backfiring usually result in appealing to the wrong emotions and instead of creating feelings of worry or fear they result in resentment. Fear is actually one appeal that can be targeted either rationally, through facts or figures, or emotionally by inducing the feelings of distress (Leventhal 1970), yet it has not been decided yet which appeal is more effective in persuasion. As for the use of the humor appeal, some studies have shown that although memorable, it may actually lessen from the perceived importance of a topic. Audience may perceive a topic as less importance, therefore being less inclined to act upon it, due to its use of the humor appeal (McGraw et al 2015).

In their work on message appeals, Bagozzi and Moore (1994) argue that PSA's should not solicit a certain emotion but rather a range of negative emotion as that they will appeal to each person differently. They found that people feel overburdened by these negative emotions, yet at the same time motivated and eager to help out. In this case, the negative emotions resulting from the PSA's message acted as incentives for the audience to take action and help out regarding the issue at hand (Bagozzi and Moore 1994).

2.3.3 Personal relevance, Argument quality and perceived message effectiveness

With regards to public service announcements, personal relevance as a characteristic of a PSA message is the degree to which the audience relate on a personal level to the issue discussed (Johnson & Eagly, 1989). The target audience of the message and geographic vicinity of the issue determine the degree of personal relevance (Zhang et al. 2014). For example, viewers who had friends and family on drugs were more persuaded by the Anti-drug campaign's message as it was directly related to a personal experience.

A study by Van Stee et al (2012) on Safe-Sex PSAs found out that participants who described the characters in a PSA as realistic had personally known or encountered someone who went through a similar experience. However, those who did not have any personal relevance with the topic said that the characters used in the PSA were unrealistic and thus they are less likely to be persuaded by the message. Another study that focused on personal relevance as a contributing factor to PSA effectiveness was that by Zhang et al on HIV/AIDS PSAs. They discussed how the personal relevance, along with argument quality and evidence form affected participants attitudes towards condom use with their main partners as well as with other partners. Results from their study showed that personal relevance affected the participants towards using condoms with their main partners and not with non-main partners. As for the form of evidence, there was no difference in the participants' attitude towards condom use based on the type of evidence they were shown in the PSA. On the other hand, the study showed that it was argument quality that influenced attitude towards condom use the most regardless of partner type. This study sheds light on how, aside from personal relevance, argument quality is a main factor contributing to message effectiveness in PSAs. The importance of the message content as a determinant of

PSA persuasiveness/effectiveness has been established through many studies over the years, however how other factors are affecting PSAs is still undetermined.

2.3.4 Context

Studies on PSA context examine the packaging of the message and how it affects the overall effectiveness of a PSA. In this case, unlike message content, the format of the message as well as the type of medium it is presented is examined. When it comes to message format, some features like visual effects, sounds and special edits are said to have an effect on sensory, affective and arousal responses (Palmgreen et al., 1991). These features include formal video, formal audio features, and content format features (Morgan, Palmgreen, Stephenson, Hoyle, & Lorch, 2003).). Another study by Booth-Butterfield& Gutowski (1993) explored the message form in relation to the Elaboration Likelihood model. The results of the study showed that the form of the message could in fact affect dual-route message processing. Print is more likely to encourage the use of the central route of processing while audio and video form messages are processed using the peripheral route.

Joyce and Harwood (2014) have conducted a study on how the context of the message and the perceived effectiveness of the message affect its level of persuasiveness. This study looked at weather the PSA presented as a user-generated video will be more persuasive than it being presented in the actual PSA form. They wanted to examine how the source affected how audiences perceive the message. Results from this study show that message context did indirectly affect persuasion.

2.3.5 Source Credibility

Source characteristics are a very important factor affecting the persuasiveness and thus the effectiveness of a PSA. Rice and Atkin (2012) discuss how source credi-

bility affects how the viewer reacts to the PSA. They suggest that the more likeable, trustworthy and credible the source is, the more likely the viewer is able to be persuaded by it, and thus makes it more effective in triggering behavioral change. A study by Paek et al. measured the effect the type of message producer (expert vs. peer) will have on the persuasiveness of a PSA. Results show that peer producers were more persuasive for participants with low issue involvement in contrast to high-involvement participants who found PSAs produced by experts to be more persuasive (Paek et al. 2011).

2.3.6 Messenger Characteristics

The messenger is the one who presents the main message of the PSA. Examples of a messenger could include a celebrity, a public official, an ordinary person giving a testimonial, or even a narrator. The characteristics of the messenger are something that could highly influence the effectiveness of the PSA. Traits like likeability, credibility, and personal relevance of the messenger affect the way the audience engages with the message. According to Rice and Atkin "these attributes can 1) attract attention and facilitate comprehension by personalizing message concepts, 2) elicit positive cognitive responses during processing, 3) heighten emotional arousal via identification or transfer of affect, and 4) increase retention due to memorability" (Rice & Atkin 2012).

2.3.7 Evaluation Techniques

Ensuring the success of PSA's in achieving its developmental goals is mainly based on the design of the PSA. However, a very important tool the government can ensure that the PSAs will be successful in the future is through evaluation methods. Following the launch of public service campaigns, each of the phases of the campaign

should be evaluated to check whether it has reached its intended goal or not. Goodwill discusses that a tool that helps a PSA become more effective and aids in the evaluation process is when it consists a call to action or requires a response. This usually comes in the form of a number to contact or to head to the nearest health center etc. (Goodwill 2017). Rice & Atkin suggest two types of evaluation techniques that should take place: process evaluation and outcome evaluation. Process evaluation takes place while the campaign is still being implemented. It is there to test whether the campaign goals are being properly executed and put into action. It also checks for any problems during the campaign development phase in order to avoid these problems in later phases or other PSAs. Outcome evaluation takes place after the campaign has been implemented and is used to assess its effectiveness. Campaign effectiveness can be measured on different levels based on campaign goals.

In their work titled "Communication Campaign Effectiveness", Salmon and Murray-Johnson (2013) discuss different types of campaign effectiveness. They explain that judging whether a public service campaign is successful or not is highly depending on the goal of the campaign. The first type of effectiveness they discuss is definitional effectiveness. Definitional effectiveness is achieved when a social phenomenon is being defined as a social problem. It is then that this problem is discussed on several media outlets and the public is regarding it as a social problem. This social problem could then either be realized at an individual level or at a societal level.

The second type of effectiveness is contextual effectiveness. Salmon and Murray-Johnson discuss contextual effectiveness as under what context will the problem be placed. The authors discuss three mechanisms of which the PSA could bring about social change. The first one is the engineering solution to the problem, which happens

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when a new technology or tool is developed in order to help overcome a certain social problem. The second solution is enforcement. Enforcement takes place when new laws are initiated as a means of overcoming a certain problem. The third solution is through education. Education involves influencing attitudes and behaviors. It is the most widely regarded form to bring about social change.

Another type of effectiveness discussed by Salmon and Murray-Johnson is cost-effectiveness. They discuss cost effectiveness of public service messages as being able to reach the "right people" only and get them to change their behavior to the de-sired one without spending any extra costs. The last type of effectiveness discussed by Salmon and Murray-Johnson is the programmatic effectiveness. Programmatic effectiveness is basically testing whether the intended goals of the campaigns have been met or not.

2.4 Theoretical Framework

In an attempt to explain how public service announcements could facilitate behavioral change, this paper will examine one of the main persuasion theories: the communication-persuasion matrix. The communication-persuasion matrix discussed by McGuire (1985) describes how people react to persuasive messages through an input/output matrix. Mcguire discusses inputs that the media can control that are necessary for the persuasion process and the outputs are the results that are to be measured to see if any persuasion has taken place. The input variables outlined by McGuire are: source, message, recipient, channel and context. These input variables act as independent variables and are in control of the media and are manipulated as to achieve persuasion. In the case of PSAs, as discussed in the literature review, the source is one very important factor affecting persuasion as the more credible and trustworthy a source is, the more the PSA is persuasive. As for the message, it is the way the PSA will appeal to the audience; it could be either rational, emotional etc. The message could also be of good or bad quality, entertaining or not etc. This message is in turn viewed by a recipient who has distinct characteristics and traits, who might or might not, relate to the message being sent. The recipient views this message through a certain channel that has its specific characteristics, whether it being print, audio, or audio-visual (television) and in a certain context, for example an individual or group setting etc. (McGuire 1985).

These inputs outlined by McGuire supposedly impact one or more outputs for the persuasion process to occur. The output variables are exposure, attention, interest, comprehension, acquisition, yielding, memory, retrieval, decision, action, reinforcement, and consolidation. These outputs are what are to be measured to ensure that some persuasion has taken place. McGuire explains that the output processes act in

stages. First, exposure has to take place in order to attend to a certain message. You have to first come across a message or view it in order for it to grab your attention. Once the message has caught one's attention, it supposedly should arouse interest and later comprehension and acquisition in an attempt to understand what the message has to say and what the recipient gets out of it. In the later stages of yielding through consolidation that attitude formation starts taking place and thus some influence on the recipients may take place. Yielding refers to the acceptance of the information of the message. Once this is done, this information retains in the memory, later being retrieved when a similar situation arises and then deciding to act upon it. After action has taken place, the attitude is either reinforced if the resulting outcome was satisfactory, or undermined if the outcome from the action was not satisfying. In the case of a satisfying outcome, the attitude will then be consolidated, which basically means that it will be more likely to sustain and guide behavior later on.

The communication-persuasion matrix also assumes that each of the different inputs can have a different effect on the outputs. For example, in a study by Hyman and Sheatsley (1947), the knowledge and interest of a message recipient were found to have a positive effect on exposure to political message, but negative effect on changing attitude. This could be resulting from the fact that people tend to expose themselves to messages of people they like and that then reinforces their existing opinions. This explains why PSA messages sometimes fail to cause behavioral change although they can positively affect other outputs. McGuire's model explains the process of persuasion through a simplified matrix of inputs and outputs. It bases the framework for this dissertation in that the inputs used in McGuire's matrix corresponds to the measures this research will analyze.

3. Chapter III: Methodology

This is a descriptive analytical research that will use both a quantitative and a qualitative data gathering method through the employment of the content analysis research technique followed by in-depth interviews.

3.1. Research Question:

Is the Egyptian Government fully utilizing "Public Service Announcements" as a tool for national development?

To what extent do Television Public Service Announcements by the Egyptian Government aimed at promoting development follow the recommended guidelines of effective PSAs?

3.2 Content Analysis

The researcher will use a content analysis research design to analyze government television PSAs aimed at promoting development in Egypt. The content analysis research design is a quantitative approach used when to analyze and classify media messages. It is defined as a "method of studying and analyzing messages of communication in a systematic, objective and quantitative manner for the purpose of measuring variables." (Wimmer & Dominick 2011).

With regards to communication studies, the content analysis research design is used for five main research purposes. Content analysis can be used to describe communication content, test hypothesis regarding message characteristics, compare media content to real life, examine the image of certain groups in society, and establish a basis for further research in media effects. For the purposes of this research, content analysis will be used to describe media content and test whether the messages found in the content being studied is complying with the guidelines of effective PSA con-

tent. However, one of the limitations of content analysis as a research design is its inability to give inferences regarding how this certain content affects audiences. In order to override this limitation, this research will subsequent the content analysis with in depth interviews to understand more about how these results relate to the current situation in Egypt.

