



PREFEITURA DO MUNICÍPIO DE SÃO PAULO
GABINETE DO PREFEITO
OFÍCIO AO LEGISLATIVO

São Paulo, 19 de fevereiro de 2021.

Câmara Municipal de São Paulo

A/C: Excelentíssimo Senhor Milton Leite

Digníssimo Presidente da Câmara Municipal de São Paulo

ASSUNTO: Ofício SGP - 12 nº 301/2020

Senhor Presidente,

Em atenção ao pedido de subsídios formulado pela Comissão de Finanças e Orçamento, conforme Ofício SGP-12 nº 301/2020, acerca do Projeto de Lei nº 743/2017, de autoria do Vereador Dalton Silvano, que cria o Programa de Apoio e Conscientização para Evitar os Pedestres de Usar Aparelhos de Celulares Similares, na Travessia das Ruas e Avenidas da Cidade de São Paulo, encaminho a essa Presidência as informações prestadas pela Companhia de Engenharia de Tráfego e pela Secretaria Municipal de Mobilidade e Transportes.

Na oportunidade, renovo-lhe meus protestos de apreço e consideração.

BRUNA BORGHETTI CAMARA FERREIRA ROSA
Chefe de Gabinete da Casa Civil



Documento assinado eletronicamente por **Bruna Borghetti Camara Ferreira Rosa, Chefe de Gabinete**, em 16/03/2021, às 20:22, conforme art. 49 da Lei Municipal 14.141/2006 e art. 8º, inciso I do Decreto 55.838/2015



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**COMPANHIA DE ENGENHARIA DE TRÁFEGO****Superintendência de Desenvolvimento**

Av. Marquês de São Vicente nº 2154, - Bairro Barra Funda - São Paulo/SP - CEP 01139-002

Telefone:

Encaminhamento CET/SDE Nº 038064676

São Paulo, 20 de janeiro de 2021.

Senhor Diretor,

Em resposta ao Encaminhamento da CET/DP nº 037631232 a esta Superintendência de Desenvolvimento e Educação de Trânsito – SDE, no intento de apresentarmos análise e manifestação à vista dos documentos 037478020 e 037606643, os quais abrangem, respectivamente, os seguintes aspectos a serem abordados:

Referente às respostas relativas às indagações sobre o pedido de informações atinente ao Projeto de Lei - PL743/17, de autoria do Vereador Dalton Silvano, sobre a “Criação do Programa de Apoio e Conscientização para Evitar os Pedestres de Usar Aparelhos de Celulares e Similares, na Travessia das Ruas e Avenidas na Cidade de São Paulo e, dá outras providências”; bem como, à questão apresentada no Requerimento da Comissão de Finanças e Orçamento, pertinente a esta SDE, sobre “possíveis ações, em operação ou em planejamento, que venham ao encontro do disposto no projeto”; apresentamos, a seguir, as considerações a serem tecidas a respeito.

A CET é a empresa responsável pela Engenharia, Operação, Planejamento, Sinalização, Fiscalização e Educação de Trânsito para a Mobilidade Urbana no Município de São Paulo, utiliza-se de diversas tecnologias e metodologias objetivando viabilizar ações educativas, através da prestação de serviços destinada a acolher diversos públicos.

Como parte integrante da Política de Mobilidade Urbana, a Educação assume papel relevante no desenvolvimento ético dos cidadãos os quais, na condição de pedestres, motoristas, ciclistas ou usuários de transportes públicos, estarão mais conscientes para uma convivência harmoniosa e segura na circulação urbana que preze pela valorização da vida e, portanto, contribuindo para a diminuição dos acidentes e seus custos sociais.

Dentre os propósitos da CET na gestão da mobilidade urbana é missão precípua educar e orientar a população quanto ao respeito à sinalização e normas de trânsito, induzindo a adoção de comportamentos seguros e preventivos para a proteção das pessoas e preservação da qualidade de vida de todas as pessoas.

O Centro de Treinamento e Educação de Trânsito – CETET, criado em 1980, realiza gratuitamente, por meio de seus educadores, diversas ações educativas para escolares, professores, educadores, empresas e público em geral, com o intuito de prevenir e evitar que acidentes graves e fatais vitimizem os pedestres, que são os

atores mais vulneráveis no trânsito urbano, bem como contemplando em diferentes atividades, os demais usuários da via, sendo eles condutores e passageiros de automóveis, motocicletas e bicicletas. fls. 29

Todos os trabalhos educativos realizados pela área de Educação de Trânsito da CET estão alinhados às premissas e, consequentes estratégias educativas, preconizadas no Artigo 74 do Código de Trânsito Brasileiro – CTB, relativas ao direito de todos os cidadãos terem acesso à educação para o trânsito, sendo este um dever prioritário para os componentes do Sistema Nacional de Trânsito, que no caso do Município de São Paulo, corresponde a todos serviços prestados à gestão do trânsito e da mobilidade urbana pela CET à Cidade, igualmente, em conformidade com o Artigo 24 do CTB, que define as competências dos municípios no âmbito de sua circunscrição.

Destacamos que na gestão abrangendo o período de 2017 a 2020, considerando todas as atividades desenvolvidas pelo CETET, por meio de seu portfólio de produtos educativos, compreendendo públicos diversos e contemplando diferentes metodologias, linguagens e canais de comunicação digital capazes de viabilizar o acesso aos conteúdos de forma ampla, inclusiva e democrática, tendo como propósito atingir o maior número possível de cidadãos, os atendimentos realizados totalizaram o número de 312.341 pessoas beneficiadas, englobando: Cursos – presencial e a distância – para Condutores: motoristas, motociclistas, motofretistas, taxistas e ciclistas; para a Capacitação de Professores e Educadores; Palestras em instituições (presencial e virtual), atividades dirigidas para o Público Escolar (presencial e online) – do ensino infantil, fundamental, médio e universidade; Curso/Workshop (presencial e virtual) para Pessoa Idosa e com Deficiência, Eventos Externos em locais públicos voltados ao público em geral, atividades de Artes Cênicas dirigidas ao público que se desloca pelo espaço urbano e o Prêmio CET de Educação de Trânsito, aberto a todos os munícipes da Cidade de São Paulo.

Referente aos canais de comunicação digital, constituídos pelo Blog e Portal da Educação, através dos quais vários conteúdos educativos de trânsito são veiculados e interações com os usuários são estabelecidas, o número de acessos nesses canais, no período de 2017 a 2020, ultrapassou 100.000 atendimentos/ano.

Podemos afirmar que, de acordo com as ações educativas de trânsito desenvolvidas pelo CETET e, acima arroladas, a questão do uso do celular e seus similares, seja por parte do pedestre na travessia da via, ou pelo condutor ao conduzir o veículo, representam comportamento de alto risco de acidentalidade, sendo essa temática, recorrentemente, abordada em todas as ações educativas promovidas para os diferentes públicos.

Por tratar-se de assunto de grande relevância, o uso do celular como fator de risco de acidentes de trânsito é abordado com ênfase durante as atividades direcionadas a condutores: motoristas, motociclistas, ciclistas, motofretistas e taxistas. Nos cursos e palestras o tema é tratado do ponto de vista do condutor com o objetivo de sensibilizar os participantes para que nunca usem o celular durante a condução de veículos e, também, pela premência em redobrar os cuidados com pedestres desatentos que utilizam o celular durante seus percursos. Destaca-se, com a devida propriedade normativa, a responsabilidade de proteção aos pedestres, por parte dos condutores, conforme estabelecido no Artigo 29, do Código de Trânsito Brasileiro.

No caso das atividades que envolvem o público escolar, incluindo educadores e comunidade, o uso do celular de forma responsável e segura é, igualmente, tratado como conteúdo específico das nossas ações educativas. Além do uso do celular, do mesmo modo, é dado ênfase com relação ao uso de outros dispositivos eletrônicos que possam interferir na segurança do usuário em via pública, como por exemplo, o uso de fones de ouvido e headset.

No âmbito das pesquisas sociocomportamentais elaboradas pelo CETET, foi feito um estudo sobre o uso do f. 30 celular em via pública em 2013. A atividade de pesquisa também está suspensa devido as orientações e restrições impostas pela pandemia, dependendo de novas orientações do corpo diretivo da Companhia, em consonância com as orientações da PMSP.

Sendo assim, ratificamos que a abordagem do tema é contemplada em todas as ações educativas, bem como, pelos estudos gerados através das pesquisas desenvolvidas pelo CETET, por meio de uma visão de mobilidade que enseja práticas colaborativas no trânsito, por todos aqueles que constituem seus atores na dinâmica dos deslocamentos operados no cenário urbano.

Compreendemos a segurança no trânsito como um indicador de princípios éticos que valorizam a vida, em que o direito à circulação e o dever de fazê-la respeitando parâmetros de segurança compõem um binômio capaz de incentivar uma cultura de responsabilidade coletiva.

No ano de 2020, com o advento da pandemia provocada pela Covid 19 que gerou uma crise sanitária, social, econômica e educacional, os serviços educativos de trânsito prestados pela CET, por meio do Centro de Treinamento e Educação de Trânsito – CETET, também foram afetados, comprometendo a realização de todas as ações, pesquisas e atividades educativas de trânsito presenciais e, portanto, atingindo todos os públicos assistidos (estudantes, condutores e público em geral).

A partir da segunda quinzena de março/2020, todos os cursos presenciais do CETET, como também as abordagens metodológicas presenciais praticadas no desenvolvimento das pesquisas, sociocomportamentais e domiciliares, foram provisoriamente suspensos, em conformidade com as regulamentações legais previstas pelo Governo Estadual e Municipal, de quarentena e isolamento social, permanecendo ativos somente os cursos a distância, as palestras virtuais, as atividades educativas para o ensino infantil, fundamental e médio online e o Curso/Workshop para Pessoa Idosa e com Deficiência – virtual.

Além da suspensão do atendimento ao munícipe de modo presencial, o afastamento de empregados dos grupos de risco e estagiários, todos em teletrabalho, gerou dificuldades que trazem impactos para o ano de 2021, seja na elaboração como na condução de ações do ponto de vista presencial, limitando-nos, até o presente momento, às atividades a distância, por canal digital e internet.

Cabe também destacar, que as restrições orçamentárias impingidas devido ao momento delicado pelo qual nos encontramos com relação à priorização do enfrentamento à pandemia, afeta diretamente nossos trabalhos, pela escassez de recursos tecnológicos disponíveis que possam ser aplicados na criação de novos produtos educativos intensificando a capilarização das ações por meio digital.

Considerando o acima exposto, cuja competência e responsabilidade dizem respeito a esta Superintendência e, levando-se em conta as Campanhas Educativas e de Segurança de Trânsito destinadas ao público, viabilizadas pela Gerência de Marketing e Comunicação- GMC da Companhia, entendemos que o conjunto integrado e sinérgico de todas as ações empreendidas em prol da segurança de pedestres e condutores, associado ao tripé Educação de Trânsito, Fiscalização e Engenharia de Tráfego, representam os pilares por meio dos quais um trânsito mais seguro, cidadão, humanizado e com menos mortos e sequelados possa tornar-se realidade a ser alcançada.

De qualquer maneira, louvamos, agradecemos e nos comprometemos a levar em consideração esta oportuna observação do nobre Edil na formulação dos temas a abordarmos nas ações do “Maio Amarelo” e “Semana Nacional da Mobilidade” (18-25 de setembro de 2021) quando esperamos ter normalizado nosso atendimento presencial.

Grato. Sds

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**COMPANHIA DE ENGENHARIA DE TRÁFEGO****Diretoria de Planejamento e Projetos**

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Encaminhamento CET/DP Nº 038143618

São Paulo, 29 de janeiro de 2021.

CET/GAB**Senhor Chefe de Gabinete,**

Restituímos o presente com as informações prestadas pela Superintendência de Desenvolvimento e Educação de Trânsito, documento 038064676, bem como pela Gerência de Marketing e Comunicação - GMC, documento 038136586, de competência desta Diretoria.

Em complementação, informamos que as ações da Diretoria de Planejamento e Projetos são pautadas pelo Estatuto do Pedestre (Lei 16.673/2017) e seu Decreto regulamentador (59.670/2020), que estabelece, entre seus objetivos, a realização de "*campanhas educativas que divulguem à população os seus direitos e deveres, os benefícios do cumprimento das normas vigentes e o atendimento aos preceitos do desenho universal, da segurança pública e viária e do conforto do pedestre*".

Por fim, sugerimos o encaminhamento do presente processo à SMT-AT, para consulta quanto às campanhas voltadas à Segurança Viária, conforme previsto no Plano de Segurança Viária, bem como à SMT-Assessoria de Imprensa, para que sejam ouvidos.

Atenciosamente,

VALTAIR FERREIRA VALADÃO**Diretor Adjunto de Planejamento e Projetos**

Documento assinado eletronicamente por **Valtair Ferreira Valadão, Diretor(a) Adjunto(a)**, em 29/01/2021, às 19:08, conforme art. 49 da Lei Municipal 14.141/2006 e art. 8º, inciso I do Decreto 55.838/2015



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COMPANHIA DE ENGENHARIA DE TRÁFEGO
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Encaminhamento CET/GAB/DAE Nº 038417708

SMT/GAB

6010.2021/0000011-8

Sr. Secretário Adjunto,

De ordem do senhor Chefe de Gabinete, em atenção ao solicitado pelo documento nº 037581972, restituímos o presente com as informações prestadas pela Diretoria de Planejamento e Projetos desta Companhia, documento nº 038143618, que contempla o solicitado.

Atenciosamente,

EDENIR SIMÕES

Chefe de Gabinete



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Road Safety Best Practice Communication Guide

The Bloomberg Philanthropies Initiative for Global Road Safety (BIGRS) supports governments to implement best practice road safety interventions and reduce traffic injury and death around the world. Vital Strategies helps governments develop and implement behavior change campaigns to promote safer driving and compliance with traffic regulations.

Well-designed, well-executed mass media campaigns can change road users' risky behaviors—especially when effectively combined with best practice enforcement—and, over time, change social norms.^{1,2}

Mass media campaigns are strategically developed to reach a large number of people with carefully designed communication messages through media channels such as television, radio, print, outdoor billboards, digital or social media. Effective campaigns should run intensively for at least four consecutive weeks. Road safety mass media campaigns are designed to raise concern about the health, legal, economic and personal consequences of unsafe behaviors on the road and to motivate compliance with regulations, as well as encourage support for new road safety policies or laws. For long-term improvements, mass media campaigns should be an integral part of a comprehensive strategy involving multiple sectors and incorporating vehicle safety, road user behavior, the road environment, evidence-based planning and effective enforcement of traffic laws. These are the key elements of World Health Organization's systemic approach to road safety.¹³

Five Key Risk Factors Prioritized by WHO



SPEEDING

The speed at which motor vehicles travel is at the core of the road traffic injury problem. Speed influences both the risk of having a crash and the severity of consequences resulting from a crash.