3.2.1 Sampling:

For the purposes of this paper, the sample will be a purposive sample following non-probability sampling techniques. The sample is all television Public service announcements created by the government aimed at promoting developing. The paper will group the PSA's analyzed into three categories based on the three strategic dimensions outlined in the governments Egypt 2030 vision: Social, economic and environmental. In this research study, a total of 69 PSAs were examined from 11 different campaigns. These PSAs were broadcasted on Satellite channel networks like CBC, DMC, Al Nahar, ON, El Hayah and Al Kahera w Al Nas. All of the PSAs either fall under the social or economic development; no PSAs were directed towards environmental development during the time that the content analysis was carried. Out of these 11 campaigns, three campaigns were aimed at social development covering topics like drug prevention, women empowerment and illegal immigration. These three campaigns had a total of 12 PSAs. Concerning campaigns targeting economic development, there were eight campaigns. These eight campaigns covered topics like buying foreign currency bonds, promoting the purchase of local brands, information on the Value added tax energy and electricity conservation etc. Information about the PSAs that were analyzed in this study was acquired through contacting several people who work in advertising and media buying and planning. They were able to provide information regarding which PSAs were broadcast on television during the time

Table 1.1 below shows the campaigns analyzed as well as the numbers of PSAs of each campaign.

The unit of analysis examined is the television PSA and the time frame is from September 25th 2015 to March 30th 2018. The choice of this time frame is based on the time of declaration of the 2030 Sustainable Development goals, which will constitute the national development agenda of Egypt in the upcoming years.

Table 1.1

Campaign name	Campaign purpose	Strategic Development Goal	Number of PSAs
Enta el 7al	Electricity conservation	Economic	9
Taa Marbouta	Women Empowerment	Social	5
Shahadet Belady el Dollareya	Buying Foreign Currency Bonds	Economic	2
Ekhtar hayatak	Drug abuse prevention	Social	5
VAT	Value added tax	Economic	5
Abl ma Tehager, Fakkar w Shawer	Preventing illegal immigration	Social	2
Invest in Egypt (Campaign 1)	Encouraging investment in Egypt	Economic	4

Invest in Egypt (Campaign 2)	Encouraging Investment in Egypt	Economic	18
Be Kol Fakhr, Sone3 f Masr	Encouraging buying local brands	Economic	3
Waffar Le Nafsak	Energy conservation	Economic	5
El Shemool el Maly	Banking services for everyone	Economic	11

3.2.2 Coding Procedure

Due to the two-year time frame, most of these PSAs have stopped airing during which the research was conducted. Therefore, the researchers coded online copies of these PSAs uploaded on YouTube. Two coders, one of which is the researcher, will conduct the coding procedure. Both coders are university graduates of the School of Journalism and Mass Communication. The content was divided equally among coders. The coding procedures and instructions were reviewed together by both coders in order to ensure that both coders had the same understanding of the coding procedures. The Coding procedures were conducted with reference to the Content Analysis section in the "Mass Media Research: An Introduction" book by Roger Wimmer and Joseph Dominick. Also in order to ensure agreement between coders, results were tested for intercoder reliability in which 10% of the date were divided and analyzed by each coder separately.

3.2.3 Measures:

This thesis will assess the content of the PSAs according to the criteria based on Rice and Atkin's work on effective public service campaigns. The following are the measures being analyzed for the purpose of this thesis (Please refer to Coding sheet in Appendix for more details):

PSA Approach: The way in which the PSA tries to present the issue. Whether the PSA uses a preventative approach or a promotional approach. Is the PSA promoting positive behavior or is it calling for the prevention of negative behavior.

PSA Message: What type of message the PSA tries to send. Is it a message of awareness, instruction or persuasion?

PSA Appeal: How the PSA tries to relate to the viewer. Does the PSA use a rational or an emotional appeal?

PSA Source Characteristics: Is the source a trusted? Is it identified?

*Personal Relevan*e: how relevant the PSA is to the average viewer. Is it tackling an issue that the viewer will relate to?

Message quality: Is the message argument presented in a manner engaging and entertaining to the viewer? Does it grab the viewer's attention?

*Message understandabilit*y: Is the message presented simplified in a manner that the average viewer, or especially the target viewer will understand? Can the message be simply stated in one sentence?

Motivational incentives: are there any returns identified in the PSA to the viewer from taking on the desired action or discontinuing the undesired action.

Messenger attributes: Is the messenger identified? Does the PSA use a celebrity

spokesperson? Is the messenger credible?

3.3 In depth Interviews:

Following the content analysis, a series of six in depth interviews have been conducted with experts on the topics of media and development as to gain further insight on the use of public service announcements for national development. The interviews aimed to acquire more data regarding the use and utilization of PSAs as a tool of national development by the Egyptian Government. As a research methodology, in depth interviews provide rich descriptive data that are otherwise not available through content analysis. However, limitations to this research methodology include its prone to bias, lack of generalization to the population, and that it could be very time intensive (Boyce & Neal 2006).

For the purposes of this research, the interviews were semi-structured. There was a guide of topics to cover, however questions were not asked in the same exact manner for every interviewee. This was mainly due to the interviewees coming from different backgrounds and therefore having different types of expertise and thus new information to add to the topic.

3.3.1 Sampling

The sampling technique for this methodology was purposive sample. Interviewees were selected based on their areas of expertise. First, two main areas of interest were identified: subjects who work in the field of development and subjects who are experts in communication and media field. For those who work in development, we created a pool of interviewees who work or have worked on the SDS 2030 vision. As for those experts in the fields of communication and media, subjects were selected from a pool of interviewees who were either professors of mass communication who have worked in social marketing or advertising or having worked in media

and advertising agencies. After selecting a certain pool of subjects in each of those fields, interviews were conducted based on their availability and willingness to cooperate.

All interviewees were first asked for consent and notified that all interviews were recorded using a mobile voice recorder. They were then debriefed about the topic of the study as well as the results of the content analysis. All questions were open-ended questions in order to avoid yes/no answers. The interview guide was peer checked prior to the interviews to avoid any leading questions.

Interviewees:

Dr. Ehab Shalaby - A Researcher, Consultant, and Lecturer in the field of Sustainable Development. With more than 15 years of experience, Shalaby worked on research, public and private policy advising on Sustainable Development Strategies. Shalaby has been working with the government on its development strategy and was in charge of writing the DNR report for the United Nations on the sustainable development goals.

Dr. Salwa El Awadly – El Awadly is a Professor of Public Relations in the Faculty of Mass Communications, Cairo University. She has years of experience teaching Public relations and advertising. El Awadly has considerable experience in the field of social marketing. She has co-authored a book titled Social Marketing as well as many other published works on social marketing in the Open Education System.

Dr. Hussein Amin- Amin is a professor at the department of Mass Communication at the American University in Cairo. He is also the director of The Kamal Adham Cen-

ter for Television and Digital Journalism. He is a renowned lecturer and keynote speaker at many international conferences and universities. Amin is also a member of the board of trustees for the Egyptian Radio and Television Union (ERTU) and a member of the board of trustees of Telecom Egypt. He is also a member of the Arab Media Group, a senior consultant to the Information of the League of Arab States and a member of the board of the Arab Center for the Rule of Law and Integrity in Lebanon. Amin is an expert in the communication field, having taught and worked on the subject for many years. He has also considerable knowledge on development communication having taught the course Mass Communication and National Development.

Salma Ayman Abdelwahab- Abdelwahab is a senior account executive at Tarek Nour Communications. She has been working in the renowned advertising agency for several years. Abdelwahab has worked on several Public Service Campaigns that are analyzed in this paper. She has been involved in the entire process starting with the customer briefing up to the actual execution of the PSAs.

Dr. Ahmed Taher -Ahmed Taher is an assistant professor of marketing at the School of Global Affairs and Public Policy (GAPP), Department of Journalism and Mass Communication at The American University in Cairo. He has been working with AUC since 1986 in the school of Continuing Education, and then moved on to work in the school of Business for 13 years. Dr. Taher's expertise comes in many fields like consumer behavior, advertising, business education, and business development. He also has several published works in the Journal of Product and Brand Management, Journal of Business Research, Young consumers, Eurasian Journal of Business and Management, Journal of Research in character education and the Amer-

ican Marketing Association. On the professional side, Dr. Taher founded two consulting companies providing marketing and business consultations. His work and prior experience make him an expert in the field of marketing and communication.

Dr. Tara El Kadi- Dr. Tara El-Kadi is an adjunct professor at The American University in Cairo. El-Kadi received her Master's degree from The American University in Cairo and her PhD in Communication and Media Studies from the University of Roehampton. She has taught Public Relations, Public Opinion, Media research and Media Ethics at AUC as well as having several published works in the field of communication. Dr. El Kadi also has professional experience in the field of media and communication working at ONA Academy for media training as a professional trainer.

Chapter IV: Findings

4.1 Content Analysis Findings

4.1.1 Campaigns analysis

Enta El 7al

This campaign was launched in May 2016. According to the ministry of Electricity, this campaign was part of a three year program aimed at changing the electricity usage habits of the Egyptian people. The campaign in funded by the Central Bank of Egypt and the first phase was this "Enta El 7al" campaign created by DDB, a Tarek Nour company. The campaign consisted of nine different PSAs. The campaign was broadcast on three different phases; the first phase was under the slogan "Conserve Electricity". There was one PSA under this phase. It was a long PSA, over one minute in length, which introduced the topic of electricity conservation, how is it that people take electricity for granted and that electricity cuts can be avoided if we "use electricity wisely". The second phase used the slogan "Darkness is bad," which features two PSAs that use the humor appeal that discuss being afraid of the dark and shows two examples of how when people misused electricity, it resulted in an electricity cut. These two PSAs tackle the issue of electricity conservation in a funny way, which makes it appeal to the viewer even more. The first PSA introduced the topic, and then these two PSAs made the viewer rather engaged in the topic. The remaining 6 PSAs were informing the audience of ways in which they can conserve electricity. It included ways like pulling the plug right after finishing using the charger, adjusting the air conditioner to a temperature of 24 degrees as to decrease the consumption etc. The third phase of the campaign also outlines to the viewer what he/she gets in turn of decreasing their consumption. The PSAs clearly outline that by adopting the mentioned practices in the PSAs they also get to save a lot of money by

getting a low electricity bill. This low electricity bill acts as a motivational incentive for the audience to follow the recommended behavior in the PSA.

Taa Marbouta

The "Taa Marbouta" Campaign is about women empowerment conducted in collaboration with the United Nations. It was launched on October 2016 aiming at promoting social, economic and political empowerment of women. The campaign's name refers to the Arabic letter denoting all things in the feminine noun in the Arabic language. The campaign's slogan is that "Taa marbouta" is the "secret of your strength" which implies that being feminine should not be a restriction but rather a source of power.

The campaign consisted of five PSAs. The first PSA offers an introduction to the topic in a metaphorical way. In the PSA, a girl is trapped in a long tower, and tries hard to get out. When she finally gets out, the next image we get is the tower being shaped as a Taa Marbouta. This PSA implies that women should learn to break out of any restriction that they may encounter from being a woman. This metaphor of being stuck in a tower of bricks was used in three other PSAs. In one PSA, a woman is shown as having aspirations for being a parliament members, yet comments from the people regarding how her role should be staying at home taking care of her house and children are shown as building a surrounding tower locking the woman inside yet the woman breaks free at the end and does not stay locked. Another PSA done in the same way discusses getting married early vs. finishing graduate school and the third PSA discusses women who take on jobs that are most commonly know to be for men, like taxi drivers. In that sense, the PSA shows that misconceptions that society has about the role of women can restrict women from reaching their aspirations, however women must learn to break free of such misconceptions in order to reach their goals.

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The fifth PSA discusses a very important and prevalent issue in Egypt; Sexual harassment. It shows however that sexual harassment should not be restricting women's active role in the community and that women should go to school, work etc. and disregard any harassment they might encounter.

Shahadet Belady El Dollareya

This campaign was launched the first quarter of 2016. It is targeted at Egyptians who are living abroad. The campaign is encouraging Egyptian to buy bonds in foreign currency either dollars or Euros. The campaign consisted of two PSAs, both PSAs used the same appeal for the audience, which is to make Egypt a better place. The PSA also explained what the bond was and the amount it yields.

Ekhtar 7ayatak

This Campaign is about drug abuse prevention and control. The campaign has been running for the longest duration compared to other campaigns discussed in this study. The PSAs have been running for three years, 2016, 2017, and 2018. The campaign used two celebrities: the actor Mohamed Ramadan and football player Mohamed Salah. The campaign consisted of five PSAs. Two of which featured Mohamed Ramadan that were broadcast in 2016. Those ones with Mohamed Ramadan were using a promotional approach showing how he as an actor has chosen to succeed and not fall under the influence of drugs, even under the toughest of circumstances. The slogan used for the first part of this campaign was "kowetak f enak t2ool la2" or your strength lies in saying no to drugs".

Another PSA that was broadcast under the same campaign was one encouraging people to report drug abuse in drivers. The PSA showed a school bus driver under drug influence then the bus having an accident. The narrator is addressing the PSA to

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the bus matron saying that if you believe the driver was on drugs, report immediately to avoid any accidents. This PSA is part of the drug prevention campaign, however it is aimed at reporting driving while on drugs and most particular in bus drivers.

The remaining two PSAs for this campaign were featuring the star football player Mohamed Salah. The first PSA was aired in 2017. The PSA was about a young boy who plays football with a promising future and a stable family life and how his life has changed after he started abusing drugs. All throughout the PSA the boy has been told that he is talented like Mohamed Salah, and by the end of the PSA when the boy's life has been turned upside down to the worse, Mohamed Salah pays him a visit in his house telling him that he is "stronger than drugs" and to return back to playing football and stop using drugs. This PSA uses the campaign slogan "Enta Akwa men el Mokhadarat" which translates to "you are stronger than drugs". Another PSA that uses the same campaign slogan and also features Mohamed Salah was one that was aired in 2018, in collaboration with singer Mohamed Hamaki. This PSA uses a promotional approach in that it shows two different paths, one is that of choosing to use drugs and the other one choosing to avoid drugs and gives contrasting images of both paths and shows that a young boy, in his teen years, will choose the paths free of drugs. The PSA shows images of Mohamed Salah's successful career and his goals alongside the story line of the young boy to associate the success that comes with avoiding drugs. The PSA also has a very cheerful and hopeful song as a soundtrack, which gives the PSA an overall "good" feeling. The PSAs also feature a hotline at the end of the PSA that people can call to help with recovery or ask any questions regarding drug abuse and how to prevent it.

VAT Campaign

The tax authority in Egypt has launched a campaign in 2017 with the aim to inform people about the new Value Added Tax that has been applied in Egypt. The campaign consisted of five different PSAs all featuring the same character. The campaign took a humorous appeal using comedian Hamdy El Marghany as the main character.

The PSAs show five different situations and occupations and show how discusses how the VAT applies to each situation. The first PSA features El Marghany as a government employee spreading rumors about the application of the VAT in Egypt. The narrator of the PSA then responds to these statements saying that they are rumors and explains what the VAT is, how is it applied and what are the cases of exemption. The second PSA features El Marghany as a barber refusing to give a full haircut to the customer claiming that the money he pays only qualifies for a half hair cut due to the tax cuts. The narrator then responds to the claims made by El Marghany saying that the VAT is not applied on small businesses. The remaining PSAs are also created in the same manner with the narrator responding to El Marghany and clarifying and correcting whatever wrong information he is giving about the VAT. They are set in the context of an optics store, a fabric store and a clothing store.

Abl Ma Tehager, Fakkar w Shawer

This campaign was launched in 2017 to prevent illegal immigration. The campaign consists of two PSAs that were broadcast on television. There other copies of the PSAs but they were only available online. The PSAs relied on celebrity presence as well through which celebrities where directing their message to the audience repeating the campaign slogan "Abl ma Tehager, fakkar w shawer" which translates to "before you migrate, think and consult."

Invest in Egypt (1)

For the purposes of this study, the 'Invest in Egypt' campaign was divided in to two parts. Although both fall under the 'Invest in Egypt' umbrella, one campaign is spreading awareness about the new investors center, while the other campaign is to encourage investment in Egypt through featuring business men giving testimonials about how appealing the business climate is in Egypt. These PSAs discuss the new investment law and the new investors service center. The PSA discussing the new investment law first mentions the problems have existed in Egypt that obstructs investments. Then the narrator mentions that all of this is now gone with the new investment law. The slogan for this PSA is "El soora betetghayar" or the "picture is changing" which implies the changes in investment regulations as a result of the new investment law.

The PSAs follow a story line of a corporate lawyer taking some investors to start up their company in the new investment center. The PSAs show that the new service center has changed to be more convenient for the investors meeting all of their needs. The remaining PSAs discuss the different services that have become available in the new investors service center as they go about finishing their paperwork in the center. The PSAs about the new service center use a humorous approach. The humor lies in the contrast between the expected level of service and the actual level of service they receive which is much improved.

Invest in Egypt (2)

As mentioned above, this campaign follows a series of 18 PSAs in which several businessmen/women talk about why is this the right time to invest in Egypt. The PSAs feature people from several local and multinational companies, banks and or-

ganization like Orascom Telecom, L'Oreal, Uber, CIB, Siemens, and Mars etc. These PSA use an approach that is appropriate to the purpose of the PSA. Using real life examples of businessmen discussing investment opportunities and sharing their success stories could in fact encourage other business men to invest their money in Egypt and not somewhere else.

Be Kol Fakhr, Sone3 fi Masr

The PSAs in this campaign are aimed at encouraging people to buy local products. All three PSAs use the slogan "Be Kol Fakhr, Sone3 fi Masr" which translates to "Proudly made in Egypt". This campaign is also created using the humor appeal. It shows examples of how Egyptians, in many cases, highly regard some actions and practices when they are performed by foreigners. However, when Egyptians tend to act in the same manner, they are met with ridicule. This concept is used as a metaphor for trusting the foreign products more than the local products. These PSAs challenge this concept and encourage people to think differently and buy local products.

The PSAs show three different situations involving foreign vs. Egyptian people. In the first PSA, a foreigner is buying two bananas from the Fruits shop and the shop clerk commends how foreigners only buy what they need. However, when an Egyptian comes to buy two bananas as well, the same guy makes fun of him. The narrator of the PSA then speaks to the guy making fun and tells him that why is it that we praise any action done by foreigners yet ridicule it when it is done by locals and how we tend to extend this concept to our local products as well.

The remaining two PSAs follow the same sequence using different situations. One PSA shows an old couple praising a foreigner riding a bike wearing a sleeveless T-shirt yet ridicules an Egyptian wearing and doing the same. The third PSA shows

two men watching a football match and commenting on how good a foreign coach looks wearing a suit, yet make fun of an Egyptian coach wearing a suit.

Waffar Le Nafsak

The Waffar le Nafsak campaign is about energy conservation. The campaign consists of 5 PSAs discussing how conserving energy can directly impact our everyday lives. The first PSA uses a celebrity, Bayoumi Fouad, who is an Egyptian comedian in order to tackle the issue of energy conservation in a humorous manner. The PSA shows Fouad at a clothing store asking about the price of a shirt. When the seller tells him the shirt is for 600 EGP, he states that the high retail prices is probably due to one of his neighbors throwing a huge birthday party for her son and using a lot of electricity. He relates the increasing prices of clothing to the high electricity consumption by explaining that electricity uses natural gas and when we use up all the natural gas we have to import gas, and therefore the imports cause an increase in the prices of gas which thus result in an increase in all other sectors of the economy leading to this shirt. The aim of this aid is to directly relate energy consumption to people's everyday lives. The PSA is trying to imply that "by conserving energy, you would be the first one to sense the impact".

The second PSA in this campaign gives general information and statistics on the energy consumption in Egypt. It also shows how energy forms, like natural gas, are involved in many different industries and how they are all related to each individual. So by conserving energy, you will save a lot of money in different areas, for example like car prices or clothing prices. The three remaining PSAs show ways in which one can conserve energy. One PSA talks about carpooling and how it decreases gasoline consumption. Another PSA discusses doing regular maintenance to your car and how it helps decrease the car's gasoline consumption. The last PSA talks

about how conserving Energy can save foreign currency that can be used in many areas like health and education.

El Shemool El Maly (financial inclusion)

This campaign is part of the Central Bank's initiative for financial inclusion. It consists of 11 different PSAs encouraging the people to take part in financial transactions with banks like loans, deposits etc. This campaign is targeted to lower class and rural areas. The campaign slogan is "banking services for everyone". The PSAs all show real live examples of people in different governorates and how applying for banking services like loans, savings etc. has helped them improve their lives.

4.1.2 Content Analysis Data

Year of Broadcast

Results of the content analysis show that 26 PSAs were broadcast in 2016, 12 PSAs in 2017 and 30 PSAs in the first quarter of 2018 PSAs. Chart 1.1 shows the percentages of each PSA with regards to the strategic development goals. Out of the 26 PSAs broadcast in 2016, 27% were targeting social development and 73% were targeting economic development. As for 2017, the year with the lowest number of PSAs produced, 25% were targeting social development in contrast to 75% of the PSAs produced that year targeting economic development. In 2018, PSAs falling under the social dimension accounted for 7% of the total PSAs broadcast, while economic PSAs accounted for 91%.

Figure 1.1 PSA year of broadcast

Year PSA was Broadcast

Year 2018 44%

Year 2016 38%

Year 2017 18%
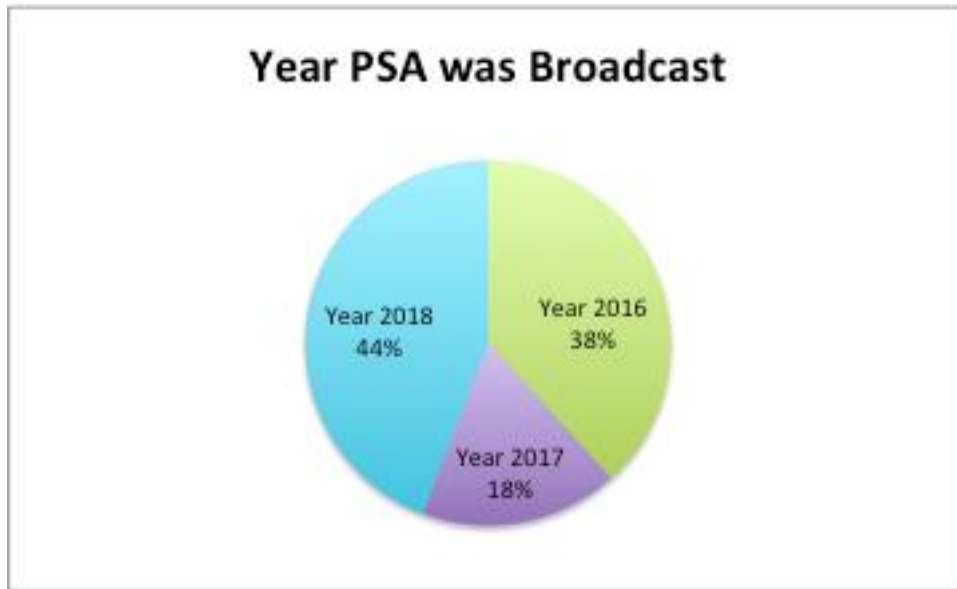
Identification of Target Audience

Table 1.2 Identification of Target Audience

PSA type	Yes	No
Social	10	2
Economic	57	9

Around 83% of the PSAs examined had a target audience clearly identified. Out of

the PSAs aimed at promoting social development, around 33% did not have a target

audience identified. As for the PSAs targeting economic development, only 16% did

not have a target audience identified.