- The higher the speed of a vehicle, the shorter the time a driver has to stop and avoid a crash.³
- A car travelling at 50 km/h will typically require 13 meters to stop, while a car travelling at 40 km/h will stop in less than 8.5 meters.³
- Pedestrians have a 90% chance of surviving car crashes at 30 km/h or below, but less than a 50% chance at 45 km/h or above.⁴



DRINK DRIVING

- In low- and middle-income countries, about one- to two-thirds of fatally injured drivers had consumed alcohol before the crash (33% to 69%).⁵
- The risk of being involved in a crash rises significantly at a blood alcohol content of 0.04 g/dl.⁵
- Alcohol reduces a driver's visual acuity and ability to concentrate, and impairs reaction time, resulting in crashes that could have been avoided.⁵



NOT WEARING HELMETS, OR WEARING THEM IMPROPERLY

- Users of motorized two-wheelers who do not wear helmets are three times more likely to sustain head injuries in a crash compared to those properly wearing helmets.⁶
- Helmet use does not have adverse effects on neck injuries, visibility or the ability to drive safely in traffic.



NOT USING SEAT BELTS

- Seat-belts are an effective safety tool that not only save lives, but also significantly reduce the severity of injury that a vehicle occupant may have otherwise sustained if they were not wearing the device.
- Around half of all deaths of front seat occupants could be prevented through the correct use of seat-belts.³



NOT USING CHILD RESTRAINTS

- Use of the appropriate type of restraint for a child's age, height, weight and physical limitations reduces death of children by between 50% and 75%.³

Mass Media Campaign Development Framework

Best practice campaigns use data at every step of the campaign cycle from message testing and development to broadcast and evaluation. The campaign process below outlines eight steps for developing, implementing and evaluating a road safety mass media campaign. A full cycle of this process usually takes about six months to complete.

Phase 1. CAMPAIGN PLANNING

1. Situational analysis and partnership building

- Gather and analyze literature on evidence to clearly define the road safety problem to be addressed, and identify the objectives and target audience for the campaign based on this evidence;
- Identify relevant policies and regulations and how this campaign will integrate with these policies;
- Identify factors (facilitators and barriers for change) contributing to and influencing this road safety problem;
- Identify key stakeholders for this campaign and how support can be built for the campaign amongst these stakeholders;
- Identify key influencers for the targeted behavior and organizations or individuals who could potentially be recruited as partners for the campaign;

2. Target audience identification and analysis

- Identify what is known about the target audience's current knowledge, attitudes and intentions relating to the targeted behavior;
- Assess potential options for effectively reaching and engaging the target audience through broadcast and digital media channels, as well as community events and settings.

3. Developing campaign objectives

- Develop specific target audience behavioral objectives and communication objectives for the campaign;
 - o What increases or decreases in these specific road safety behaviors are required amongst the target audience in order to achieve the campaign goal?
 - o What changes in knowledge, beliefs, attitudes and intentions are required amongst the target audience in order to increase the likelihood of achieving the designated behavioral objectives?
 - o What is the logic for considering that these changes in knowledge, beliefs, attitudes will prompt changes in road safety intentions and behavior?

4. Formulating campaign plan

- Develop a comprehensive work plan incorporating required activities, timeline and who is responsible for undertaking which activities;
- Plan message testing research to design effective communication messages and materials;
- Decide on the most effective format of communication materials;
- Develop the campaign evaluation framework;
- Identify and assess potential vendors to research, produce and implement the campaign;

- Identify valuable media contacts.

5. Assembling resources

- Estimate all available resources (human, financial, technical) to devote toward developing and implementing the campaign to achieve the campaign goal;
- Ensure a sufficient budget is allocated for the campaign as well as researching free and pro-bono opportunities such as donated airtime;
- Assess internal capacity and initiate any required capacity building training.

Phase II. CAMPAIGN PRODUCTION

6. Message Testing Research

Undertake message testing research with the target audience for the campaign to identify the most effective messages and communication styles to influence changes in the targeted road safety behavior.

Focus groups

Message testing research is designed to generate insights and feedback from target audiences regarding different potential communication messages and styles to influence the targeted road safety behavior.

- The goal is to identify powerful communication concepts/messages that resonate with target audiences in terms of comprehension, acceptability, credibility, relevance, intention to change behavior, new information and the potential effectiveness of each PSA.
- This research also identifies aspects of the communication concepts/messages that could be improved, including irrelevant content and any problems with the language used in voiceovers or screen text.
- A professional research agency should be hired to do message testing. As a rule, this study incorporates quantitative (individual rating questionnaire) and qualitative (group discussion) methodologies.
- Normally, 10 focus groups are conducted with 10 participants each. Groups should be segmented by age, gender, socio-economic level and type of road user.
- The message testing outcomes will guide development of campaign materials for television, as well as supporting radio, outdoor and social media content.

Types of messages to consider for message testing research

It is valuable to test several types of messages to identify the most effective approach for the campaign target audience.

- Health risks associated with risky behavior: loss of life or loss of quality of life;
- Increasing perceptions of risk of crash and severity of consequences associated with risky behavior;
- Benefits of correct road safety behavior: *A properly buckled helmet can save a life;*
- Impact on family (including socio-economic consequences): *If something happened to you, what would become of your family?*
- Consequences for vulnerable road users (explore regret and guilt): *What would be the impact on you if you hurt a child or ruined someone's future life opportunities? How could you live with that consequence?*

- Key information about legal and administrative consequences of violations;
- Increasing perceptions of risk of detection and raise concern of being caught by the police.

7. Design and produce campaign communication materials

As a rule, you will need a 30 second video, a shorter (10-15 second) version with subtitles in the local language for social media, a 30 second radio PSA, and layouts for out-of-home placement, including billboards.

Key features of effective media materials ^{7,8}

Across BIGRS countries, campaigns with strong emotional engagement and clear depiction of health consequences have been highly rated in message testing studies. Lifestyle and personal testimonials have been found more impactful than humorous and metaphoric execution styles.

Key considerations:

- Allow the viewer to identify with the primary character in the PSA;
- Ensure relevance of the situation depicted, relevant portrayal of characters and location are critical;
- Depict a clear link between the unsafe road user behavior and the resulting negative consequences;
- Clearly depict the idea of a crash being preventable to increase perceptions of self-efficacy;
- Ensure that the depiction of a crash is credible and does not suggest the victim of the crash (such as a pedestrian) was responsible in any way;
- Illustrate that even a relatively small amount of alcohol use, or exceeding the speed limit by a modest amount, increases the risk of road crash;
- Avoid depicting a driver being obviously drunk or highly exceeding the speed limit as drivers will easily dismiss the message as being not relevant to them;
- Feature a prominent expert or doctor explaining science of speeding;
- Ensure crash scenes are depicted in a credible manner;
- For helmet/seat-belt use, clearly show (visually and audibly) proper use of the safety device (*include "clicking" sound*);
- Using the technique of repeating/rewinding identical scenarios that compare consequences with and without protective road safety behaviors has worked effectively for helmet and seat-belt use;
- Suffering is often an effective deterrent to reckless behavior than death.

PHASE III. DISSEMINATION

8. Solidify media placement

Effective dissemination of evidence-based road safety messages through mass-reach media channels, television in particular, can achieve meaningful changes in population-level awareness, knowledge, attitudes, and behaviors. Research-based media planning and buying of paid media broadcast spots, including the channels selected, and how the media budget is allocated across channels, is an integral part of an overall campaign implementation strategy.

Recommendations for effective media planning

- Focus on one risk factor per mass media campaign;
- Plan mass media during a period of increased risky behavior, and when the police are conducting a targeted enforcement operation;
- Air each phase of a media campaign for a period of at least four consecutive weeks;

- Focus on media channels that achieve the highest reach with the target audience. Television broadcast remains the primary communication channel, as it allows for the delivery of strong messages with through audio-visual communication to maximize communication effectiveness and emotional impact. Television broadcast can be effectively supported and reinforced by radio, out-of-home, digital channels and social media. Consider supplementing TV campaigns with posters displayed in places where the target audience congregates and can see the campaign message without being distracted from driving (eg. at the back of public transportation, at gas stations or police stations).
- Hire a professional media planner and ensure adequate levels of exposure of the campaign to the target audience. Plan for at least 75% of the target audience to see the campaign message at least three times in a campaign phase.

9. Use social media

Social media can be used to complement mass media campaigns and offers a way to highly target audiences to reach specific demographics in specific areas.

Recommendations for effective social media

- Consider using established social media accounts, such as existing partner/health depart
- Set a promotion budget to boost content rather than relying on organic reach.
- Plan content for the duration of campaign period, three to four posts per week over the campaign period.
- Video is the most effective in reach and engagement on Facebook. Include a mix of short and longer videos, including shorter edits of the main PSA
- Mix types of messages (see Box 2.) but promote the main PSA with a higher budget and over a longer period.
- The benchmark for a full view-through-rate is 20–22 percent for video posts, and for a click through rate is around 0.8% for healthcare-related issues for link posts.

10. Engage media for campaign implementation

Implement earned media strategies to amplify campaign messages and increase recognition of the importance of the campaign.

- Highlight the campaign with a press launch event to engage journalists;
- Invite high-level officials from various agencies to speak at the press event;
- Prepare materials that encourage journalists to provide in-depth, informed media stories and amplify the campaign message, such as fact sheets;
- Provide journalists with useful angles for media coverage including statistics, best practices, personal stories, information on economic burdens and enforcement operations;
- Prepare speakers to talk to the press and reinforce key campaign messages. Speakers might include city officials, traffic police, road safety experts, emergency room doctors, victims and their family members;
- Amplify enforcement through the media. Coordinate with police to arrange media visits to checkpoints. Identify enforcement spokespersons to speak with media.

11. Monitor the effective implementation of the campaign

- Review and monitor campaign implementation to ensure the media plan and schedule is being followed;

- Monitor earned media coverage and social media statistics;
- Adjust the media plan as needed for additional reach and earned media work for in-depth coverage.

Extend campaign implementation by linking closely with law enforcement on the targeted road safety campaign behavior and with community-level campaign reinforcement activities.

PHASE IV. CAMPAIGN EVALUATION

12. Conduct post campaign evaluation study.

It is important to measure the impact of road safety mass media campaigns on knowledge, attitudes, intentions and behaviors, in relation to the specific behavioral and communication objectives of the campaign.

- Hire a professional research agency to conduct a baseline study, just before the campaign goes on air, to set up baseline indicators on self-reported knowledge, attitudes, social norms, intentions and behavior against campaign objectives and other relevant road safety perceptions and behaviors;
- Conduct an end-line study just after the campaign goes off air to measure campaign recall and response, as well as changes from baseline indicators on knowledge, attitudes, social norms, intentions and behaviors;
- Supplement these findings with other relevant secondary data sources;
- Summarize learnings from the baseline and end-line studies to apply them to future campaign development and implementation;
- Use findings of the evaluation for writing technical papers for journals and contribution to addressing the evidence gap relating to effectiveness of road safety mass media campaigns in low- and middle-income countries.

13. Conduct a review of the process of developing, implementing and evaluating the campaign.

- Identify which parts of the campaign process worked well and where there are opportunities for improvement for the next campaign;
- Identify any necessary changes in campaign messages, communication materials, media channels and community engagement strategies to improve the next campaign phase;
- Use findings of the campaign evaluation to advocate for sustained mass media campaigns on traditional and digital media channels.
- Use campaign evaluation findings to advocate for regular mass media campaigns on traditional media channels. Changing behavior and social norms require sustained efforts.

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General Assembly

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2 September 2020

Seventy-fourth session

Agenda item 12

Improving global road safety

Resolution adopted by the General Assembly on 31 August 2020

[without reference to a Main Committee ([A/74/L.86](#) and [A/74/L.86/Add.1](#))]

74/299. Improving global road safety

The General Assembly,

Recalling its resolutions [57/309](#) of 22 May 2003, [58/9](#) of 5 November 2003, [58/289](#) of 14 April 2004, [60/5](#) of 26 October 2005, [62/244](#) of 31 March 2008, [64/255](#) of 2 March 2010, [66/260](#) of 19 April 2012, [68/269](#) of 10 April 2014, [70/260](#) of 15 April 2016 and [72/271](#) of 12 April 2018, on improving global road safety,

Having considered the note by the Secretary-General transmitting the report on improving global road safety¹ and the recommendations contained therein,

Reaffirming its resolution [70/1](#) of 25 September 2015, entitled “Transforming our world: the 2030 Agenda for Sustainable Development”, in which it adopted a comprehensive, far-reaching and people-centred set of universal and transformative Sustainable Development Goals and targets, its commitment to working tirelessly for the full implementation of the Agenda by 2030 ensuring that no one is left behind, its recognition that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development, its commitment to achieving sustainable development in its three dimensions – economic, social and environmental – in a balanced and integrated manner, and to building upon the achievements of the Millennium Development Goals and seeking to address their unfinished business,

Recalling that the Sustainable Development Goals and targets are integrated and indivisible and balance the three dimensions of sustainable development, and acknowledging the importance of reaching the road safety-related targets of the 2030 Agenda,

¹ [A/74/304](#) and [A/74/304/Corr.1](#).



Recalling also the New Urban Agenda adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III),² which, taking into account that the majority of road traffic deaths and serious injuries take place in urban areas, gives appropriate consideration to road safety and access to safe, affordable, accessible and sustainable public transport and non-motorized modes of transport,

Noting that the overwhelming majority of road traffic deaths and serious injuries are preventable and that, despite some improvements in many countries, including in developing countries, they remain a major public health and development problem that has broad social and economic consequences which, if unaddressed, may affect progress towards the achievement of the Sustainable Development Goals,

Recognizing that human suffering, combined with costs to some countries of up to 5 per cent of their gross domestic product a year, makes reducing road traffic deaths and injuries both an economic and a social priority, especially for some countries, and that investment in road safety has a positive impact on public health and the economy,

Taking into account that road traffic deaths and injuries are also a social equity issue, as the poor and the vulnerable are most frequently also vulnerable road users, namely, pedestrians, cyclists, users of motorized two- and three-wheeled vehicles and passengers of unsafe public transport, who are disproportionately affected and exposed to risks and road traffic crashes, which can lead to a cycle of poverty exacerbated by income loss, and recalling that the aim of road safety policies should be to guarantee protection to all users,

Recognizing that road safety requires addressing broader issues of equitable access to mobility and that the promotion of sustainable modes of transport, in particular safe public transport and safe walking and cycling, is a key element of road safety,

Taking into account the importance of strengthening institutional capacity and continuing international cooperation, including South-South and triangular cooperation, cooperation between countries that share roads across borders and cooperation among regional and international organizations, to further support efforts to improve road safety worldwide, particularly in developing countries, and providing, as appropriate, support to meet the goals of the Decade of Action for Road Safety 2011–2020 and those of the 2030 Agenda,

Emphasizing that, while each country has primary responsibility for its own economic and social development and the role of national policies, priorities and development strategies cannot be overemphasized in the context of reaching the Sustainable Development Goals, international public finance plays an important role in complementing the efforts of countries to mobilize public resources domestically, especially in the poorest and most vulnerable countries with limited domestic resources,

Expressing its concern that the number of road traffic crashes remains unacceptably high, and that crashes represent a leading cause of death and injury around the world, killing more than 1.35 million people and injuring as many as 50 million people a year, with 90 per cent of those casualties occurring in developing countries, and concerned also that road traffic crashes are the leading cause of death around the world for children and young people between 15 and 29 years of age,