4.3 PSA Approach

Table 1.3 PSA approach

Campaign Type	Total Number of PSAs	Preventative Approach	Promotional Approach
Social	12	6	6
Economic	56	6	50
Environmental	0	0	0

Out of the 69 PSAs examined, 81% of the PSAs had a promotional approach as opposed to 19% with a preventative approach. In terms of topic, 50% of PSAs targeting social development had a promotional approach and 50% had a preventative approach. Yet, with regards to PSAs targeting economic development, the number of PSAs with a promotional approach was almost nine times the number of PSAs, around 89% with a promotional approach as opposed to 11% with a preventative approach. These percentages show that the use of the preventative approach in PSAs falling under the social dimensions is higher when compared to the PSAs falling under the economic dimension.

Figure 1.2 Approach according to PSA topic

PSA Approach
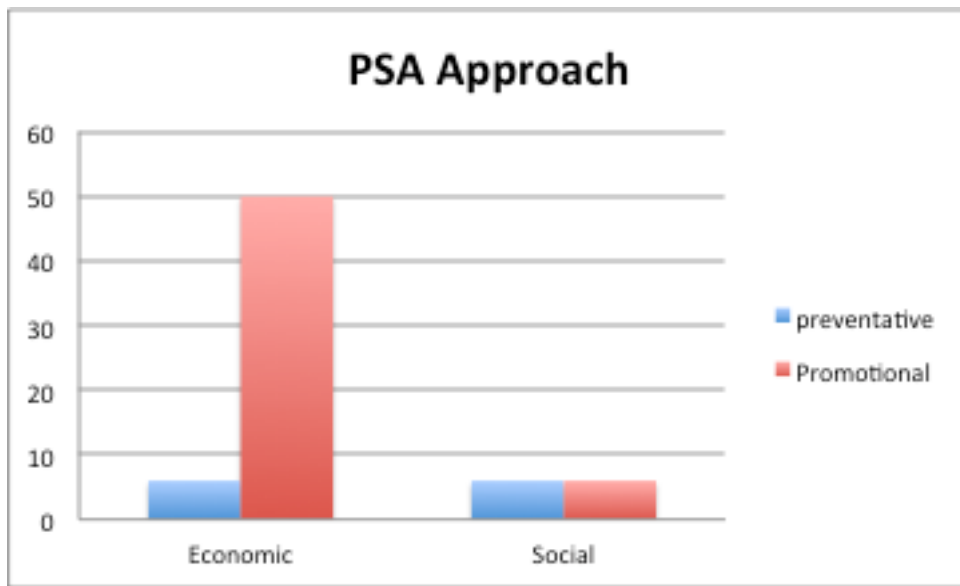
PSA Message
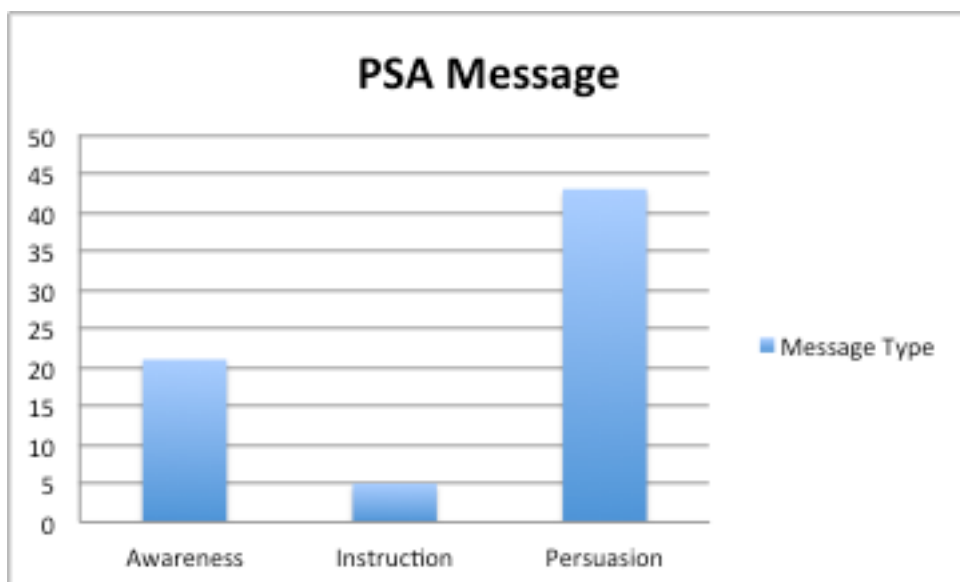
Figure 1.3 PSA Message Type

PSA Message

Figure 1.3 above shows that in terms of message type, out of the 69 PSAs examined,

21 PSAs contained messages of awareness, five PSAs contained messages of instruction and 43 PSAs contained messages of persuasion. In terms of overall percentage, 62% of the PSAs contained messages of persuasion, 31% contained messages of persuasion and 7% of the PSAs contained messages of instruction.

Figure 1.4 PSA Message Type

Figure 1.5 below shows results of the number of PSA that contained messages of instruction. In terms of PSA topic, out of the PSAs targeting social development, 6 PSAs (50%) contained messages of awareness, 1 PSAs (8%) contained messages of instruction and 5 PSAs (42%) contained messages of persuasion. As for the PSAs targeting Economic development,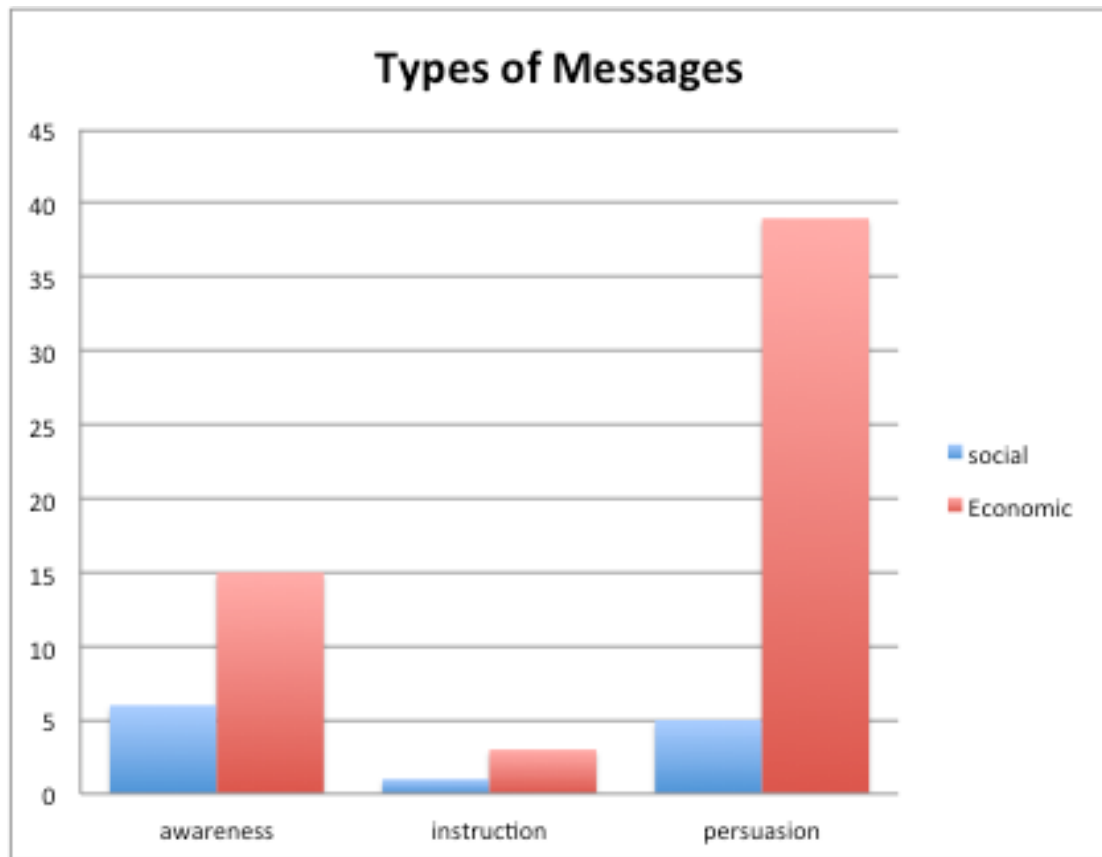 15 PSAs (26%) contained messages of awareness, 3 PSAs (5%) contained messages of instruction and 39 PSAs (69%) contained messages of persuasion.

Figure 1.5. Message in relation to PSA topic.

Types of Messages

PSA Message Appeal

Figure 1.6 Appeal types according to PSA topic

Appeal Types by PSA Topic
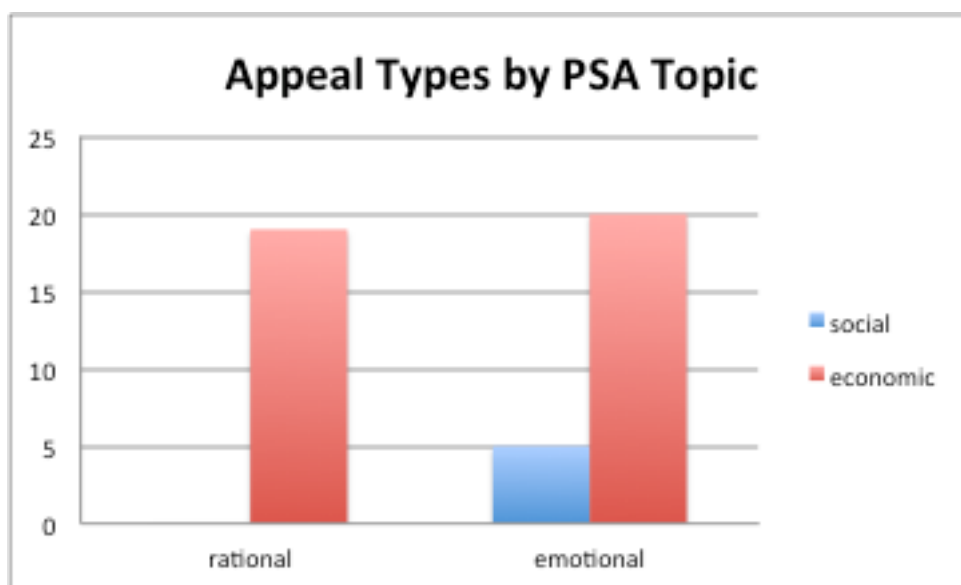
Messages of persuasion in the PSAs use one of two appeals, either rational appeal or emotional. Out of all 44 messages of persuasion, 19 PSAs used rational appeals while 25 PSAs used emotional appeals. Figure 1.7 below shows the types of appeals used in terms of PSA topic. According to the chart below, 100% of the PSAs targeting social development used the emotional appeal in its messages of persuasion. As for the PSAs targeting economic development, 51% used emotional appeals and 49% used rational appeal. For the PSAs that used emotional appeal for persuasion, five PSAs used the humor appeal, two PSAs used the social appeal, three PSAs used the fear appeal, and 14 PSAs used the personal appeal.