Expressing its concern also that target 3.6 of Sustainable Development Goal 3 will not be met by 2020, and noting that significant progress can be achieved through stronger national leadership, global cooperation, implementation of evidence-based

² Resolution [71/256](#), annex.

strategies and engagement with all relevant actors, including the private sector, as well as additional innovative approaches,

Expressing its concern further that the adoption and implementation of road safety measures remain inadequate in many countries,

Acknowledging the leading role of Oman and the Russian Federation in drawing the attention of the international community to the global road safety crisis,

Commending Member States that have taken a leadership role by adopting comprehensive legislation on key risk factors, including the non-use of seat belts, child restraints and helmets, the drinking of alcohol and driving, and speeding, and drawing attention to other risk factors, such as low visibility, medical conditions and medicines that affect safe driving, fatigue and the use of narcotic drugs and psychotropic and psychoactive substances, mobile phones and other electronic and texting devices,

Encouraging Member States to promote multi-stakeholder partnerships to address the safety of vulnerable road users, the delivery of first aid to victims of road traffic accidents or crashes, training and education, notably in developing and least developed countries,

Recognizing the progress made by some Member States in providing road traffic crash victims and their families with universal access to health care in the pre-hospital, hospital, post-hospital and rehabilitation and reintegration phases,

Acknowledging the work of the United Nations system, in particular the leadership of the World Health Organization, in close cooperation with the United Nations regional commissions, in establishing, implementing and monitoring various aspects of the Global Plan for the Decade of Action for Road Safety 2011–2020, and the commitment of the United Nations Human Settlements Programme (UN-Habitat), the United Nations Environment Programme, the United Nations Children's Fund and the International Labour Organization, among other entities, to supporting those efforts as well as that of the World Bank and regional development banks to implementing road safety projects and programmes, in particular in developing countries,

Acknowledging also the lessons learned from the Decade of Action for Road Safety 2011–2020, such as the need to promote an integrated approach to road safety such as a safe system approach and Vision Zero, pursue long-term and sustainable safety solutions, and strengthen national intersectoral collaboration, including engagement with non-governmental organizations and civil society and academia, as well as businesses and industry, which contribute to and influence the social and economic development of countries,

Commending the World Health Organization for its leadership role in preventing road traffic injury and for its role in implementing the mandate conferred upon it by the General Assembly to act, in close cooperation with the United Nations regional commissions, as a coordinator on road safety issues within the United Nations system,³

Commending the United Nations regional commissions for their work in increasing road safety activities and advocating increased political commitment to road safety, and in working towards setting regional and national road traffic casualty reduction targets, in particular the work of the Economic Commission for Europe in elaborating global road safety-related legal instruments, including international conventions and agreements, technical standards, resolutions and good practice

³ See resolution [58/289](#).

recommendations, as well as in servicing 59 global and regional legal instruments that provide a commonly accepted legal and technical framework for the development of international road, rail, inland water and combined transport,

Emphasizing the role of the United Nations Road Safety Collaboration as a consultative mechanism to facilitate international road safety cooperation,

Commending the work of two Economic Commission for Europe groups of experts, namely, on road signs and signals and on improving safety at level crossings, and recognizing the continuous work of the Global Forum for Road Traffic Safety and the World Forum for Harmonization of Vehicle Regulations to improve vehicle and road safety,

Noting that continuous progress of automotive and digital technologies could improve road safety, including through the progressive development of highly and fully automated vehicles in road traffic, and in this regard noting with appreciation the adoption under the auspices of the Economic Commission for Europe of a Global Forum for Road Traffic Safety resolution on the deployment of highly and fully automated vehicles in road traffic,

Noting with approval the road safety performance review projects of the Economic Commission for Europe, carried out in collaboration with the Economic and Social Commission for Asia and the Pacific and the Economic Commission for Latin America and the Caribbean under the United Nations Development Account and with the Economic Commission for Africa with support from the Special Envoy of the Secretary-General for Road Safety, as well as the work of the Economic and Social Commission for Western Asia on prioritizing road safety to strengthen the national road safety management capacity of selected countries, and commending the development and implementation of road traffic safety management systems for different types of organizations, such as the extensive work of the International Organization for Standardization in developing the requirements for road traffic safety management systems,⁴

Acknowledging a number of other important international efforts on road safety, including the development by the International Road Transport Union of harmonized and internationally recognized standards for the vocational training of road transport professionals, as well as the development of an updated Road Safety Manual by the World Road Association to offer guidance to officials at various levels on measures that can enhance the safety of road infrastructure,

Welcoming the efforts of the Special Envoy for Road Safety, with secretariat support from the Economic Commission for Europe, in effectively mobilizing sustained high-level commitment to road safety by advocating adherence to and raising awareness of the United Nations legal instruments on road safety, sharing good practices, including through participation in global and regional conferences, and advocating for increased funds for global road safety,

Welcoming also the establishment of the United Nations Road Safety Fund to support progress towards achieving all road safety-related Sustainable Development Goals and relevant global targets, and noting with appreciation the efforts of the United Nations organizations, in particular the Economic Commission for Europe, and the Special Envoy of the Secretary-General, in making the Fund operational,

Recognizing the commitment of Member States and civil society to road safety, as demonstrated by their participation in United Nations Global Road Safety Week, including during the fifth Week, held from 6 to 12 May 2019,

⁴ See International Organization for Standardization, ISO 39001:2012.

Recognizing also Member States and all stakeholders, including civil society, for their continued commitment to road safety, as demonstrated by their observance of the World Day of Remembrance for Road Traffic Victims on the third Sunday of November every year,

Acknowledging the efforts of Member States in contributing to international road safety by conducting research and collecting evidence that will inform policies, as well as by encouraging the sharing of best practices that enhance vehicle and infrastructure safety as well as human behaviour in road traffic,

Recognizing that providing basic conditions and services to address road safety is primarily a responsibility of Governments, especially in view of the decisive role that legislative bodies can play in the adoption of comprehensive and effective road safety policies and laws and their implementation, while recognizing nonetheless that there is a shared responsibility to move towards a world free from road traffic fatalities and serious injuries and that addressing road safety demands multi-stakeholder collaboration among the public and private sectors, academia, professional organizations, non-governmental organizations and the media,

Recalling the need, in view of the approaching end, in 2020, of the Decade of Action for Road Safety, the target date of 2020 for the achievement of target 3.6 of Sustainable Development Goal 3 and the relevant road safety target dates set out in the 2030 Agenda, to define a new time frame for a reduction in road traffic deaths and injuries,

Commending the leadership of the Government of the Russian Federation, the Government of Brazil and the Government of Sweden in hosting global ministerial and high-level conferences on road safety resulting, respectively, in the Moscow Declaration of 2009,⁵ the Brasilia Declaration of 2015 and the Stockholm Declaration of 2020,

Noting the various international events that have recently been held with a view to promoting partnerships and sharing know-how and best practices for improving road safety, including the International Road Safety Conference, held in London on 3 and 4 September 2019,

1. *Reiterates its invitation* to Member States and the international community to intensify national, regional and international collaboration, with a view to meeting the ambitious road safety-related targets in the 2030 Agenda for Sustainable Development;⁶

2. *Endorses* the Stockholm Declaration, approved at the third Global Ministerial Conference on Road Safety, held in Stockholm on 19 and 20 February 2020;

3. *Proclaims* the period 2021–2030 as the Second Decade of Action for Road Safety, with a goal of reducing road traffic deaths and injuries by at least 50 per cent from 2021 to 2030, and in this regard calls upon Member States to continue action through 2030 on all the road safety-related targets of the Sustainable Development Goals, including target 3.6, in line with the pledge of the 2019 high-level political forum on sustainable development convened under the auspices of the General Assembly, especially taking into account the remaining decade of action to deliver the Sustainable Development Goals by 2030 in their entirety;

4. *Requests* the World Health Organization and the United Nations regional commissions, in cooperation with other partners in the United Nations Road Safety

⁵ A/64/540, annex.

⁶ Resolution 70/1.

Collaboration and other stakeholders, to prepare a plan of action of the Second Decade as a guiding document to support the implementation of its objectives;

5. *Encourages* Member States to ensure political commitment and responsibility at the highest possible level for improving road safety, and to develop and/or implement road safety strategies and plans with the involvement of all relevant stakeholders, including all sectors and levels of government, as appropriate;

6. *Invites* Member States that have not already done so to consider adopting comprehensive legislation on key risk factors, including the non-use of seat belts, child restraints and helmets, the drinking of alcohol and driving, and speeding, and to consider implementing appropriate, effective and evidence- and/or science-based legislation on other risk factors related to distracted or impaired driving;

7. *Reaffirms* the role and importance of the United Nations legal instruments on road safety, such as the 1949 Convention on Road Traffic,⁷ the 1968 Convention on Road Traffic,⁸ the 1968 Convention on Road Signs and Signals,⁹ the 1958 and 1998 agreements on technical vehicle regulations, the 1997 agreement on periodic technical inspection of vehicles and the 1957 agreement on the transport of dangerous goods, in facilitating road safety at the global, regional and national levels, and commends Member States that have acceded to these international legal instruments on road safety;

8. *Encourages* Member States that have not yet done so to consider becoming contracting parties to the United Nations legal instruments on road safety and, beyond accession, applying, implementing and promoting their provisions or safety regulations;

9. *Encourages* Member States to make efforts to ensure the safety and protection of all road users through safer road infrastructure by taking into account the needs of motorized and non-motorized transport, and other vulnerable road users, especially on the highest-risk roads with high rates of crashes, through a combination of proper planning and safety assessment, including through identification of crash-prone areas, design, building and maintenance of roads, signal systems and other infrastructure, taking into consideration the geography of the country;

10. *Invites* Member States that have not already done so to consider adopting policies and measures to implement United Nations vehicle safety regulations or equivalent national standards to ensure that all new motor vehicles meet applicable minimum regulations for the protection of occupants and other road users, with seat belts, airbags and active safety systems fitted as standard equipment;

11. *Invites* Member States that have not yet done so to address road safety holistically, starting with the implementation or continuation of a road safety management system, including, as appropriate, interdepartmental cooperation and the development of national road safety plans;

12. *Encourages* Member States to consider including road safety as an integral element of planning of land use, street design, transport systems and governance, keeping in view the needs of vulnerable road users in urban and rural areas, inter alia, through the promotion of a safe system approach, as appropriate;

13. *Also encourages* Member States to take measures to promote road safety knowledge and awareness among the population through education, training and

⁷ United Nations, *Treaty Series*, vol. 125, No. 1671.

⁸ Ibid., vol. 1042, No. 15705.

⁹ Ibid., vol. 1091, No. 16743.

publicity campaigns, especially among youth, and to propagate good road safety practices in the community;

14. *Further encourages* Member States to strengthen institutional capacity through adequate training and capacity-building with regard to road safety laws and law enforcement, vehicle safety, infrastructure improvements, public transport and post-crash care, and to collect, analyse and disseminate disaggregated data for effective and evidence-based policymaking and their implementation;

15. *Invites* Member States to consider establishing mechanisms for the periodic assessment of vehicles in order to ensure that all new and in-use vehicles comply with basic vehicle safety regulations;

16. *Encourages* Member States to provide consumer information on vehicle safety through new car assessment programmes that are independent from vehicle manufacturers, and also encourages Member States to share such consumer information with, inter alia, the World Health Organization and other countries, in particular developing and least developed countries;

17. *Also encourages* Member States to promote environmentally sound, safe, accessible and affordable modes of quality transport, particularly public and non-motorized transport, as well as safe intermodal integration, as a means of improving road safety, social equity, public health and urban planning, including the resilience of cities and urban-rural linkages, and in this regard to take into account road safety and mobility as part of the effort to achieve sustainable development;

18. *Invites* Member States to encourage and incentivize the development, application and deployment of existing and future technologies and other innovations to improve accessibility and all aspects of road safety, from crash prevention to emergency response and trauma care, with special attention given to the safety needs of those road users who are the most vulnerable, including pedestrians, cyclists, motorcyclists and users of public transport;

19. *Calls upon* businesses and industries of all sizes and sectors to contribute to the attainment of the road safety-related Sustainable Development Goals, including by applying safe system principles to their entire value chain, as appropriate and in line with national laws;

20. *Encourages* Member States to adopt, implement and enforce policies and measures to actively protect and promote pedestrian safety and cycling mobility, with a view to also improving road safety and broader health outcomes, particularly the prevention of injuries and non-communicable diseases;

21. *Invites* Member States to develop and implement appropriate social marketing campaigns to raise awareness and commemorate the World Day of Remembrance for Road Traffic Victims on the third Sunday of November every year;

22. *Encourages* Member States to strengthen pre-hospital care, including emergency health services and the immediate post-crash response, hospital and ambulatory guidelines for trauma care and rehabilitation services, and requests the World Health Organization to support Member States in these endeavours;

23. *Invites* Member States to share best practices and standards bilaterally, regionally and internationally, as appropriate, including through the World Health Organization, upon the request of Member States, on the causes of road traffic accidents and crashes and their prevention, which could be instrumental in addressing information gaps and shortcomings;

24. *Urges* Member States to implement road safety policies for the protection of the most vulnerable among road users, in particular children, youth, older persons

and persons with disabilities, taking into account the respective obligations of Member States under relevant United Nations legal instruments, as applicable;

25. *Encourages* Member States and private sector entities that have not yet done so to establish an effective mechanism to reduce the number of crashes, road traffic fatalities and injuries caused by professional drivers, including drivers of commercial vehicles, owing to job-specific hazards, including fatigue;

26. *Invites* Member States to fully integrate a gender perspective into all policymaking and policy implementation related to mobility and road safety, especially regarding roads and surrounding areas and public transport;

27. *Encourages* Member States to develop and implement comprehensive legislation and policies on motorcycles, including on training, driver licensing, vehicle registration, working conditions and the use by motorcyclists of helmets and personal protection equipment, within the existing international standards, given the disproportionately high and increasing numbers of motorcycle deaths and injuries globally, particularly in developing countries;

28. *Invites* Member States to develop public policies to decrease work-related road traffic crashes, with the participation of employers and workers, in order to enforce international standards on safety and health at work, road safety and adequate road and vehicle conditions, giving particular attention to the issue of professional drivers, including the working conditions of commercial vehicle drivers;

29. *Also invites* Member States to provide early rehabilitation and social reintegration, including in the world of work, to persons with injuries and disabilities caused by road traffic crashes and comprehensive support to victims of road traffic crashes and their families;

30. *Further invites* Member States to continue to implement professional driver qualification frameworks, established on the basis of internationally recognized standards, including training, certification and licensing, restricted hours of driving and working conditions that focus on addressing the main causes of accidents or crashes involving heavy commercial vehicles, recognizing that distraction is a significant cause of accidents or crashes;

31. *Invites* Member States to support, as appropriate, the activities of the Special Envoy of the Secretary-General for Road Safety, and invites the Secretary-General to consider extending the function of the Special Envoy for Road Safety for the Second Decade of Action for Road Safety;

32. *Welcomes* the measures taken by the Secretary-General, the organizations of the United Nations system and the Department of Safety and Security of the Secretariat to enhance road safety through the implementation of the United Nations system road safety strategy so as to reduce road traffic crashes and casualties resulting from such incidents among United Nations personnel and the civilian population in host countries;