Figure 1.7 Types of emotional appeals used
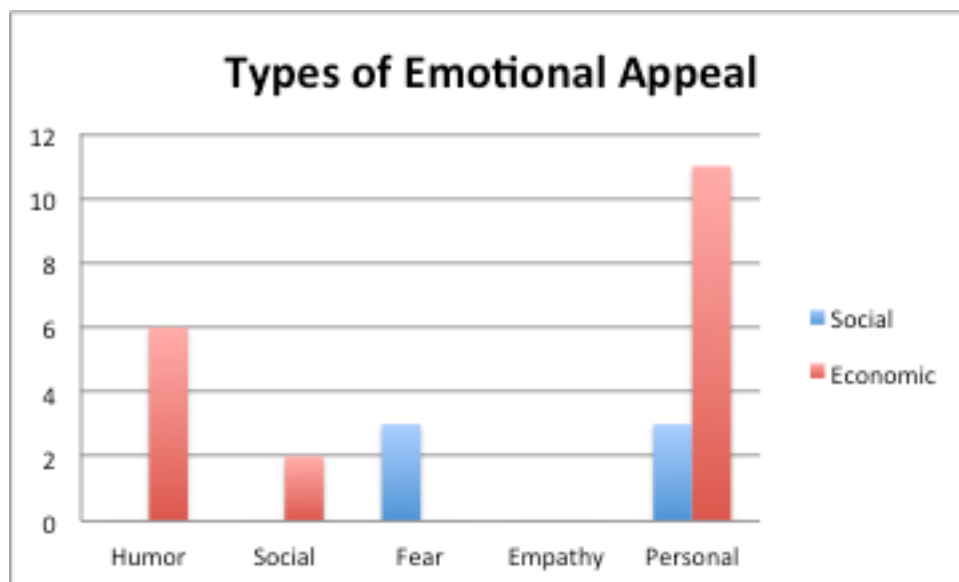
Source Credibility

Regarding source credibility, 64% of the PSAs had a trustworthy source and provided some sort of evidence to the claims mentioned in the PSA. Around 25% of PSAs had a credible source but did not provide evidence to their claims and around 11% of the PSAs did not have a source identified.

Message Relevance to target audience

Out of all the PSAs, the messages were found to be either of personal and geographic relevance to the target audience or had no target audience identified at all. The majority of the PSA messages 87% were found to be of personal and geographic relevance and the remaining 13% had no target audience identified therefore it wasn't possible to know whether the message was personally and/or geographically relevant to the target audience or not. Examples of these messages can be found in the PSAs that discussed the VAT campaign in that it was not clear who is exactly was the PSA addressing. Out of the 13% that had no identification of the target audience, 56% were messages targeting economic development and 44% were messages targeting social development.

Figure 1.8. Message Relevance to Target Audience

Message Relevance to Target audience

Target audience unidentified
13%

Message is personally and geographically relevant
87%
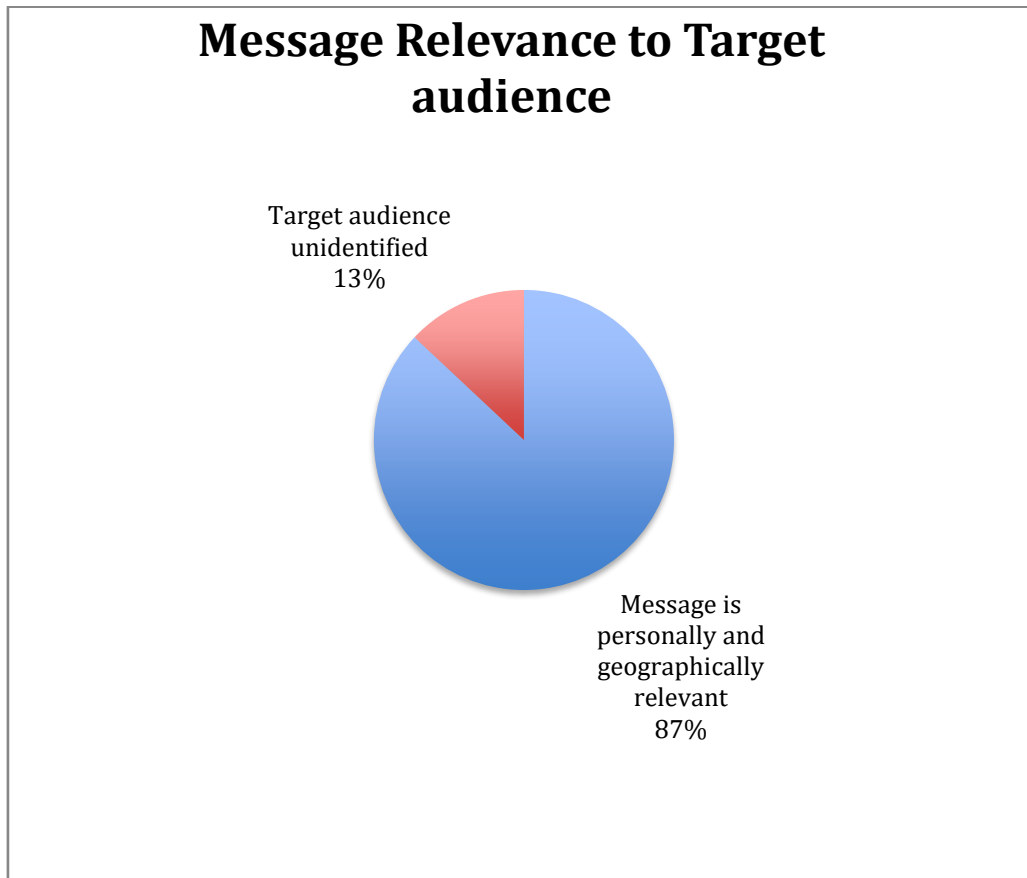
Message quality

Concerning the message quality and design, 46 out of the 69 PSAs were designed in an entertaining way and had content that was both engaging and entertaining. Examples of these messages are those like the Mohamed Salah PSA that featured the song by Mohamed Hamaki. Twenty out of the 69 PSAs had content that was engaging but not entertaining. An example of such PSAs is the "El shemool el maly" campaign in which the content caught the attention of the viewer due to the message it contains , yet the content offered is not of entertaining value, there is no song, its not funny etc. Three PSAs had content that was neither engaging nor entertaining like the PSAs on illegal immigration that featured some celebrities repeating a certain phrase . In terms of percentage, this shows that around 67% of the messages were designed in an

engaging and entertaining manner, 29% of the messages were created in an engaging

manner only and 4% of the messages were neither engaging nor entertaining.

Figure 1.9 Message Content Quality
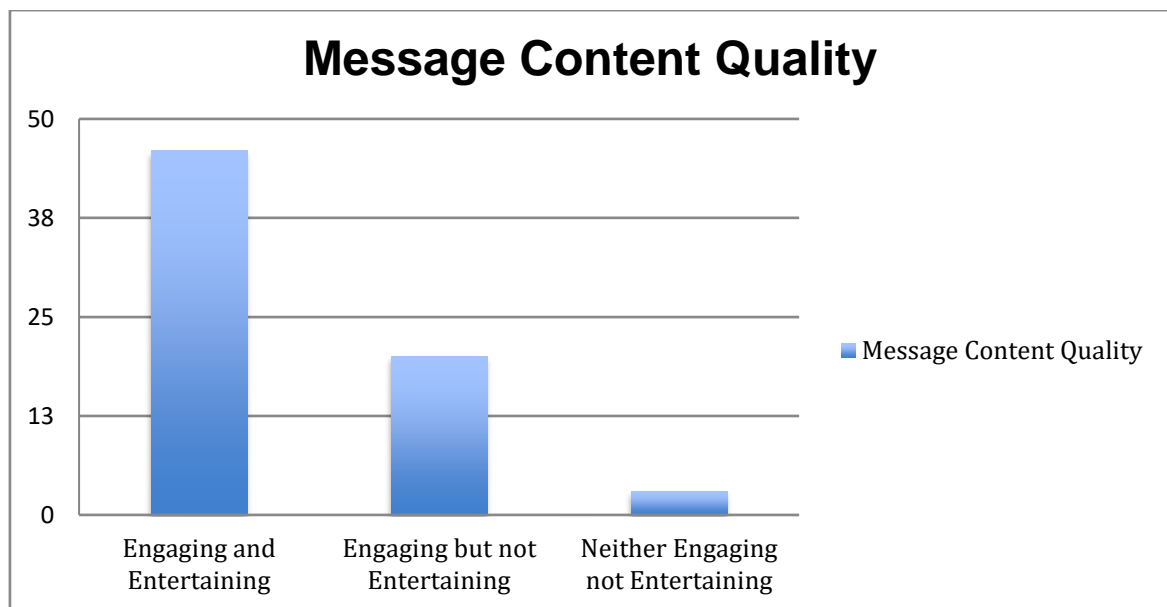
Message understandability

Regarding message understandability, 62 out of 69 PSAs had content that was

easily understandable, while only 7 PSAs had a message content that was not easy to

understand. As shown in figure 2.0, out of the PSAs aimed at economic development,

96% of the PSAs messages were communicated in a way that was easy to under-

stand, while only 4% were not easy to understand. As for the PSAs aimed at social

development, 58% of the PSAs were easy to understand while 42% of the PSAs were

not easy to understand. Messages that are easy to understand refer to PSA messages

that can easily be stated in one simple sentence. For example the PSAs about electric-

ity conservation are examples of messages with a clear, understandable message. As for some PSAs that were part of the women empowerment campaign, the message was hard to be able to summarize in one sentence as the main message was not very clear.

Figure 2.0 Message understandability percentages (Economic development PSAs)

63
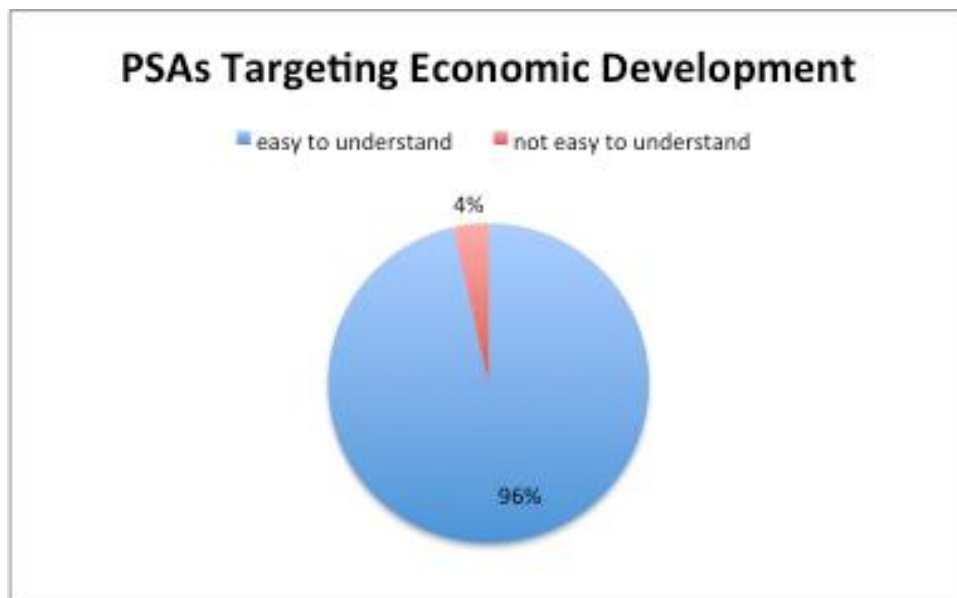
Figure 2.1. Message understandability percentages (Social development PSAs)

PSAs Targeting Social Development

easy to understand   not easy to understand

42%

58%
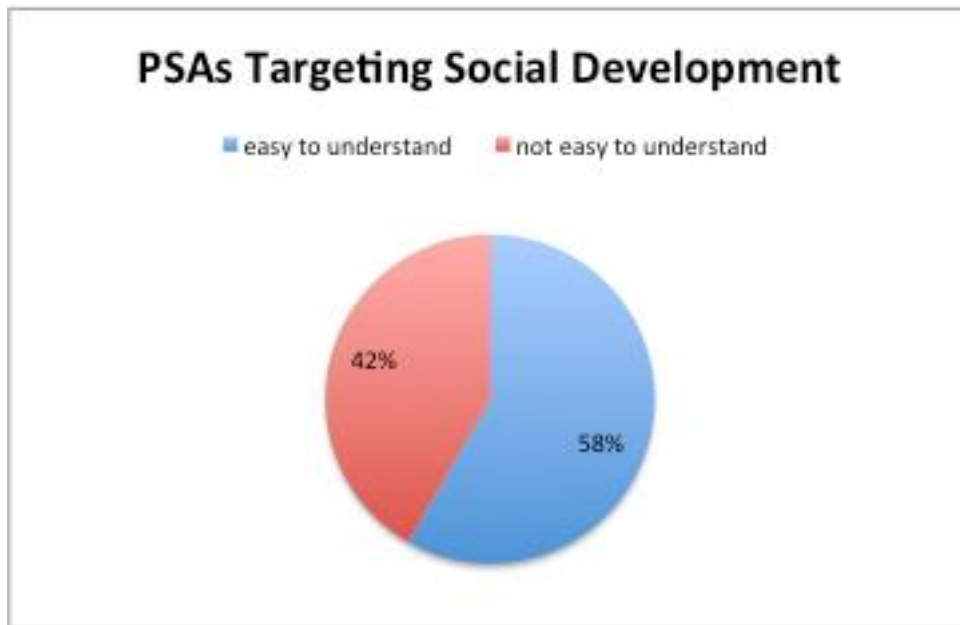
Motivational Incentives

Figure 2.2 Motivational Incentives

Motivational Incentives

34

16

19

Incentives are outlined and discussed   Incentives are outlined but not discussed   No incentives are outlined
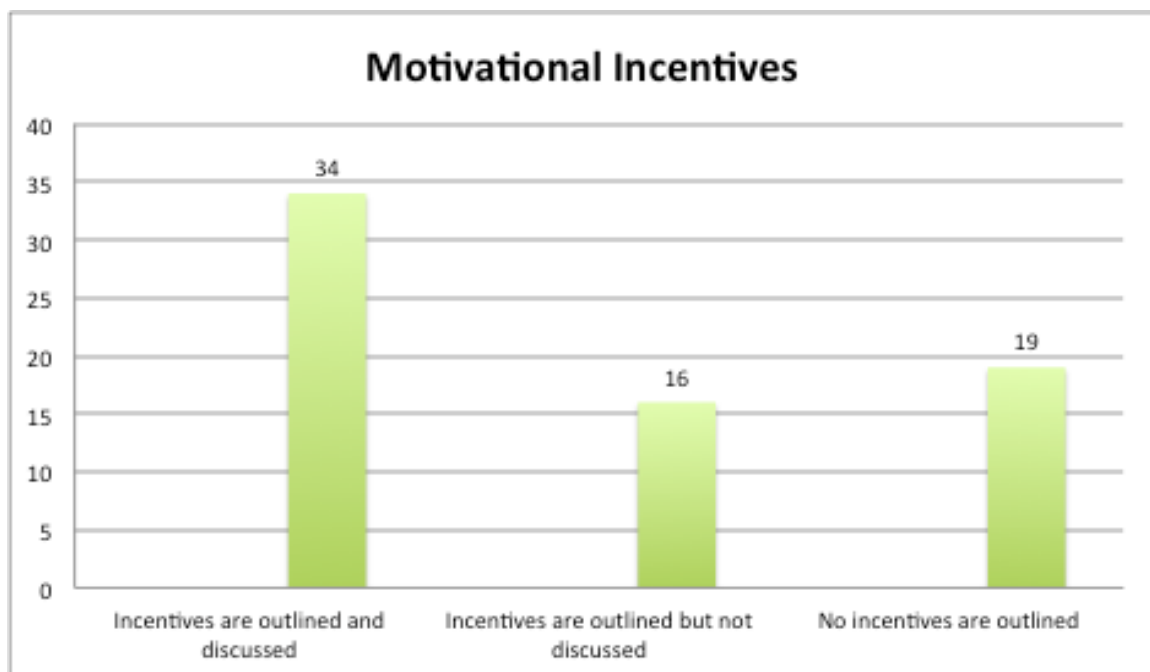
As shown in figure 2.2, 34 of the 69 PSAs had motivational incentives outlined and discussed, 16 PSAs had incentives just outlined but not discussed and 19 PSAs had no incentives outlined. PSAs that had the motivational incentives outlined and discussed were all under the category of economic development. As for the PSAs that had the incentives only outlined, five of them were under the category of social development and 11 were under economic development. As for the PSAs that had no incentives outlined, seven were PSAs targeting social development, and 12 were PSAs targeting economic development. PSAs that had a clear motivational incentive outlined and discussed are those that fall under the electricity conservation campaign and the energy conservation campaign. An example of a campaign that does not have any motivational incentives outlined or discussed is the illegal immigration campaign.

Messenger Attributes

Concerning messenger attributes, 24 out of the 69 PSAs used an unidentified narrative in delivering the message. The rest of the 45 PSAs used different categories of messengers in order to communicate the PSA message. Figure 2.3 below shows the different types of messengers used in the PSAs.

Figure 2.3. Types of Messengers

Types of Messengers
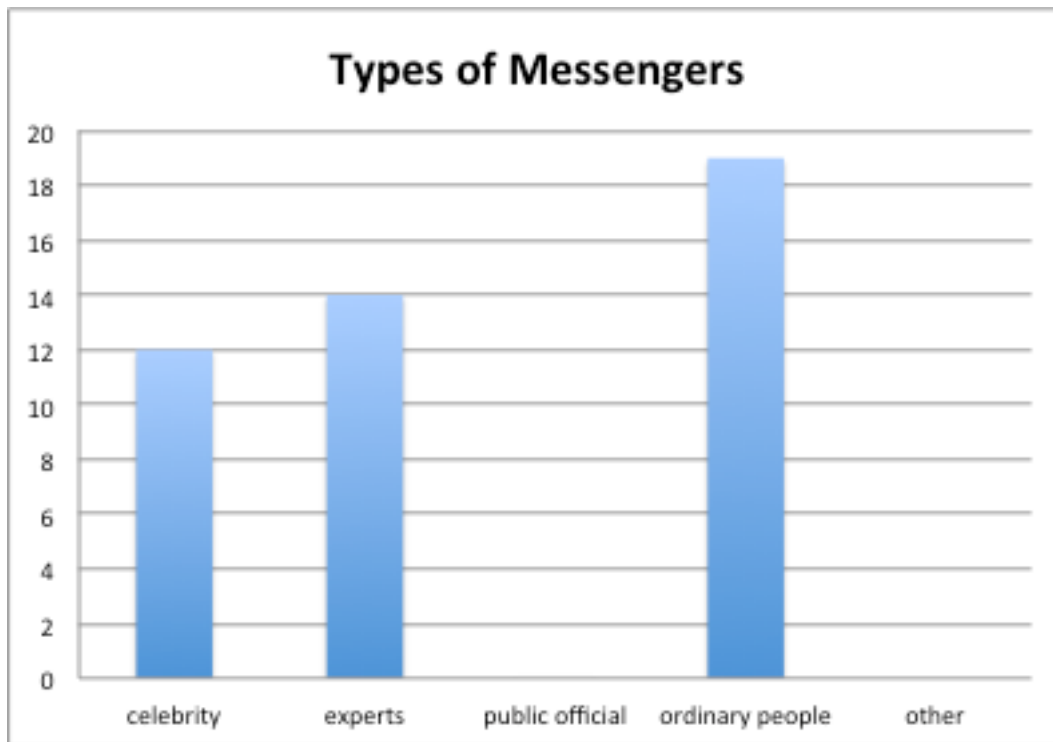
4.2 In-depth Interviews

Interviews were conducted in this thesis for the purpose of gaining more insight about the use of public service advertisements by the Egyptian government and in turn help answer the question of whether they are effectively used by the government in national development. Although each interviewee had valuable information to add to this research, yet common themes seemed to arise from all interviews. However, from the interviews, it is safe to assume that all interviewees agree to a certain extent that PSA's are underutilized by the Egyptian government.

Lack of Continuity

This is something that was not clear in the content analysis. Due to the content analysis taking place after the PSAs finished airing on television, it was hard to find out the duration of each campaign. However, from the interviews, it was evident that a main factor affecting PSA effectiveness was the very short time frame in which the ads

66

took place. According to Dr. El Awadly "these ads run usually around a month peri-od, which is a very short time for it to be able to result in any behavioral change." Dr. Amin also adds that "the lack of continuation or the short duration of the PSA's is due to the increasing number of channels and the fact that these PSAs have to com-pete with a large number of content, of which is mostly entertaining". Dr. Taher also adds that this lack of continuity is a result of the increasing prices in air time dura-tions. He quotes "back in the days, the price for television advertising airtime was much cheaper than now, therefore campaigns would be able to air for longer. Howev-er, nowadays the skyrocketing prices make it very hard for campaigns to remain air-ing for long".

In this case, one can assume that the duration of the PSA campaign is a major point to consider when discussing whether these PSA campaigns were carried out in the best possible way or not.

Low Budget

 Another major factor that was discussed in the interviews was the low government budget for Public Service Announcements. Interviewees discussed the low budget and lack of funds as one of the main reasons behind the underutilization of PSAs. For example, Dr. Elawadly discusses how the lack of funds is a direct factor contributing to why several of these PSA's failed. She explains "If I have a large budget I would spend on different media outlets and forms, creating an integrated marketing cam-paign. The lack of a large budget turns PSAs into sporadic communication efforts ra-ther than proper media campaigns". Dr Tara El Kadi also adds " in the United States, where the concept of a PSA originated, these advertisements are broadcasted for free. You just need good content and a good cause to guarantee that the PSA is aired.

However, here in Egypt you actually have to pay money to guarantee a spot for the PSA on air. This is why it is usually hard for some campaigns to make an impact due to the lack of the necessary funds to keep this campaign airing in good spots for a long time". This argument leads up to another major point that was discussed in the interviews which is the role of new media.

PSAs should use an integrated marketing approach

In response to the question regarding television as the medium of choice for these PSAs, most of the answers came supporting this choice, yet also stressed on the importance of the integration of other media sources especially social media. As Dr. Shalaby states "most of the new generation use social media all throughout their day, a lot more than the time they spend in front of a television. Therefore, in order to target them about economic or social topics, like supporting local products or avoiding drugs respectively, one must do so on the media channels they are exposed to the most". Apart from the importance of social media in audience segmentation and targeting, Dr. Amin explains how important social media can be if utilized properly by the government as a PSA channel. He discusses how social media influencers can turn from "complainers to producers of actual educational content used along side the government PSAs". He adds that PSAs can and should be included in all our life matters. "Following the 25th of January Revolution, people are in a great need of PSAs now more than ever. These PSAs should be directed to each group in particular, for example PSAs about women related issues in women's programs embedded in the content itself". The nature of social media as a user generated content platform will make it easier for people to trust, and thus respond better to the content it presents.