33. *Requests* the World Health Organization and the United Nations regional commissions, as well as other relevant United Nations agencies, to continue the activities aimed at supporting the implementation of the road safety-related targets in the 2030 Agenda, while ensuring system-wide coherence;

34. *Reiterates its invitation* to Governments to take a leading role in implementing activities in support of the voluntary global performance targets for road safety risk factors and service delivery mechanisms, as well as road safety-related targets in the 2030 Agenda, while fostering multisectoral and multi-stakeholder collaboration that includes the efforts of academia, the private sector, professional associations and civil society, including national Red Cross and

Red Crescent societies, and encouraging further partnership activities and initiatives, such as the Global Network for Road Safety Legislators, supported by the World Health Organization, and the Global Road Safety Partnership, hosted by the International Federation of Red Cross and Red Crescent Societies, and those of other non-governmental organizations, as well as victims' organizations, youth organizations and the media;

35. *Requests* the United Nations system, including the regional commissions, the World Health Organization and other relevant United Nations agencies, to support Member States, upon their request, in applying voluntary global performance targets for road safety when appropriate;

36. *Requests* the World Health Organization to continue to monitor, through its global status reports on road safety, progress towards the achievement of the goals of the Decade of Action, and to leverage as appropriate existing efforts, including those of regional road safety observatories, to harmonize and make road safety data available and comparable;

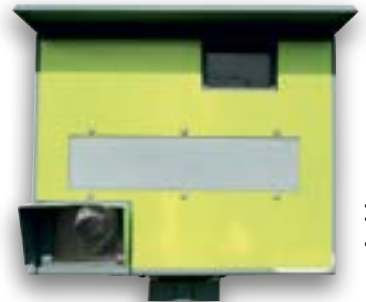
37. *Invites* all relevant stakeholders, international organizations, development banks and funding agencies, foundations, professional associations and private sector companies to scale up funding to support the implementation of measures required to meet the voluntary global performance targets;

38. *Invites* Member States to further invest in road safety at all levels, including by allocating appropriate dedicated budgets for institutional and infrastructural improvements for road safety, as well as by supporting the United Nations Road Safety Fund and other mechanisms, such as the World Bank Global Road Safety Facility, as appropriate;

39. *Decides* to convene a high-level meeting of the General Assembly, no later than the end of 2022, on improving global road safety with a view to addressing gaps and challenges as well as mobilizing political leadership and promoting multisectoral and multi-stakeholder collaboration in this regard, and further decides to define the scope and modalities of such a meeting no later than the seventy-fifth session of the General Assembly;

40. *Also decides* to include in the provisional agenda of its seventy-sixth session the item entitled "Improving global road safety", and requests the Secretary-General to report to the General Assembly at that session on the progress made in the attainment of the objectives of the Second Decade of Action.

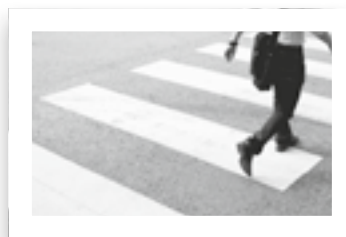
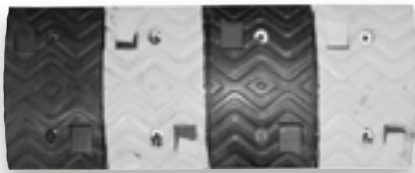
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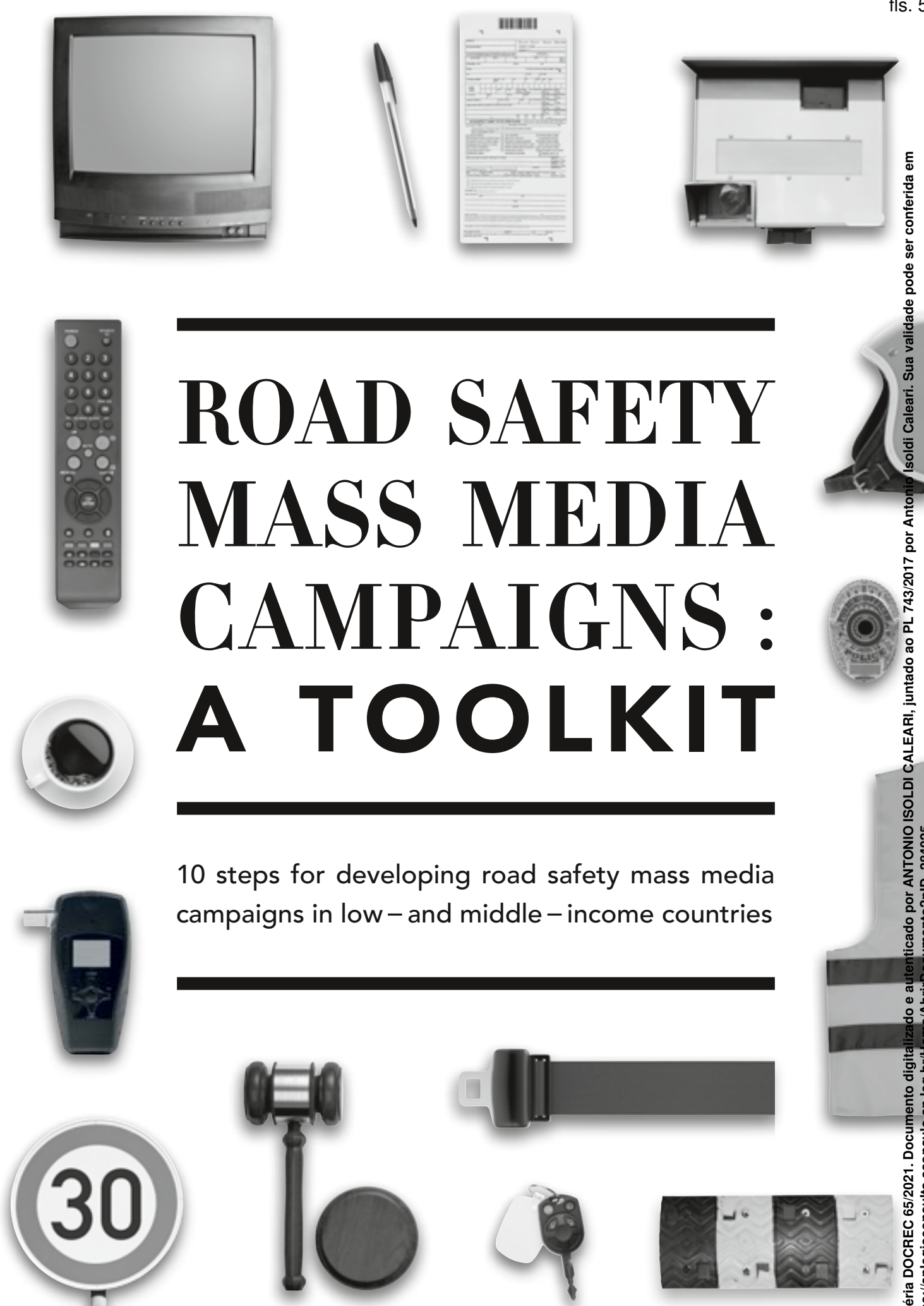
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ROAD SAFETY MASS MEDIA CAMPAIGNS : A TOOLKIT

10 steps for developing road safety mass media
campaigns in low – and middle – income countries

Road safety mass media campaigns: a toolkit

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PREFACE

Every year 1.25 million people die on the road and many more are seriously injured.

A new and ambitious target lies ahead of us: halving road traffic fatalities globally by 2020. Meeting this target – part of the Sustainable Development Goals – requires us to act fast and to learn from each other's experiences, thereby improving our effectiveness and use of resources. This toolkit is a step in that direction.

Mass media campaigns are an important component of road safety strategies. During the past 6 years, WHO and its partners have developed more than 30 mass media campaigns to improve road safety in nine countries. The lessons and results generated by this work are presented in this toolkit, with the aim of strengthening the implementation of similar campaigns in low- and middle-income countries where the burden of road traffic crashes is the heaviest.

This toolkit aims to help those working in the field of road safety who are responsible for running mass media campaigns. We hope it will inspire and guide the implementation of targeted campaigns that can enhance the impact of strengthened legislation, enforcement or other elements of a safe system necessary to achieve our ambitious goal to save lives.

Dr Etienne Krug, Director
Department for Management of Noncommunicable Diseases,
Disability, Violence and Injury Prevention

INTRODUCTION

Improving road user behaviour is fundamental to reducing road traffic injuries and fatalities. It is one of five key pillars of the Global Plan for the Decade of Action for Road Safety 2011–2020 (alongside better road safety management, safer road networks, safer vehicles and improved post-crash response).

Road user behaviour can be improved by road safety campaigns, which in combination with behavioural measures (e.g., law enforcement, education or training), can become a powerful way to persuade the public to behave more safely in traffic.¹ The Global Plan for the Decade of Action is rooted in the Safe System approach² which addresses risk factors and interventions affecting road users, vehicles and the road environment in an integrated way, enabling more effective prevention. This approach is known to be appropriate and effective in settings worldwide.

The safe system approach recognizes that travel should be safe for all road users and aims to eliminate fatal crashes and reduce serious injuries through ensuring transport systems take into account human error and the human body's vulnerability to serious injury. This can be achieved through robust policies on road infrastructure and vehicles and travel speeds, supported by a range of activities relating to education, behaviour change, regulation, enforcement and penalties.

Key safe system principles are:

- **Recognition of human error in the transport system.** People make mistakes in traffic that can cause injury and death. The safe system approach acknowledges the value of road user behaviour interventions but emphasizes that behaviour is just one of many elements necessary to promote road safety.
- **Recognition of human physical vulnerability and limits.** The human body has limited tolerance to impact, beyond which serious injury or death occurs.
- **Promotion of system accountability.** Responsibility for traffic safety must be shared between road users and system designers. While road users must comply with traffic regulations, system designers must develop transport systems that are as safe as possible for users.
- **Promotion of ethical values in road safety.** People can learn to behave more safely, but inevitably human error may lead to crashes. Death and serious injury are, however, not inevitable consequences.
- **Promotion of societal values.** The road transport system is expected to be of benefit to society, especially through economic development, human and environmental health, and individual choice.

EFFORTS TO REDUCE ROAD SAFETY RISK FACTORS

Efforts to reduce risk factors in low- and middle-income countries in the past decade include the Bloomberg Philanthropies Global Road Safety Programme (BP-GRSP). Between 2009 and 2014 the BP-GRSP generated more than 30 mass media campaigns in nine countries (Brazil, Cambodia, China, India, Kenya, Mexico, Russian Federation, Turkey and Viet Nam, see map page 10). Recognizing the integrated nature of road safety, these campaigns complemented other interventions such as strengthened legislation, enhanced enforcement, capacity building, collecting data and advocating for improved road safety using the media. Hundreds of road safety and other experts contributed to these efforts. This toolkit shares some of the lessons learned in developing mass media campaigns as part of the BP-GRSP.

THE TOOLKIT: AN OVERVIEW

This toolkit offers practical guidance for implementing road safety mass media campaigns in low- and middle-income countries. The methodology proposed combines international best practice and theory (based on behaviour change communication efforts, in particular social marketing), and lessons learned from direct implementation of BP-GRSP road safety campaigns in low- and middle-income countries.

The toolkit is designed as a resource for those working in road safety, including professionals and experts from:

- traffic, transport or road safety agencies at national level;
- ministries of transport or health;
- local secretariats or departments for health or traffic;
- police;
- nongovernmental organizations;
- international organizations, in particular WHO staff in country and regional offices;
- advocacy groups.

Road safety stakeholders may have different needs when it comes to designing road safety campaigns, as levels of expertise and contexts will vary. However, the recommendations in this toolkit assume the campaign team has:

- a dedicated budget (even if limited);
- limited in-house capacity for the development of mass media campaigns yet the ability to bring professional communications services on board;
- adequate time to plan and execute the effort;
- basic road safety knowledge.

The toolkit suggests a campaign development cycle organized in four phases: project design and research, production, dissemination, and evaluation. Each phase is divided into a number of components, including:

- a summary of the key elements of each activity;
- an explanation of the activities suggested in the step;
- short case studies with concrete examples drawn from the BP-GRSP;
- practical steps on commissioning and working with professional communication services;
- an implementation checklist.

The toolkit is based mainly on the experience of the BP-GRSP programme. The case studies presented should not be interpreted as “textbook recommendations” but rather as examples of real challenges and solutions that can be found and adopted during implementation – particularly in resource-limited settings.

A TYPICAL BP-GRSP CAMPAIGN AT A GLANCE

The BP-GRSP campaigns focused on five risk factors that have been prioritized by WHO: drink-driving, speeding, and the non-use of motorcycle helmets, seat-belts and child restraints. The campaigns formed part of a package of interventions including legislative reform, enhanced enforcement of laws, capacity building, data collection, and advocacy through community mobilization and media, among others.

The majority of these campaigns followed a common methodology. Each campaign:

- took 6–9 months from research to evaluation;
- focused on one risk factor at a time;
- included messages on consequences of the risky behaviour (such as injury or death) and enforcement;
- had a realistic or hard-hitting approach;
- developed traditional mass media products such as television adverts, radio spots, and outdoor advertising;
- ran for a period of 4–6 weeks, mainly through local media;
- was produced and aired with a limited budget;
- had on average comparatively high recall rates – i.e. above 50%.

All mass media campaigns produced as part of the BP-GRSP are available via the WHO YouTube [road safety mass media campaigns playlist](#).



“Drink driving carries serious consequences: Financial penalty up to 6 million VND, vehicle impoundment and loss of licence.”
Billboard for the drink-driving campaign in Viet Nam in 2011.