Audience skepticism and lack of trust in government

Another point discussed by some of the interviewees was how audience skepticism of state presented television content contributes to the ineffectiveness of television public service announcements. They explain that over the years in Egypt, there has been a build up of a certain lack of trust between the citizens and the state. This lack of trust is due to an entire history of unfulfilled promises regarding social and economic issues like standard of living, housing, health etc. Therefore, this has caused certain skepticism towards PSAs targeted towards issues of national development and thus making the people less likely to respond favorably to their main message. Dr. Elawadly touches on that point by saying that "the people have been always given promises of a better quality of life in the future. Each time a different date; first it was the millennial goals in the early 2000s, now we are told to wait until 2030. People are tired of waiting and demand imminent change, therefore presenting them with PSAs promising them of a better life later on is now much less believable for them". Dr. Shalaby further adds that the lack of trust in the government is a main reason people "disregard messages coming from government sources".

Lack of Evaluation

Many of the points mentioned above contribute to the last main emerging topic from the interviews, which is the lack of a post evaluation process. The lack of a proper evaluation process for these PSAs is what provides the agencies as well as the related authorities to get their feedback on the PSAs effectiveness. As Dr. Amin explains, the "distribution and evaluation process is necessary to know if my target audience has been reached through my channels of choice or not. This is very important in the de-

velopment of other PSAs in later stages". Dr. El Awadly also adds on discussing how the lack of evaluation is due mainly to the low budgets. "Unless these campaigns are run by foreign funded NGOs, the low budget allocated to these PSA campaigns is usually the main reason behind failing to fulfill the last step of campaign planning [evaluation]."

Other important points that rose in many interview discussions were the lack of collaboration between different ministries and governmental entities regarding those PSA campaigns and the importance of prior research and testing to ensure effectiveness of the PSA and guarantee that the target audience will respond to it.

Motivational Incentives

A common idea that was discussed in most of the interviews is the personalization of the PSAs. This basically means that the PSA should speak to the audience themselves and offer them some sort of motivational incentive for following the desired behavior. As Dr. Taher said, "it is the perception of the issue itself to the audience that causes the change of behavior. Making the audience perceive the issue of personal importance to them will make them more likely to act upon it".

Chapter 5: Discussion and Conclusion

As mentioned earlier in the paper, this thesis takes a two step approach in try-ing to answer the research question of how well has the Egyptian government been able to fully utilize PSAs as a tool for national development. The first step involves the examination of the PSA message itself, while the second step is concerned with gaining more insight as to how well is the PSA content being received by the public. If we were to relate it to McGuire's Communication-Persuasion Matrix, then the first step would be concerned with the 'Source', 'Message', 'Recipient', 'Channel' and 'Receiver' inputs; while the second part will be concerned with providing insight on the outputs as well as assess the choice of the 'Channel' and 'Receiver' inputs. With regards to inputs, the content analysis was conducted to test whether these inputs were created according to the criteria of effective PSAs by Rice and Atkin. As for the outputs outlined in McGuire's matrix, which include exposure, attention, interest, comprehension, acquisition, yielding, memory, retrieval, decision, action, reinforce-ment, and consolidation, the results from the interviews will give insight about how these outputs are affected and whether persuasion took place or not.

In light of Rice & Atkin's work on public communications campaign, one can conclude that the Egyptian government has been abiding by the rules and criteria of effective PSAs. For example, with regards to PSA approach, findings show that the majority of PSAs had a promotional approach. This coincides with Rice & Atkins work in which they discuss how, in cases of social marketing where there is no asso-ciated health risk, a promotional approach is likely to be more effective. An example of this is shown in the 'Waffar le Nafsak' campaign on Energy conservation . The

campaign uses a promotional approach of how conserving energy can actually make you save a lot of money.

Preventative approaches were used in the PSAs under study covering health related issues like substance abuse. A campaign that used a mixture of both preventative as well as promotional strategies was the Ekhtar Hayatak campaign aimed at drug abuse prevention. In the first PSA featuring Mohamed Salah, the approach used was a preventative approach in which it shows, as discussed earlier in the campaign analysis, how the life of the young man has been negatively affected after he started using drugs. This PSA used both the fear and the personal appeal in trying to stop the audience from using drugs by painting them a fearful picture of how their lives may turn out to be if they start using. The second PSA that features Mohamed Salah is rather created using a promotional approach spreading a positive vibe as to how "choosing life" is always the better choice.

This campaign is a good example of how an appropriate choice of celebrity spokesperson can help with the success and effectiveness of the campaign. Relating this to the works of Rice & Atkin, they discussed how the spokesperson of the PSA can better engage the audience with the message and make it more relevant to the audience as well as facilitate message comprehension and memorability. Mohamed Ramadan and Mohamed Salah are two celebrities that are highly regarded by the majority of youths in Egypt. In a developing country with the majority of people from the lower income strata, any successful example of someone from lower income roots who has worked hard and became successful makes him a role model for many young people who aspire for the same. According to the President of the Drug control and prevention association, the Mohamed Salah PSA received 5 million views in the first 72 hours of its launch with a very high level of social media engagement amounting

of up to 359,000 likes and 13,000 comments (Mahgoub 2018).

The campaign also employs the call to action technique that has been discussed in the interview findings in which it encourages people to call the hotline to if they have queries regarding drug abuse. This call to action method has seemed effective in that, according to officials from the Drug control and Prevention association, following the broadcast of the PSA featuring Mohamed Salah, the number of calls on the hotline has seen an increase of 400% compared to the month before. It has also been effective in acquiring immediate feedback about the audience perception of the PSAs. (Mahgoub 2018).

Another campaign that satisfies most of the criteria of effective PSAs mentioned in Rice and Atkins work is the 'Enta El 7al' campaign on decreasing electricity consumption. First of all, research has obviously been done before the campaign as that the PSAs mention several figures regarding electricity consumption in Egypt and clearly states that more than 40% of electricity consumption in Egypt is household consumption. Which then explains that the solution to electricity consumption lays in "your hands", hence the campaign name "Enta El 7al" or you are the solution. This approach relates the audience to the campaign message on a personal basis, which in turn, according to the findings from the interviews, makes the audience members more likely to act upon the message.

Moreover, in terms of duration, this campaign has been running for a year, which is a greater duration compared to other campaigns analyzed in this study. The fact that this campaign has been running for a year gives it enough time for all the campaign phases to be fully developed and transcend the audience from one phase to the next fulfilling the intended strategy of the campaign. The importance of campaign

duration and how it affects overall campaign effectiveness has been previously discussed in the interview findings.

In addition to the television PSAs, this campaign has also employed an integrated marketing strategy using radio, outdoor, public relations as well as social media. Radio was used to broadcast several PSAs and billboards were also used for print copies. There was also a page on Facebook under the same campaign name that posted videos of the PSAs as well as tips on how to conserve electricity. The Facebook page was actually interactive with good admin response on questions and comments answered on the page. The page acted as a way to see the feedback of the people towards the campaign and also a platform where people were to share tips on decreasing their electricity consumption. (See Appendix for screenshots of the interaction on the page). The page was also a way to announce on a competition, held by the ministry of Electricity, in which people would upload photos of their electricity bills on to the campaign website and the person with the lowest consumption will win. Such a competition was a good way in which the audience could be engaged in the campaign and further act as an incentive to decrease consumption. With regards to the interview findings, as per doctor Amin's response, social media is a great tool of engaging the audience with the campaign as well as it being a method of immediate feedback that could be acquired with much less costs and effort than other forms of feedback, like that from television PSAs.

Based on the content analysis findings and Rice and Atkins criteria, one can assume that this campaign was the most effective public service campaign in Egypt in the past couple of years. In fact, an official from the ministry of Electricity, has stated that as a result of the electricity conservation initiatives, Egypt has saved 1500 Megawatt in the year 2016. He explains that "consumption in 2015 was electricity con-

sumption was 29 thousand five hundred megawatt and it was expected to reach 31 thousand megawatt in 2016, yet due to the "Enta el 7al" campaign, the consumption has decreased and Egypt is moving a step closer towards the lowest consumption rate by 2020" (Talaat 2016). This is further support to how a strong and well-executed PSA can indeed help the country in achieving its development goals.

Furthermore, results from the content analysis were also consistent with Rice & Atkin's recommendations in terms of PSA message. The majority of PSA messages were persuasive messages aimed at changing the audience's behavior to a more desirable one. With regards to the appeals used, the majority of PSAs used emotional appeals. This coincides with the provided research on this topic as research by Paek et al (2011) and Flora and Maibach (1999) discuss how eliciting an emotional response is a main characteristic that should be present in all PSAs in order to cause persuasion. One type of emotional appeal that was used a lot in the PSAs analyzed was humor. Yet, research by McGraw et al (2015) on the humor appeal shows that although it may make a PSA more appealing, it is less likely to cause behavioral change as sometimes the issue is regarded as less serious that it actually is making audience members less likely to act in response to it.

In terms of message relevance, quality and understandability, the majority of PSA messages were of personal and geographic relevance to its intended target market, created in an engaging and entertaining manner and with a simple and understandable content. These findings are also in support of the research on the effective PSA criteria. However, a question that may arise is how come these PSAs are created according to criteria yet seem as ineffective in causing behavioral change or lasting effects? This question was answered from the interviews.

Although the content analysis results might have shown that PSAs met the required criteria, interview findings show that PSAs did not have their intended impact. All interviewees agreed that PSAs could be a great and beneficial tool of communicating national development if they were used in the proper context and under certain conditions. As discussed earlier, some major themes have been discussed in the interviews that explain why is it that although the content of the PSA it self is done properly, PSAs remain underutilized and how is it that the government can benefit more from such a valuable tool of communication.

First of all, a major factor affecting the degree by which a PSA can be successful is the channel of which this PSA is being transmitted through. The television alone as a medium is no longer sufficient to guarantee the best audience reception and exposure. As implied from the interview results, the media landscape in Egypt has changed and the increasing number of television channels has made it necessarily hard for content to reach a wide array of people. The choice of the medium also depends on the target audience. For example, if we are targeting youth, then social media should be the number one medium of choice, followed by television. If on the other hand the target audience were farmers in rural area, then television would be the medium of choice, followed by radio. The use of television only in many of these campaigns may have caused it to have a low reach with regards to its target audience. An integrated marketing approach is best used in such campaigns to increase its reach and make sure it actually targets its intended audience. It is also that television is a one-way communication platform that offers very limited audience interactivity. According to Wilbur Schramm, interactivity and two-way communication is essential to be able to bring about behavior change. In this case, the use of social media, along with on ground activations can be of great benefit as it allows audience interaction

and immediate feedback.

The short duration of many of the PSA campaigns is also another factor that was addressed in the interviews. In order for PSAs to be effective and make an impression on the viewer, they have to be aired for an appropriate duration. The one-month PSA campaigns will not be able to transition the viewer from the different phases of these campaigns. The campaign should start with different phases leading the viewer in the process of change. It should begin by defining what the problem is and then end with what is expected from the audience. This is especially true in the case of national development campaigns where people should be first educated on the problem and then educated on ways on how to help solve this problem.