ROAD SAFETY CAMPAIGNS

PRODUCED AS PART OF THE
BLOOMBERG PHILANTHROPIES
GLOBAL ROAD SAFETY PROGRAMME
2009–2014 (BP-GRSP)



MEXICO

Because I care about you. 2010
Enjoy life. 2011
Drink–driving is violence. 2012
You decide: buckle-up or suffer. 2014
Drink–driving kills. Don't take the risk. 2014

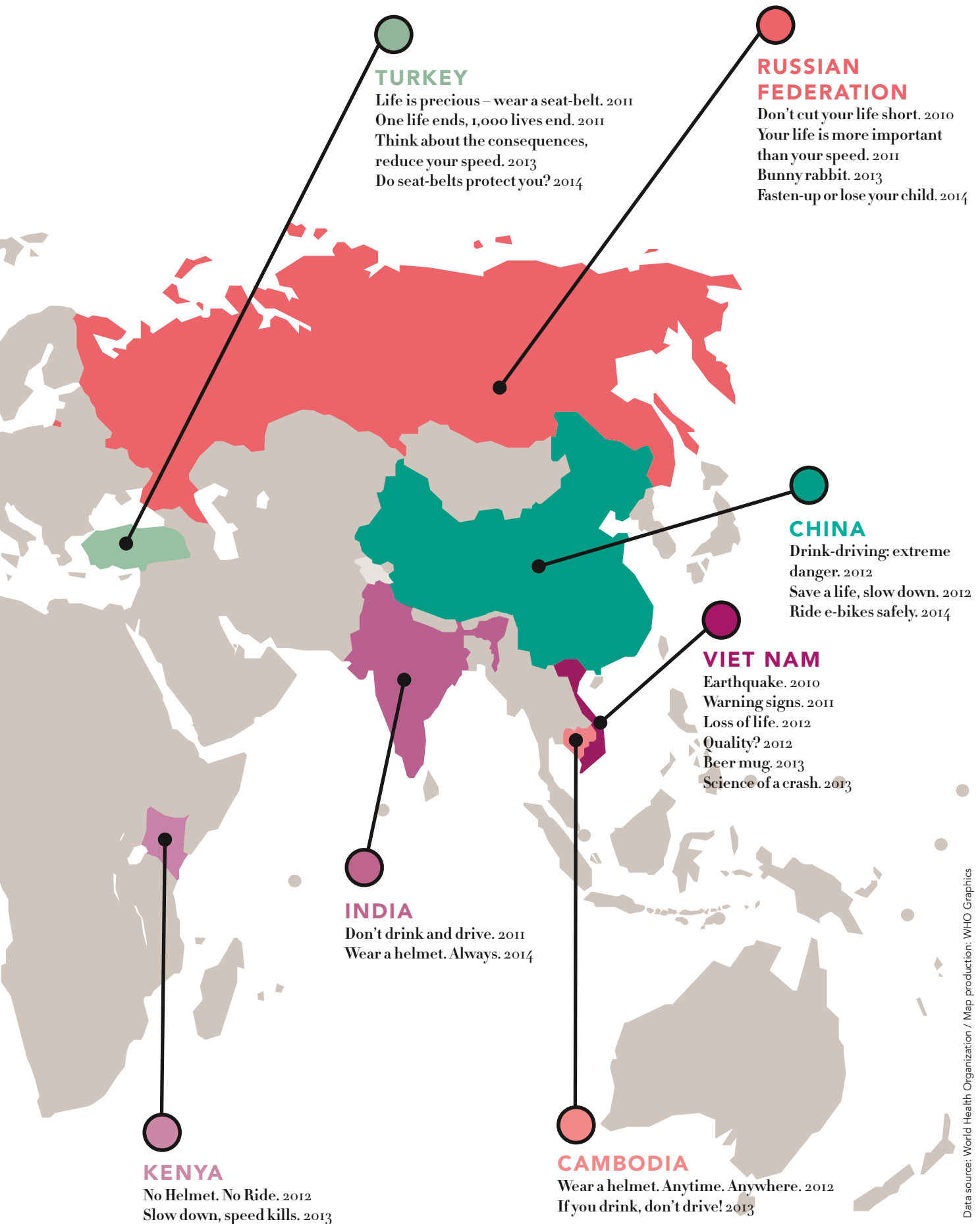


not applicable



BRAZIL

Drink–driving kills. 2013
Speed a little, lose a lot. 2014



Data source: World Health Organization / Map production: WHO Graphics

TEN STEPS TO DEVELOP A ROAD SAFETY MASS MEDIA CAMPAIGN

This section sets out 10 steps for developing a road safety mass media campaign, from design to evaluation. The steps are illustrated with examples from the Bloomberg Philanthropies Global Road Safety Programme (BP-GRSP), and fall into four phases (see next page).

PHASE 1: PROJECT DESIGN AND RESEARCH

STEP 1: Project planning, including forming the project team and advisory stakeholder groups, defining the problem and policy options, and creating the budget and implementation timeframe.

STEP 2: Desk review comprising a stock-take of existing information with the aim of understanding the environment or context in which the campaign will be implemented.

STEP 3: Definition of core strategy and specific, measurable, achievable, relevant and time bound (SMART) programme objectives.

STEP 4: Formative research with target audiences to inform strategy design.

PHASE 2: PRODUCTION

STEP 5: Definition of messages and materials, and where and when the messages will appear.

STEP 6: Concept and pre-testing to verify validity of the main campaign ideas and concepts.

STEP 7: Development of materials and pre-testing, including detailed evaluation of campaign messages and materials.

PHASE 3: DISSEMINATION

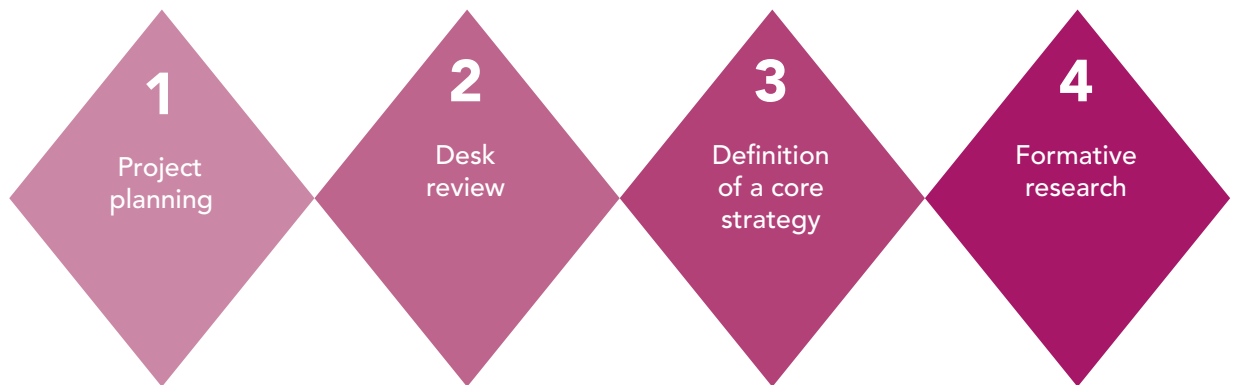
STEP 8: Distribution strategy and media plan, including designing the media plan and the negotiation of airtime, and how the campaign will be launched.

STEP 9: Campaign launch, implementation and monitoring, and identifying any necessary strategy alterations.

PHASE 4: EVALUATION

STEP 10: Evaluation, measuring the impact of the campaign on people's knowledge, attitudes and behaviours, as well as their exposure to and recall of the campaign.

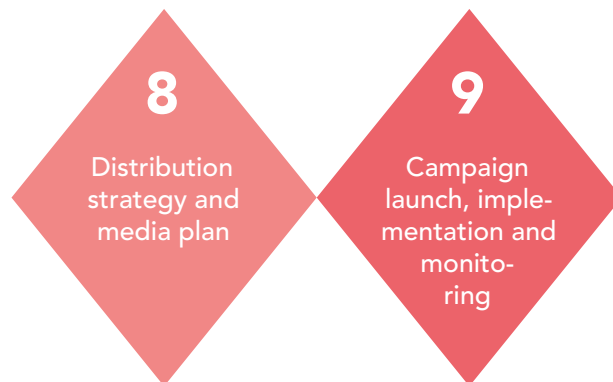
PHASE 1. PROJECT DESIGN AND RESEARCH



PHASE 2. PRODUCTION



PHASE 3. DISSEMINATION



PHASE 4. EVALUATION



1

PHASE 1. PROJECT DESIGN AND RESEARCH

STEP ONE



PROJECT PLANNING³

◆ **WHO:** Road safety technical team and stakeholders ◆ **PRODUCT:** A campaign team and workplan ◆ **WHEN:** Before the beginning of project activities ◆ **DURATION:** A few weeks to 2 months

1.

ASSEMBLE THE TEAM

The campaign team usually consists of two main groups: a core team, often led by those involved in developing campaign activities, and a stakeholder group (also known as a coalition, committee or taskforce). The core team should include at least a project manager, a road safety expert, and an expert in marketing, communications, or behaviour change communications.

The stakeholder group comprises representatives of the communities and audiences you are trying to reach. They may include the main road safety organizations in the city or country, and other opinion leaders representing relevant segments of the population. They play a vital role in providing feedback at critical points of the project cycle and in making sure campaign activities serve audience needs. This group can also help undertake campaign activities and disseminate campaign messages.

2.

DEFINE PROBLEM(S) AND REVIEW EXISTING POLICIES

When the core team is established, identify the problem to be addressed by the campaign and identify specific programmes or policies relevant to the problem. This can be done, for example, in an ideas workshop with the core team and stakeholder group. Questions to guide that process include:

FOCUS

- **Which risk factor(s) will be the focus of your campaign?** Key considerations at this stage are road users affected; the burden of injuries or fatalities; a new law or amendments; donor focus (if there is one); or other key interventions taking place. Campaigns focusing on one risk factor at a time are likely to be more effective. (You might revise your decision after the desk review of literature and statistics in Step 2.)
- **Will the campaign be in support of road safety technical interventions? Where will these be?** Will it be an effort at national or provincial level? A national campaign devised in the capital city and disseminated nationally can have a very different cost and impact from a campaign targeting rural provinces. What data are available to identify which region/city or state is most affected by road traffic injuries?

RESOURCES

- **What professional services will be needed?** Producing a campaign requires graphic designers and television producers; qualitative and quantitative research skills, and professionals experienced in negotiating media dissemination plans.
- **What should be factored in to pay for these services?** You should research market rates for various services and, based on this, set up budget lines for: pre- and post-campaign research studies by an independent and qualified market research company; the production of campaign materials; public relations activities such as a press conference or an event launch for the campaign; an adequate dissemination plan; and an evaluation.
- **Will the campaign be in more than one language?** Will translation be required during the whole production process?

CASE STUDY

CHOOSING WHICH MEDIA TO USE BASED ON BUDGET AND RESEARCH, KENYA

Buying television airtime in Kenya is prohibitively expensive for most non-profit organizations – a situation that became clear to the BP-GRSP team when it was planning its road safety campaign. The core team had to decide whether to run its campaign via multiple media (TV, radio, newspapers, digital) as originally planned –or whether to adapt the strategy to the limited resources. Information on the target audience's media habits gathered in the research phase enabled an informed decision: for the 2012 **No Helmet No Ride** campaign it was decided to develop materials only for radio and billboards – two channels considered very effective (particularly in Africa) and affordable. The campaign was understood and rated highly by the target audience and recalled by 84% of people interviewed in the evaluation. This demonstrated that a limited budget need not be an obstacle to reaching people effectively, as long as decisions are based on research and the needs of the target audience.



Print campaign developed for billboards and posters for the No helmet. No ride campaign, Kenya 2012 (English and Swahili).

3.

DEFINE A TIMEFRAME

Organizing a research-based campaign, particularly for multimedia and mass media products, requires more time than expected. In the BP-GRSP, each campaign required on average 6–9 months from planning to evaluation.

Knowing the order of various campaign activities and the time needed to complete each of them is important. Likewise, running the campaign at the right time will influence several aspects of your project. Answering the following questions when defining your implementation calendar might be critical for the success of the campaign:

- Is there existing legislation relating to the risk factor or behaviour you are targeting?
- Have enforcement campaigns been planned for the months before or after your campaign? Will your campaign overlap with them?
- Are there other road safety related events that are imminent?
- Are there other key events that need to be taken into consideration? For example elections; release of new data and information; new projects or campaign launches; or summer or religious holidays that might have an influence on behaviours (for example drink-driving) or increase dissemination costs (for example, airing a campaign during religious holidays or an election period). Mapping these external events will allow you to take advantage of opportunities that could amplify your efforts and be aware of events that may hamper them.

4.

ORGANIZE IMPLEMENTATION

For technical road safety teams with limited capacity for campaign activities, hiring expert services to perform this role is important. Already from the planning stage of the project, try to ensure that basic implementation tools aimed at facilitating interaction with contractors are in place. These tools include:

- **Project brief** or written materials relating to the project and the risk factor/s targeted. The brief can include brochures, fact sheets, websites or other relevant resources. A briefing package could include examples of previous campaigns or research reports that the team likes or dislikes as a guide for consultants.
- **Terms of reference templates** for requesting proposals of services needed during implementation.
- **Clarity on copyright issues** associated with the materials produced for the campaign by external service providers such as graphic designers and television producers.

CHECKLIST 1: PROJECT PLANNING

- ◆ Does everyone in the campaign team know the basic principles of mass media campaigns?
- ◆ Are roles, responsibilities and desired outcomes clear? Are training courses needed?
- ◆ Have you invited key stakeholders to participate in the campaign implementation?
- ◆ Can the technical team count on the support of a communications officer or consultant with experience in the field of behavioural change?
- ◆ Do you have a rough idea of how much it should cost to produce a non-commercial mass media campaign in your country? How does that compare to your budget?
- ◆ Do you have a concise briefing package to introduce the project to stakeholders and service providers?
- ◆ Do you have templates of terms of reference to request proposals from service providers?
- ◆ Do you have clarity on the procurement processes and permission from your organization to hire expert companies or consultants?
- ◆ Do you have a solid knowledge and clear understanding of copyright policies in your organizations?
- ◆ Have you determined how the campaign will align with any other enforcement activities?



PHASE 1. PROJECT DESIGN AND RESEARCH

STEP TWO



DESK REVIEW

◆ **WHO:** Core team ◆ **PRODUCT:** Short report with concrete recommendations on the core strategy; stakeholders mapping; timing ◆ **WHEN:** As soon as the project starts ◆ **DURATION:** 2–3 weeks

A desk review (secondary research) is done before any strategic decisions on the campaign can be made. The review is mainly of existing data and materials related to road safety (or to a particular risk factor) and, where possible, personal interviews in order to identify:

- the burden of the problem for the population at large, and for specific groups;
- the evidence base for potential interventions;
- past and/or similar experiences tried in-country;
- the context in which you will develop the campaign;
- key stakeholders who need to be involved;
- potential partners or good service providers employed by others for similar initiatives, such as advertising agencies with experience of working with non-profit organizations.

1.

UNDERTAKE THE DESK REVIEW

The following material should be reviewed during this phase⁴:

- Quantitative and qualitative studies analysing the problem behaviour in depth, as well as qualitative research that might explain perceptions, beliefs or motivations underlying the behaviour the campaign is seeking to address.
- Best practice from other countries related to the target risk factor or the specific problem behaviour.
- Materials from existing road safety campaigns developed by other organizations as well as information on their implementation and evaluation.
- Marketing studies on the target audience to learn about their habits and preferences in general, with a focus on their media habits. This information is important to the design and airing of the campaign.

The outcome of the desk review can be a short report that clarifies:

- the key problem and baseline for the campaign;
- existing and potential policies related to the risk factor;
- possible interventions and their evidence;
- the population affected by the problem hence the target audience of your campaign.

This phase of the campaign provides a good opportunity to get to know and coordinate with those responsible for enforcement of road safety laws. As you compile information for your campaign, you should also verify if and when any enforcement campaign has been planned and how this could dovetail with your campaign effort.

2.

REVISIT AND REFINE YOUR PLAN IN LIGHT OF RESEARCH

Once the secondary research is complete you can go back to Step 1 and refine your plan. For example, during the review of existing information, you might have identified key players or stakeholders of which you were previously unaware, or learned about another road safety campaign with the same time frame as yours. If so, you can contact new key players and stakeholders and get them involved in the project, or change the focus or timing of your campaign.

WHO's [online library of road safety mass media campaigns](#) (a separate resource to WHO's YouTube [road safety mass media campaigns playlist](#)) is a useful tool for the research phase of the project and offers a selection of road safety television adverts to inspire and inform new campaigns. If your team has limited finances or time to develop new creative concepts, the adverts in the library can be used to test existing ideas and concepts from other countries or to guide creative teams.

CASE STUDY

EXPLORING THE OPTION TO RE-RUN EXISTING CAMPAIGNS

During secondary research for the BP-GRSP, some countries identified existing road safety television campaigns with strong messages and very powerful images. Re-airing existing campaigns can be a cost-effective option for road safety teams, particularly in resource-limited settings (though only campaigns positively and independently evaluated should be considered for re-airing). Unfortunately, most of these campaigns had not been evaluated. In response, some were tested by BP-GRSP with target audiences alongside new materials. This methodology, aimed at re-airing existing campaign as part of the BP-GRSP, was developed with the support of Vital Strategies (formerly World Lung Foundation), a non-profit organization that had adopted a similar approach for the development of tobacco control campaigns.



Print campaign adapted from an existing campaign on motorcycle helmet wearing. Wear a helmet. Always. India, 2014

CHECKLIST 2: DESK REVIEW

- ◆ Have you reviewed the latest data and statistics on the risk factor you want to address?
- ◆ Is the focus of your campaign based on evidence? Do you have data on where the problem is most severe, and among which population groups?
- ◆ Do you have information on the specific population groups you are considering targeting?
- ◆ Have you identified who else is working on road safety communications besides your organization? What are their short-term plans? Have you considered collaborating with them?
- ◆ Has a campaign on road safety been launched before? What barriers were encountered? Was the campaign evaluated? If so, could the campaign be aired again instead of producing a completely new campaign?



PHASE 1. PROJECT DESIGN AND RESEARCH

STEP THREE



DEFINITION OF A CORE STRATEGY

♦ **WHO:** Core team. When drafted, the core strategy should be presented to and discussed with the stakeholder team ♦ **PRODUCT:** A short document with a definition of the target audience, core strategy and SMART objectives ♦ **WHEN:** After desk review is complete ♦ **DURATION:** A few days

Road safety campaigns can have a variety of objectives, including:⁵

- providing information about new or modified laws;
- improving knowledge and/or awareness of risks and preventive behaviours;
- changing underlying factors that influence road user behaviour;
- modifying problem behaviours or maintaining safety-conscious behaviours;
- decreasing the frequency and severity of crashes.

Different strategies can be used for each of these objectives, all of which ultimately contribute to the larger goal of decreasing the frequency and severity of crashes. Step 3 is about the definition of the core part of the campaign, meaning the campaign's objectives and target audiences.

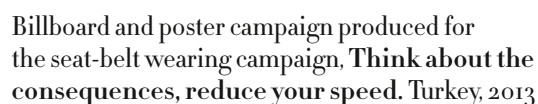
1.

SET CAMPAIGN OBJECTIVES

SMART campaign objectives increase the likelihood of success and help guide the decision-making process during implementation.⁶ SMART objectives should be developed both at the programme or intervention level as well as at the campaign and communications level. SMART objectives are:

- **Specific:** What exactly do you want to change? Being specific means that you have identified a precise problem for which you will promote a specific action/behaviour.
- **Measurable:** Can the problem and solution be measured? Do we have the ability to measure it? What is our stated target? For the objective to be measurable, you should be able to refer to a pre-campaign and post-campaign situation.
- **Achievable:** Can the target audience change behaviour within the given context? Do you have the resources needed to prompt this type of change?
- **Relevant:** Is the desired change relevant to the target audience and the project? Will this objective have an impact on the desired health goal? If everyone adopts this behaviour, will there be a significant reduction in road traffic injuries or fatalities?
- **Time bound:** Set a realistic deadline for achieving campaign objectives.

Only 3.9% of drivers and front seat passengers in Afyonkarahisar, Turkey, were wearing a seat-belt in 2011⁷. The project team planned a mass media campaign and enhanced enforcement aimed at a specific change – increasing the number of people wearing seat-belts. After an extensive consultation and review of evidence a 50% seat-belt wearing rate was set as the goal to be achieved within the project timeline – an ambitious yet measurable, achievable, relevant and time bound target according to the larger team responsible for the project. Defining the target required mediation among stakeholders, as some wanted it to be 90% – a rate considered unrealistic by many others. It took much research, evidence and experience from other countries for the core team to persuade local partners that such a high target would have made it impossible for the project to achieve its goal, leading it to failure.



2.

IDENTIFY THE TARGET AUDIENCE

Identifying an audience, or audiences, for a mass media road safety campaign is not complex. For example, if the goal is to get taxi drivers to reduce their speed or wear seat-belts, then clearly taxi drivers are the primary audience for the campaign.

In some cases it is necessary to reach a secondary or even tertiary audience. The secondary audience is generally defined as those with the ability to influence the primary audience – sometimes these

are family members or a community influencers. In the case of taxi drivers, the secondary audience might be taxi owners (in case these are different from the drivers) or passengers. A tertiary audience is generally the community or society at large.



“Fasten-up or lose your child. A child in the car must always be in a child restraint.” Print materials for the **Fasten-up or lose your child** campaign. Russian Federation, 2014

CASE STUDY

REACHING PRIMARY AND SECONDARY AUDIENCES ON CHILD RESTRAINTS, RUSSIAN FEDERATION

In the BP-GRSP Russian Federation campaign on child restraints, **Fasten-up or lose your child**, the road safety team identified public health professionals at health facilities attended by parents as a key secondary audience. This meant that parents – the campaign’s primary audience – were not only directly exposed to key messages through television and outdoor advertisements but also when meeting doctors and nurses at health centres. At these centres, posters, leaflets and infographics provided clear information to parents on how to select age-appropriate child restraints that also met safety standards.

CASE STUDY

TARGETING OCCASIONAL DRINKERS, BRAZIL

The 2012 Brazil campaign **Drink-driving kills** targeted occasional or light drinkers who believed that such consumption had no influence on driving skills. Self-reported alcohol consumption-related behaviours were included as variables in research studies conducted for the campaign. Five types of drinker were included in the studies: frequent heavy drinker; frequent light drinker; occasional heavy drinker; occasional light drinker; and non-drinkers. For each category, doses and frequency of alcohol consumption were established. The overall recall evaluation of the campaign was not particularly high, but when the recall percentage by profile of drinker was analysed, the segments defined as the target audience had higher recall than the others, proving that the campaign had been successful in getting the attention of those it wanted to reach most.⁸

3.

SEGMENT THE AUDIENCE

Ideally your campaign should have messages tailored to segments of your target audience. Audience segments share characteristics that make them similar to each other but different from other groups in the same general population. For example, segments within the population of car drivers in a city can be taxi drivers, novice drivers or young drivers. While taxi drivers are professional drivers, provide a service to the public, spend most of the day on the streets, have confidence in their driving skills and are responsible for passenger safety, novice drivers (of any age) have very limited experience on the road and probably low confidence in their driving. Young drivers have a different level of brain development and perception of risk compared to other segments. The better defined the segment, the easier it is to choose relevant, hence effective, messages and channels.

Segmentation strategies may be based on some of the following characteristics:

- Age
- Sex
- Place of residence
- Socioeconomic status
- Education level
- Type of road user/vehicle/road use (for example: four or two wheelers; private or professional driver; transporting passengers or goods; driving mainly in urban areas or on high-speed roads; driving mainly in rural areas; parents travelling with children, etc.)
- Specific life habits (such as people who drink regularly or occasionally, official motorbike taxis versus non-official/non-registered ones, etc.)

CHECKLIST 3: DEFINITION OF A CORE STRATEGY

- ◆ Have you selected a specific behaviour to change?
- ◆ Have you set a specific goal for your campaign?
- ◆ What percentage of the population do you want to adopt the new behaviour? Have you defined your target based on evidence?
- ◆ Will your campaign be able to influence the behaviour? Is the desired change achievable?
- ◆ If the behaviour changes will it have an impact on road traffic injuries and deaths?
- ◆ Will you be able to reach the objective in the time proposed?
- ◆ Have you clearly defined your primary, secondary and tertiary audiences (if all are necessary)?
- ◆ Is there the need to target a specific segment within your target audience?

Q & A



A SHORT INTERVIEW WITH
MRS MEN CHANSOKOL,
DEPUTY DIRECTOR OF LAND
TRANSPORT, CAMBODIA,
A STAKEHOLDER IN THE
IMPLEMENTATION OF
THE BP-GRSP IN CAMBODIA.

Planning and research for a successful campaign, Cambodia

MUCH TIME WAS DEDICATED TO PLANNING AND RESEARCH IN THE BP-GRSP. WAS THAT IMPORTANT?

Yes, it was really important as proper planning leads to proper and effective management of activities, and budget allocation and use. Research is also very important as it provides evidence for better decision-making which is what happened in the BP-GRSP project.

HOW DID THE BP-GRSP ROAD SAFETY PROJECT CHANGE THE WAY YOU THINK ABOUT ROAD SAFETY CAMPAIGNS?

It showed that traditional public education using IEC material (information, education, communication) – an approach we have used on other topics – is not effective. Campaigns should be based on research. This is called social marketing and it consists of developing creative concepts, focusing mainly on target audiences.

IF YOU COULD GIVE SOCIAL MARKETING ADVICE TO A COLLEAGUE, WHAT WOULD IT BE?

Make all your decisions based on evidence, on your targeted audiences and on the message-testing. Decisions related to developing creative concepts, media placement and monitoring and evaluation also have to be based on evidence.



PHASE 1. PROJECT DESIGN AND RESEARCH

STEP FOUR



FORMATIVE RESEARCH

♦ **WHO:** A social scientist or market research company ♦ **PRODUCT:** Report(s) with quantitative and qualitative findings and recommendations for messaging, materials and a dissemination plan; a baseline evaluation for comparison with a post-campaign evaluation ♦ **WHEN:** After objectives and general audiences have been defined ♦ **DURATION:** 4–8 weeks (pre-campaign)

This step aims to deepen understanding of the target audience and the risk factor or problem behaviour to be addressed, and to define a baseline with a clear description of the pre-campaign situation to enable any changes in road user knowledge, attitudes and behaviours to be identified.

A baseline pre-campaign study aims to answer the following questions, among others:

- What are your target audience's thoughts and perceptions about the risk factor or behaviour in question?
- What are the barriers that prevent your target audience from adopting the new behaviour? Consider including those already displaying the desired behaviour in your research (see Box 1).
- What are your target audience's media habits? Do they use particular media for entertainment and others for information? Can you develop a campaign that makes use of this distinction?
- What influences their thoughts, feelings and actions with respect to other health and safety behaviours?

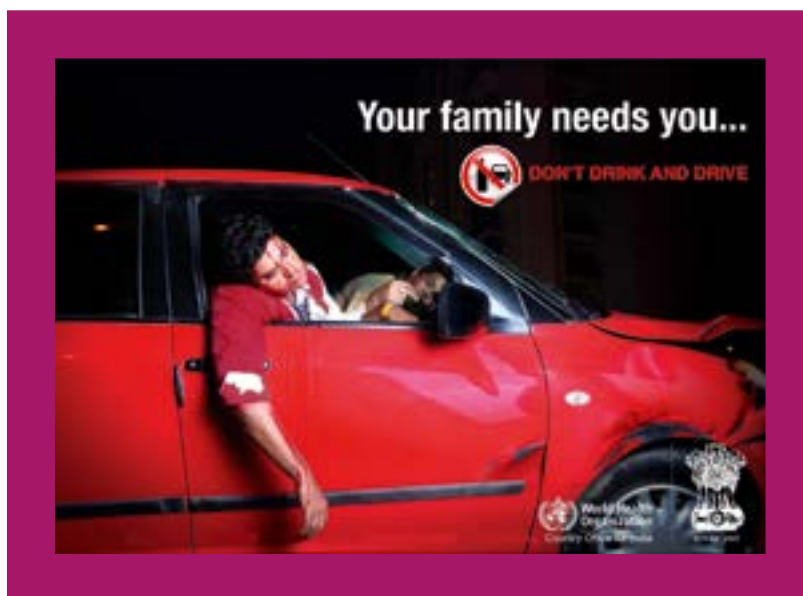
1.

DEFINE THE METHOD

A baseline study can include both qualitative and a quantitative research. In the BP-GRSP two main research methods were used:

- **Focus group discussions (FGD):** Most BP-GRSP campaigns used focus group discussions to discover new and specific aspects of the problem behaviour. For example, while conducting focus group discussions on drink-driving in India, it was learned that a practice among Indian youth called "car o' bar" (involving consuming high quantities of alcohol in cars – sometimes while driving – as opposed to consuming alcohol in bars, restaurants or homes) needed to be taken into account when addressing drinking and driving.⁹
- **Knowledge, attitudes and practices (KAP) surveys:** As part of these surveys representative samples of the target audience were interviewed. KAP surveys were used to quantify findings of qualitative research, define priorities for the campaign and its interventions, and provide a baseline for comparison with post-campaign results. In order to allow comparison, several KAP questions on the pre-campaign questionnaire were used on the post-campaign evaluation survey.

While FGD and KAP surveys were not always used in BP-GRSP pre-campaign phases for a number of reasons (lack of time, resources or buy-in from stakeholders among others), almost all campaigns were preceded by some sort of qualitative or quantitative research. One of the main BP-GRSP achievements has been persuading local stakeholders of the importance of making campaign decisions based on research and information, as opposed to assumptions or preferences of the team responsible for the campaigns.



Billboard advert for the Don't drink and drive campaign, India 2012

2.

ORGANIZE THE RESEARCH

PRACTICAL STEPS FOR PLANNING AND IMPLEMENTING A BASELINE EVALUATION USING PROFESSIONAL RESEARCH SERVICES

◆ Consider hiring a research company, consultant or an academic institution to conduct the baseline study. A campaign aimed at changing behaviours involves research at different stages, so the same researcher/s could be responsible for the formative research, pre-testing creative concepts and the post-campaign evaluation.

◆ Brief the company on road safety and relevant risk factors, and provide them with background material compiled in the planning phase. The company will usually rely on you or other technical experts for road safety related inputs. The written brief for the company should include sections on: the project's needs and expectations;

specific questions you want the research to answer; and an explanation of how you intend to use the research findings for the design of the campaign.

◆ Set out clear terms of reference for the researcher/s, specifying the campaign's objectives and target audience, the study objectives, the preferred method for the research, the budget and timeframe. Specify the format in which you want to receive the results of the research, for example a narrative document with tables or a PowerPoint presentation. To assess their presentation skills it may be helpful to ask those tendering for the project to share reports they may have produced for similar projects.

◆ When project resources are limited, invite companies to present alternative implementation scenarios with budgets and a detailed explanation of the pros and cons of each.

◆ Invite stakeholders to attend the FGDs as observers: this will help partners appreciate the importance of listening to and understanding the target audience.

◆ Share results of the studies conducted for the formative research widely and allow time for studying, interpreting and discussing the results.