Another important point that was discussed in the interviews is the lack of trust the people sense towards the Egyptian government. With the recent economic reform policies, like removing subsidies and the Pound devaluation, people have been suffering financially. The cost of living has become extremely high and people have been feeling a lot of resentment towards the government. Given this situation, audience members might react to measures of national development like conserving electricity or energy with great skepticism and bitterness in the sense that "what has the government done for me, that it asks me to something in return." As discussed in the interview with Dr. Shalaby, the government's argument of promoting this positive behavior for the sake of a better Egypt will not be as effective if people have these feelings of resentment. A different approach should be developed where the focus is on the impact of the changed behavior on the audience member and not on the country.

5.1 Recommendations

Based on the findings of this thesis, one can offer some recommendations for the government to be able to better utilize PSAs. First, PSA campaigns should employ several media types and use them simultaneously. Media types should include traditional as well as non-traditional methods. Just as mentioned earlier in the discussion, social media should be used to introduce PSA ideals or thoughts through embedded content. The use of social media marketing techniques like influencer marketing, user generated content, and the use of Facebook groups. Such embedded content will provide more credibility as it is mostly regarded as word of mouth communication which is the most trusted form of communication.

In addition to social media, the entertainment industry should also be a part of such PSA campaigns. The movie industry is a major disseminator of information. The content and types of movies produced can greatly affect public opinion. If such PSA topics like those of electricity conservation or supporting local products were addressed in movies and television series, they will slowly be introduced to every person or household in Egypt that is exposed to these movies. They could also be presented in a subtle way and not through a direct message as in the main character in the movie/series adopting this desired behavior.

Another recommendation that can be presented based on this research is that PSAs should include a call to action. This call to action can be in the form of a help line to call, or a medical center to head to or can take any other form that involves audience response. This audience response will also make it easier to track down the audience feed back and check whether the PSA was effective to cause any behavioral change. The PSA must also be of personal appeal to the viewer. It should somehow

tell him/her that there will be something out for him from following the advocated behavior. The use of motivational incentives in PSAs is very important in order to guarantee some resulting behavioral outcome.

Moreover, this study recommends that the government adopt a public policy reform program. It should direct its public policy towards reform. As mentioned in the research and conveyed in the interviews, the most successful campaigns are those campaigns that combine both media strategies as well as an accompanying change in government policy. This government policy further accelerates the change in behavior that is expected from the people. An example of how this is evident is through the bilharzia campaign, the television PSAs as well as the abundance of government health campaigns in the Nile delta made it easier for people to do checkups and receive the required treatment. The television messages encouraged the people to do the check ups and the fact that these health centers were easily available further facilitated the process.

Another example of a campaign that exemplifies how a change in public policy could accelerate the development process is the virus C campaign. Although this campaign is not studied in the content analysis due to it airing after the study's time frame, it should be studied as it shows a good example of how effective a change in policy along with a good media campaign can do.

The Virus C campaign was launched in October 2018 and will continue to run up to April 2019, under the slogan "100 million healthy lives." This campaign aims to eradicate the hepatitis c disease in Egypt by scanning 50 million people through accessible health centers and offering free treatment. The anti-hepatitis C campaign is considered the biggest of its kind in the world. It will also scan for diabetes and blood

pressure problems and refer the people to receive immediate and free treatment in case of having the disease. The campaign consists of three phases covering different governorates across the country. The PSAs were also consisting of several phases. Due to the campaign still running during the time being, only two phases of the PSA campaign were launched.

The first phase consists of ten PSAs. The campaign uses the actress Isaad Youness as well as the singer Hakim. Isaad Youness in featured in four of the PSAs, she explains what the campaign is about and why is it important. She also goes to the health service centers to do the scan herself in order to imply to the people how it looks like as well as give them an idea about the whole process and what it entails. The PSA that features Hakim uses a promotional approach to combatting hepatitis C. It is a cheerful PSA that uses a song created to encourage people to do the scan and is shown to move around the country gathering people to do the check up.   The rest of the PSAs are informing people about the initiative, what diseases will it check and where and when to do the scans. The PSAs that were part of the second phase inform people about the governorates being covered and the duration of this phase as well as how many people were scanned in the first phase to encourage the people to go and do the scan. They also show testimonials from people who did the scan in the first phase sharing their satisfactory experience.

In addition to this media campaign, the minister of health has issued a statement clarifying that presenting the results of the scan will be a prerequisite to any transaction with the government including any licenses, permits, paperwork as well as joining public universities or working in any governmental occupations. Such measures act as incentives for the people to do the scan and will further accelerate the

treatment process and thus make the campaign more effective.

It is also recommended that this study is to be conducted while the PSAs are live airing as to gain a better understanding of the PSA placements and campaign duration which are two major factors to asses PSA effectiveness.

5.2 Limitations

During the course of the thesis, several limitations have been noticed. First of all, the content analysis was not conducted when most of the PSAs have stopped airing due to the long time frame and the nature of the research as analyzing the PSAs during the past years. It was for this reason that some measures in the content analysis were not analyzed. One of these measures was the duration of the PSA campaigns and as discussed earlier, duration is an essential factor to PSA effectiveness.

Another limitation of this research paper was regarding one of the measures, which was messenger attributes. During the actual coding procedures, topics like messenger likeability and credibility were very hard to code according to the information PSA. Likeability and credibility are two measures that will be very hard to code and analyze based on the PSA as that they are mainly based on opinion and personal views rather than actual, measurable content.

Moreover, one of the shortcomings of this research was that only television PSAs were taken into account in the content analysis. This was also due to the fact that these PSAs were analyzed while they were off the air and Internet copies on YouTube were only available. Another measure that the content analysis should have addressed was whether the PSAs had a call to action or not. It should have included a measure of whether the PSA was asking the audience for a specific behavior related to the PSA like calling a certain number or heading to the nearest clinic etc.

Furthermore, as a second step to this study, audience reaction to the PSAs should have been measured. A survey on the audience reaction towards the PSAs and their perception of the PSA topic should have been done as a complementary research method along with the content analysis and the interviews. However, due to the time

limitation of this research study and the three years time frame of the television PSAs

analyzed in the content analysis, audience perception could not be measured.

5.3 Further Research

This thesis could serve as a basis for further research delving into the effectiveness of PSA campaigns in Egypt. It should be followed by another step measuring the effectiveness of the PSA campaigns analyzed in this paper. In order to measure effectiveness of the campaigns, large-scale surveys should be conducted to check audience response to the campaigns. In addition to contacting the local governmental departments and authorities responsible for such PSA campaigns and ask them for data regarding any change of consumption or noticed change regarding the topics being addressed by the PSAs.

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Appendix

Coding Criteria:

An evaluation of the government's national development endeavors through the analysis of government public service announcements aimed at promoting pro-social development-leading behaviors.

According to ATKINS & RICE's book "Public Communication Campaigns".

1-PSA ID #- (Number allocated to this each PSA)

2- Coder -   1- Ghada
                   2- Nouran (State name of the coder)

3-What topic does the PSA fall under?

    1-Social
    (PSA aimed at promoting positive behavior related to social justice, health, education, cultural, women empowerment)

    2-Economic
    (PSA aimed at promoting behavior that have a positive return on the country's economy Examples: investment, entrepreneurship, limiting imports, increasing savings).

    3-Environmental
    (PSA aimed at promoting pro-environmental behavior and pro-sustainability habits related water conservation, electricity conservation, littering, etc)

4- Year the PSA was aired

    1-2015

    2-2016

    3-2017

    4-2018

5- PSA target audience identified

    1-Yes

    2-No

6-PSA Approach:

1-Preventative
(PSA aimed at preventing negative behavior)

2-Promotional
(PSA aimed at promoting positive behavior)

7-PSA Message:

1-Awareness
(PSA presents basic information on the topic, what should the viewer do it, what to do and when and where it should be done)
2- Instruction
(PSA presents the viewer with detailed instructions on exactly what actions to take, what is the positive outcome of this action and provides information to enhance self-efficacy and provides further inquiry options into the topic in question)
3-Persuasive
(PSA uses appeals to emphasize why the audience should adopt the advocated action or withdraw from the negative action)

8-If you answered 1 or 2 in question 7, then head to question 10. If message is persuasive, what appeal is being used: (if answer is 1, head to question 10).

1-rational (PSA message is trying to influence audiences using reason and logic, facts and figures)

2-emotional (PSA message is trying to influence audiences thoughts and actions by eliciting certain feelings and emotional responses)

9- What style of emotional appeal is being used?

1-humor (creating engagement by using elements of humor)

2-social (creating a sense of belonging to a certain social group)

3-fear (creating a sense of perceived risk associated with the negative behavior)

4-empathy (try to personalize the problem for the audience so they can understand what it feels like to be in the situation)

5- Potential (trying to persuade someone to do something with the promise of being a better person or reaching a higher potential).

6-Other

Message Content Design

10-Source credibility:

1-Source is trustworthy and provides evidence
2- Source is trustworthy
3-Source is not trustworthy but provides evidence
4-Source is not trustworthy and does not provides evidence

11-Personal Relevance:

1- PSA message is personally and geographically relevant to the target audience
2-PSA message is only personally relevant to the target audience
3-PSA message is only geographically relevant to the target audience
4-PSA message is not relevant to the target audience

12- Message Quality: Engaging and entertainment

1. Content is engaging and entertaining
(PSA ideas are discussed in an interesting manner using stylistic elements like music, humor, etc)
2. Content is engaging but not entertaining
(PSA ideas are discussed in an interesting manner but with not stylistic entertainment elements)
3- Content is neither engaging nor entertaining

13- Understandability

1-Message is easy to understand
(PSA topic could be simply stated in one sentence and user understands what the main message of the PSA is)
2-Message is not easy to understand
 (PSA topic is difficult to identify and comprehend)

14- Motivational Incentives
1-incentives are outlined and discussed
2-incentives are outlined but not discussed
3-no incentives are stated

Spokesperson

15- Is the spokesperson identified in the PSA?
1-Yes
2-No (unidentified narrative).

16- Category of spokesperson:
1. Celebrity

2. Expert (someone who has knowledge and expertise in the topic covered by the PSA. For example scientists, doctors etc).
3. Public officials
4. Ordinary people

17- Is the spokesperson likeable
     1-yes
     2-no

18- Is the spokesperson Credible
(Credibility is defined by the spokesperson trustworthiness and expertise)
     1-yes
     2-No

19- Does the spokesperson have any relevance to the topic
     1-yes
     2-no

Interview questions:

What are the procedures for these campaigns? Who is in charge? Is there any collaboration between the different ministries?

Are their any Pre-Tests conducted before the PSAs start airing?

Is there post campaign Evaluation?

How do they measure effectiveness?

Could such PSAs be a helpful tool for the government to communicate its development goals and to help it persuade the people to follow them?

Is TV still the main medium? Was it affected by social media?

What would motivate the people more to follow the desired behaviors in these PSAs?

What could the government change in the PSAs to make them more effective?

The use of the humor appeal, is it effective?

Why do the campaigns have shorter durations than before?

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سعيد سلمان
انا..حار شدك..الكهربا.. والبيعين
حاتعمل..اي..معاهم
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٣. سيتم الاتصال بالفائزين لحضور السحب قبل موعد السحب بيومين.

٤. سيتم تسليم الفائز 10 لمبات ليد مكافاةً لتوفيره وتشجيعه للإستمرار فى اتباع سياسة الترشيد

استهلك أقل