FEAR-BASED CAMPAIGNS¹⁰

Fear is considered a strong motivator of human behaviour. The use of fear is a messaging technique that consists in confronting people with the negative consequences of risky behaviours by capitalizing on their fears. This type of information is considered confrontational; however, it can be effective in evoking the interest of the target audience and keeping its attention¹¹. The validity of this approach varies depending on the context which is why thorough research with target audiences is needed before choosing this message approach.^{12 13}

At the beginning of the BP-GRSP, resistance to using hard-hitting or realistic campaigns was encountered from a number of stakeholders – some considered the use of fear as inappropriate to local cultures. To overcome this resistance and ensure that the BP-GRSP had the opportunity of testing all the possible approaches for the campaigns with the target audiences, partners were invited to attend as observers a series of FDGs with road users. In those countries where road users reacted positively to fear-based or realistic messages, local stakeholders eventually decided to second their preferences.

BOX 1. INVOLVING “DOERS” (THOSE ALREADY DISPLAYING THE DESIRED BEHAVIOUR) IN RESEARCH

Doer/non-doer analysis (also called “positive deviation” or PD) compares a relatively small group of people who already perform the desired behaviour to the majority who do not. Doers can share how they came to adopt the behaviour, and using this information you can decide whether their experience can be used – perhaps in “role model stories” – to persuade others to do the same.

When using doer/non-doer analysis it is essential that the doers and non-doers share the same socioeconomic, environmental and cultural characteristics. You may include questions relating to positive deviance in your baseline survey. When you identify those who already practice the behaviour, ask if they are willing to take part in a more in-depth discussion (such as a focus group) with other doers.

Define non-doers as those who have heard about the behaviour (i.e. they are “aware”), but have not yet decided to act on it. When you identify these aware non-doers, invite them to a separate in-depth discussion or focus group. Make sure you get exact quotations from doers (and possibly non-doers who suggest ways to overcome the obstacles) to use in developing messages.

- ◆ Do your budget and timeframe allow for both qualitative and quantitative studies?
- ◆ Do you have a shortlist of research companies that have conducted similar studies for your or other organizations?
- ◆ Do you have clear and detailed terms of reference for the research company?
- ◆ Have you given the company a briefing on road safety in general and risk factors, complemented by some background material?
- ◆ Are the terms of reference clear about the research needs, and how you intend to use the findings in the production phase?
- ◆ Have you asked the researcher for alternative research methodologies and budget ?
- ◆ Have you allowed enough time to review and analyse the results and recommendations of the researchers?
- ◆ Have you organized a presentation of the findings for the project's partners and stakeholders?
- ◆ Have you included research on "doers" so you can learn from their experience?



PHASE 2. PRODUCTION

STEP FIVE



DEFINE MESSAGES AND PRODUCE CAMPAIGN MATERIALS

♦ **WHO:** Creative agency/producer ♦ **PRODUCT:** At least two creative concepts with different approaches for testing; three to five key messages; campaign resources (radio and TV ads, billboard ads, leaflets, websites, social media campaigns etc.) ♦ **WHEN:** Following formative research ♦ **DURATION:** 2 weeks to 2 months (depending on the type of products – for example, producing television adverts takes longer than radio adverts)

The research phase will produce new knowledge and insight, and reveal why some groups resist certain behaviours. It will also reveal what makes groups change their attitudes and beliefs, and clarify what types of "story" make messages credible. This knowledge provides the basis for the second phase of the project – the production phase.

1.

DEFINE CAMPAIGN MESSAGES

Targeted campaign messages make people reflect on what they think, feel and do. Step 5 refers to these messages as the "concept" – a combination of message, visual elements (images, graphics), and the campaign's overall style and tone (not just the text used in a poster or a television advert script or strapline, for example).¹⁴

Messages should be defined by the core team based on the findings of the secondary and primary research, and should be discussed with all stakeholders. Once agreement is reached on the campaign objectives and messages, the team coordinating the campaign should translate them into a creative brief for the advertising agency.¹⁵ Using this creative brief, the advertising or creative agency can develop the content (text) for print materials and/or scripts for television and radio advertising.

Message development should answer the following questions, among others:

- What do you want your target audience to **know**?
- What do you want your target audience to **think**?
- What do you want your target audience to **feel**?
- What do you want your target audience to **do**?



«If you drink, don't drive». Cambodia, 2013

2.

DEVELOP CREATIVE CONTENT

PRACTICAL STEPS FOR WORKING WITH CREATIVE AGENCIES TO DEFINE CREATIVE CONTENT

◆ Define the campaign concept or desired content for resources, based on your desk and formative research.¹⁶

◆ Define clear terms of reference for the different companies who will be hired for the various resources to be produced (television, radio or print media). These can be used to define the services needed and get costings, and should include as many details as possible on the characteristics of the final product (e.g. the length of the advert, if a road traffic crash scene will be necessary, whether the campaign will have to be shot entirely outdoors or in different languages).

◆ When selecting companies, remember that sophisticated equipment and highly technical skills are needed to produce good quality campaign materials, particularly for television. Make sure that you carefully select the supplier you will work with based on concrete examples of previous campaigns developed for other clients.

◆ Summarize research findings and translate them into key messages to share with the creative company or agency through a creative brief – a succinct document setting out the essence of the strategy for creative interpretation (see Box 2)¹⁷. Although the core team decides what the message should be, it should be the creative agency or consultants that produce the campaign text (or actual messages).

◆ Teams experienced in producing mass media campaigns could consider hiring a production house or producer as opposed to a creative or advertising agency. However, this approach means the core team is responsible for developing creative concepts, and that it will need to dedicate a substantial amount of time to the execution of campaigns materials. Only extremely experienced teams should consider this option.

BOX 2: PRACTICAL TIPS FOR WRITING A CREATIVE BRIEF

In producing creative briefs for the BP-GRSP across the programme's nine countries, giving very clear details on what project teams wanted to show and say in the campaign reduced the time spent on material revisions, resources, or even re-shooting. The creative brief included:

- a project overview;
- information on the target audience;
- campaign SMART objectives;
- main research findings such as perceived barriers and benefits of the proposed change in behaviour; support statements; tone; and creative considerations mentioned by the target audience in the formative research phase;
- information on the risk factor to be addressed;
- the type of road and vehicles that need to be shown for the messages to be relevant to the target audience;
- relevant traffic dynamics;
- driving style and characteristics of the main road users targeted;
- type of crash to be shown;
- type of injuries to be shown;
- attitude and language of the police officer;
- explicit images referring to legal consequences such as a fine or vehicle impoundment, for example.

3.

LEARN FROM OTHER CAMPAIGNS

The research carried out in developing the BP-GRSP campaigns allowed some general conclusions that could be helpful for the implementation of future campaigns.

Target audiences generally preferred campaigns focusing mainly on consequences of the problem behaviour. At least two types of consequences tested well with target audiences:

- Health consequences for road users, their families, friends and bystanders – in particular children.
- Legal consequences for drivers – fines, vehicle impoundment, detention and the related cost of opportunities, such as losing a job or a driver's licence.

Studies show that the perception of enhanced enforcement is a powerful deterrent for dangerous behaviour on the road.¹⁸

CASE STUDY

ENFORCEMENT MESSAGING HITS THE MARK, CAMBODIA

In Cambodia, road users in FDGs were strongly against messages that showed police officers enforcing road safety laws, as the common belief was that police officers were generally corrupt and treated road users unfairly. In response, the enforcement message developed showed a very professional and respectful police officer explaining the consequences of not wearing a helmet to a young man on a motorcycle, and eventually fining him for the infringement. This allowed the "consequence" message to be maintained by making it more acceptable to the target audience. When the effectiveness of the campaign was evaluated, the message on enforcement had a slightly higher recall rate than those focusing on consequences¹⁹ revealing that the right strategy had been adopted.

Campaigns, especially those accompanied by television adverts, benefited from simple plots and situations. Stories centred on everyday people living their daily lives – but adopting problem behaviour and suffering the consequences – were much preferred by target audiences compared to more elaborate plots. This was confirmed across countries, languages and cultures. Effective television campaigns with simple plots from the BP-GRSP include:

- Think about the consequences – reduce your speed, Turkey 2013
- Slow down, speed kills (radio), Kenya 2013
- Wear a helmet. Always, India 2014
- Fasten-up or lose your child, Russian Federation 2014

Messages should always address a specific behaviour, reasoning or belief, (identified by the pre-campaign evaluation) and include a call to action. Consider the following messages from BP-GRSP campaigns:

- If you ride a motorbike without wearing a helmet, even for short rides, you risk serious injury or even death. Wear a helmet. Anytime. Anywhere. (Cambodia 2012)
- It is better to arrive late than never. Slow down, speed kills. (Kenya 2013)
- "Dear, you are going fast." "The game has started already, do not worry. I have it under control." Speed: a little more and you can lose a lot. (Brazil 2014)

"Realistic" campaigns showing consequences such as injuries or death were generally preferred by target audiences. Campaigns with different tones and approaches were tested, including a factual explanation of the consequences of the problem behaviour; a humorous approach; a hard-hitting approach; and a positive approach showing the benefits of the right behaviour. Across the range of risk factors and countries, road users consistently chose hard-hitting or at least realistic approaches over others. Also, through testing, we learned that it was better to avoid showing extreme behaviours such as reckless or irresponsible driving, road rage, or excessively drunk-driving as people tended not to relate to those behaviours.



A slide from the storyboard sketched by the creative agency for the **Wear a helmet. Always** 2014 motorcycle helmet campaign. India, 2014



“Think you know where all the checkpoints are?
Think better: We are setting more and more frequent checkpoints.
Avoid getting caught and fined, avoid serious head injuries: Wear a helmet”
Enforcement message developed for outdoor advertising on billboards
and tuk-tuks for the **Wear a helmet. Anytime. Anywhere** campaign,
Cambodia 2012



PHASE 2. PRODUCTION

STEP SIX



CONCEPT AND PRE-TESTING

◆ **WHO:** Market research company ◆ **PRODUCT:** At least 2–3 focus groups per target audience; report with findings and recommended story or narrative to produce and adapt to various media ◆ **WHEN:** At concept stage and before production ◆ **DURATION:** 2 weeks at least (depending on the number of focus group discussions conducted)

Testing messages and concepts is a key element of campaign design. Your concepts may be logical, creative and realistic, but your audience may not like or understand them – or may even be offended by them. Campaigns that have been successful in one country may fail in another because of different social values or cultural norms.

1.

ORGANIZE TESTING

The objective of testing the campaign concept (note that at this stage we are testing the main concept behind the campaign, not the actual text or script of the materials) is to anticipate what feelings, thoughts and reactions your campaign could provoke in the target audience. Concept testing can also indicate what elements might be more likely to be remembered by those exposed to the campaign.

Concept testing should not be confused with testing of materials or pre-testing. These two activities share objectives and techniques, but the former is used to test the concept, approach and tone of a campaign before any material – even in draft form – is developed. In contrast, pre-testing is used to ensure that the main messages have effectively been incorporated into the draft text and visual elements of the campaign's various materials (billboards, leaflets, videos, images etc.).

Testing is usually done through FGDs where members of a particular target audience are presented with several different concepts and story ideas for a potential campaign in the format of storyboards or mock artwork. Alternatively, existing and fully executed road safety campaigns dubbed in the local language can also be tested provided it is possible to adapt the campaign to the new context. Focus groups are particularly helpful for this type of research as they allow participants to talk openly and react spontaneously to the messages tested.

It is better if the creative or advertising company that developed the campaign concepts does not conduct the testing as it may not be in their interest to objectively evaluate the concepts. While concept testing requires extra time and resources to be allocated in the production phase of the campaign, investing in testing can ensure the best use of resources and the desired impact.

2.

INVOLVE STAKEHOLDERS

FGDs with the target audience can also be helpful to ensure that stakeholders not directly involved with the daily implementation of the campaign better understand target audiences and their motivations, and support the most appropriate campaign strategies. The BP-GRSP often invited stakeholders, particularly when they were hesitant on some aspects of a campaign, to attend these sessions as observers to directly learn about road users' perceived barriers and motivations.

CASE STUDY

USING FGDs TO FINE-TUNE THE CONCEPT, KENYA

In Kenya, four different creative concepts were tested in the preparation phase of a speed campaign. After a lively FGD most participants chose one particular concept, but detailed analysis revealed the selected campaign had triggered only a brief and disengaged discussion, while another concept – one not favoured by participants – had created a much more lively debate. The team resolved this by combining the visual style of the campaign selected by the target audience with the messages that had sparked more lively reactions. This showed the importance of understanding and interpreting the results of concept testing – not just accepting the preference of the groups interviewed.



The Slow down, speed kills campaign disseminated on billboards along busy highways in Kenya, 2014



“Drink-driving kills. Not only you.”
 Fliers distributed to drivers as part of the
 Drink-driving kills campaign. Brazil, 2013



PHASE 2. PRODUCTION

STEP SEVEN



DEVELOP MATERIALS

- ◆ **WHO:** Advertising agency and/or producers, photographers and designers
 - ◆ **PRODUCT:** Campaign materials for television, radio and outdoor advertising, at broadcast quality (or high definition) and in several languages (if necessary)
 - ◆ **WHEN:** After the creative concepts and mock materials have been tested and improved using feedback from the target audience
 - ◆ **DURATION:** 1–3 months (depending on the type and number of products)
-

1.

CHOOSE THE RIGHT COMMUNICATIONS PRODUCTS

Materials include all products developed as part of a campaign to convey messages to your audience. To increase the likelihood that your message is heard, campaign materials should appear where your audience will see them – in newspapers, magazines, outdoor signs and displays, social media channels, websites, and popular and entertainment media.²⁰

This toolkit focuses exclusively on the production of materials for dissemination through mass media. Billboards, outdoor advertising, print media advertising, television adverts, public service announcements, television shows, radio spots and programmes all fit the category of mass media. Mass media is particularly effective and cost-effective in raising awareness, improving knowledge, and prompting audiences to seek health information and change attitudes. In addition, mass media has been used in road safety strategies in most countries that have managed to significantly reduce the number of injuries and fatalities, such as Australia and the United Kingdom.

CASE STUDY

BP-GRSP'S EFFICIENT APPROACH TO DEVELOPING MATERIALS

In several countries, the BP-GRSP adopted a strategy that allowed the production of attractive, high-impact and very visible campaign materials with limited budgets by using the same concept (campaign message, visual approach and language) for all three media formats (television, radio and print). To reduce the cost of photo-shoots for print advertisements, a professional photographer was hired to take photographs on the production set of the television adverts while the radio advert script was adapted from the television advert script. This strategy not only reduced costs, it also strengthened campaign identity.

Where possible, 15- and 30-second versions of the television advert were produced (the shorter one to be aired more frequently in the second half of the media plan). In countries with a particularly low production budget, two different endings for a particular television advert were developed – one with a message on health consequences, the other with a message on legal consequences – to save production costs. Several examples of this production strategy can be viewed via the [WHO YouTube Road Safety playlist](#).

When reproducing road traffic crashes, in some countries costs were reduced by filming up to the moment of the crash and then using audio effects or a black screen to fade from one scene to another in a way that did not compromise the realism and strength of the message. One example can be seen at [Bebida no transito mata e nem sempre so voce](#)– (Drink-driving kills. Not only you).

2.

CHOOSE THE RIGHT MASS MEDIA CHANNELS

When selecting media channels for campaigns, core teams should be aware of the fact that not all media function the same way in a campaign. Complex messages might require media that are more versatile than others – for example, if showing the causes and consequences of unsafe behaviour, channels that combine verbal and visual messages (e.g. television) where the dramatic consequences of road traffic crashes can be seen and heard can potentially work better.²¹

So when selecting media channels it is important to consider why and how the target audience uses them, and how your campaign can capitalize on this.

Media channel choice should be based on the formative research with the target audience which ideally will have included, among others, a section on media preference and use. Selecting the right media for a campaign means selecting media preferred by – or more relevant to – your target audience. Table 1 presents some of the strengths and weaknesses for each type of media as identified in the BP-GRSP.

Make sure the production contracts you sign indicate that your organization or any relevant partner holds the copyright of the road safety campaign. Not-for-profit campaigns should not be submitted to the same market rules as commercial and for-profit campaigns.

If your budget is limited you can explore the possibility of working with advertising and media companies that undertake pro bono work to create campaigns on social issues. Ad Council (www.adcouncil.org), for example, is a not-for profit organization in the United States that has been working with this model since 1942, producing campaigns on a variety of social issues.



Drink-driving campaign *Bebida no trânsito mata* (Drink-driving kills.), disseminated on buses in Palmas with the support of local stakeholders. Brazil, 2013

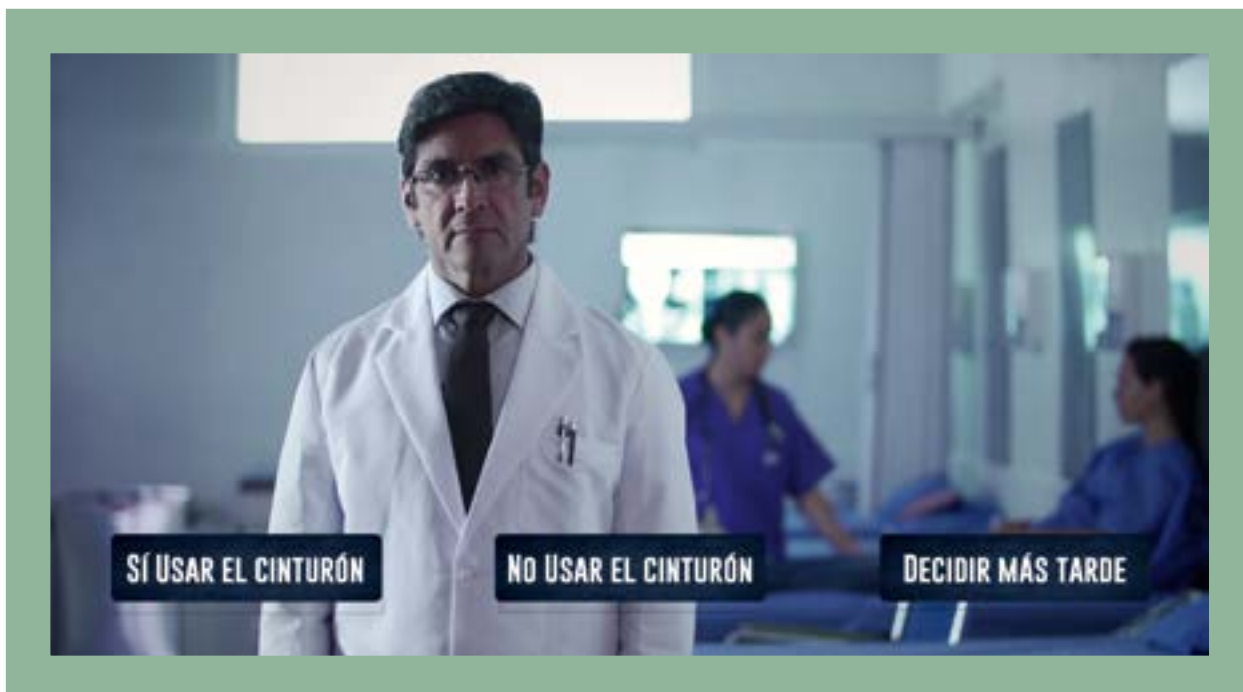
TABLE 1: Strengths and weaknesses of different media

	STRENGTHS	WEAKNESSES
RADIO	• Cost-effective to produce and to air • Allows for many messages in different languages/dialects at low cost • Drivers can be exposed to the message while driving, offering an immediate opportunity for behaviour change • Reaches literate and illiterate audiences and is among the most popular media in rural communities in most regions of the world • Reaches specific segments of the target audience • Reaches thousands of people at once • People can participate by calling into radio shows and sharing experiences, asking questions, etc.	• Less persuasive than television, for example, because it cannot show actions, such as buckling-up a seat-belt • Less powerful than television or print adverts in showing consequences such as physical damage, pain, sadness, desperation • Messages need to be extremely simple and direct because there is no visual aid
TELEVISION	• Can combine strong messages with powerful images (especially to explain health consequences of unsafe behaviours) and sound • With the help of imagery, messages can be better understood and more easily remembered (for example, buckling-up when entering the vehicle) • Reaches tens of thousands people at once • Supports audience and behaviour segmentation, for example airing a television advert at a particular time on a specific channel because you know that that programme is popular with the target audience • Can reach decision-makers, for example by focusing a talk show or a television debate on road safety with local leaders, experts and community members	• Expensive to produce and to air, and rarely will the budget allow for targeted and strategic dissemination • Drivers watch television when they are not driving, and many hours can pass between the moment they see the advert and when they decide to adopt certain behaviour • Very effective when adverts are well produced but not so effective when poorly produced
PRINT	• Message or story can be read or seen many times and therefore better understood and remembered • Message can be made very clear by accompanying text with images and a clear action line; in addition the audience can look at the advert for as long as necessary • On billboards, drivers can be exposed to the message while driving, prompting behaviour change • Can reach decision-makers (by placing adverts in targeted newspapers and magazines) • The lifespan of adverts in newspapers and magazines is long; for example weekly and monthly magazines can be passed on to several people	• Can be understood only by a literate audience • Outdoor advertising may not give drivers enough time to fully grasp the message (images and words) of a billboard or bus advert • Some argue that billboards can be distracting for drivers • Newspapers and magazines reach only specific segments of the population • Disseminating print campaigns through billboards, newspapers and magazines is expensive in relation to the number of people reached

CASE STUDY

INTERACTIVE ONLINE CAMPAIGN ADVERT "YOU DECIDE", MEXICO

An example where the channel and message were led by the habits and needs of the target audience was BP-GRSP's 2014 seat-belt wearing campaign in Mexico. The campaign targeted young drivers and passengers not using seat-belts, particularly in rear seats. Following research with the target audience the team produced "**You decide : buckle-up or suffer**", a television campaign with three different endings and messages on health and legal consequences. In order to connect with a young audience, an interactive online advert was developed in which the narrator – a doctor in a rehabilitation centre – describes a scenario where a seat-belt should be worn but gives the audience the opportunity to decide what to do. Three active buttons appear on screen and the doctor waits for the audience to decide which behaviour to adopt: wear the seat-belt, not wear the seat-belt, or decide later. Each option corresponds to a different consequence and take-away message.



Online version of the television advert with multiple endings for selection by viewers as part of the seat-belt wearing campaign You decide: buckle-up or suffer. Mexico, 2014

CHECKLIST 7: MATERIAL DEVELOPMENT

- ◆ Have you chosen channels based on the results of the pre-campaign research?
- ◆ Is your content appropriate to those channels?
- ◆ Are you using the media channels your audience uses the most?
- ◆ If you decide to produce a television advert, will you have the funds to broadcast it?
- ◆ Have you planned for the production materials in different formats (lengths, size, duration) to maximize your distribution budget?
- ◆ If your television adverts or radio spots are longer than the usual 30 seconds, are you sure you will be able to negotiate their dissemination on television and radio channels? If not, what media channels do you plan to use?
- ◆ Can you clearly say how and why the products you have chosen allow you to reach your target audience in particular?
- ◆ Have you discussed the limits to your budget openly with the creative agency and together looked for creative solutions to overcome these constraints?

Q & A



A SHORT INTERVIEW WITH
DR DEBORAH CARVALHO, WHO
DURING THE BP-GRSP 2010-2014 WAS
DIRECTOR OF THE DEPARTMENT
OF NON-COMMUNICABLE DISEASES,
INJURIES SURVEILLANCE AND
HEALTH PROMOTION, MINISTRY
OF HEALTH, BRAZIL

Listening to the target audience to tailor messages, Brazil

ARE MASS MEDIA CAMPAIGNS IMPORTANT FOR ROAD SAFETY?

Evidence indicates that the best road safety strategies include communications campaigns, but efforts to improve road user behaviour also require changes to laws and policies, as well as strong enforcement and road safety education.

While the role of government is key, civil society support is also needed. Campaigns were crucial for us in Brazil, where we sensitized and trained journalists and media professionals to the issue of road safety so that the media could promote better understanding of traffic safety in general among the population; the importance of legislation; or the complexity of speed management. However if they are produced in isolation or disseminated in a discontinuous way, campaigns alone cannot change behaviours. Therefore it is important to develop them in association with other prevention measures and close monitoring.

OVER THE COURSE OF THE PROJECT THE TONE OF THE CAMPAIGNS CHANGED FROM PROMOTING THE BENEFITS OF THE CORRECT BEHAVIOUR TO WARNING AUDIENCES ON THE NEGATIVE CONSEQUENCES OF THE WRONG BEHAVIOUR. WHY?

We conducted pre-campaign research with target audiences with the support of Vital Strategies (formerly World Lung Foundation) in two Brazilian cities, including qualitative research based on existing television commercials for drink-driving and speeding. Interestingly these studies showed that Brazilian road users - particularly among young adult males and drivers of vehicles

(motorcycles and others)- preferred commercials that generated a strong emotional response and that showed the serious negative consequences of the wrong behaviour.

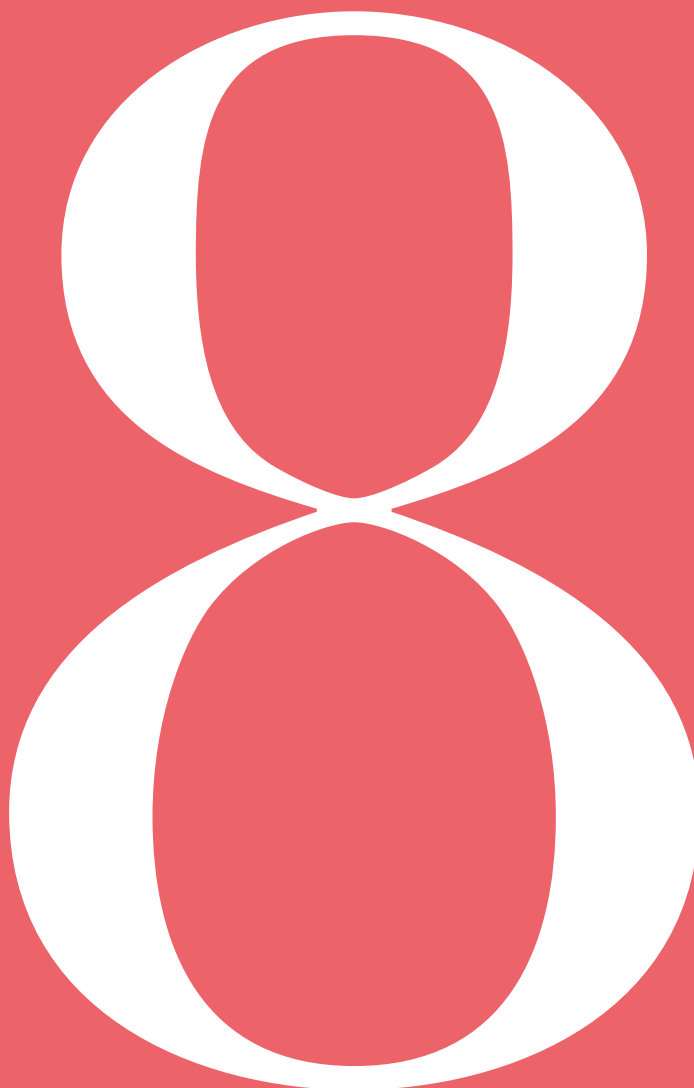
Before conducting this research, the tone, focus and language of the proposed campaigns were defined by those managing the project who were cautious about the use of a very graphic or a negative approach in campaigns. However, following the participation of several ministries in focus groups, the tone of the campaigns was aligned with the target audience's preferences.

WHAT TYPE OF DISSEMINATION STRATEGY WAS CHOSEN IN BRAZIL?

The campaigns were disseminated exclusively at city level in Teresina, Palmas and Campo Grande, and were not disseminated nationally. This was mainly because of financial constraints but also because the whole strategy had been planned at city level, starting from the research with city road users. Keeping a city-level focus also helped ensure local ownership of efforts - for decision-makers in these cities the campaigns became a priority and local resources were allocated.

IF YOU COULD GIVE ANY SOCIAL MARKETING ADVICE WHAT WOULD IT BE?

Every action of social communication should be rooted in scientific and epidemiological evidence that is reliable and contextualized. Consultation with focus groups is of great importance in understanding the perceptions of the target audience and informing all elements of the campaign.



PHASE 3. DISSEMINATION

STEP EIGHT



DISTRIBUTION STRATEGY AND MEDIA PLAN

♦ **WHO:** Public relations, advertising/creative agency, independent media plan consultant, ministries of communications and broadcasting ♦ **PRODUCT:** Detailed media plans with gross rating points for the programmes suggested. The media plans should be supported by recent data on the media market, and a narrative justification of the plan ♦ **WHEN:** Start negotiation of the media plan as soon as you have defined your campaign materials ♦ **DURATION:** Negotiation of the media plan can take a few weeks or a month, depending on the complexities of the market and familiarity of the team with the activity. Duration of the media plan depends on the budget available

Your distribution, promotion or dissemination strategy (all synonyms) is the means by which your message reaches your target audience. The main product of the strategy is a media plan.

Advertising media are dynamic and ever changing and the cost of radio and television advertising airtime, for example, fluctuates with supply and demand.²² Negotiating media requires specific skills and an in-depth knowledge of local media dynamics, which is why suppliers with specific skills should be commissioned for this stage of the campaign. These services can be provided by media departments in advertising agencies or by freelance consultants. Media plans should be negotiated with media outlets (television channels, radio stations, newspapers, etc.) as soon as the campaign materials are ready.

1.

DEFINE A DISTRIBUTION STRATEGY

Campaign coordinators often underestimate the importance of dissemination and concentrate their efforts on the design and production phases. However, distribution should be planned in detail, as a very good campaign may have no impact if road users do not see it enough or at all.

A distribution strategy should take into account the time of year and the way in which exposures are paced over time. For example, a seasonal campaign targeting a behaviour typical of a specific time of year (such as drink-driving during holidays) might be repeated at the same time over several years. As little scientific evidence exists on which levels of exposure lead to what impact, the choice of dissemination tactic should depend on the campaign topic, objective and funds.²³

A distribution strategy should answer at least the following questions:

- When will the material be distributed?
- Where? And why these locations?
- For how long?
- How often?

Your campaign research phase should have given insight on what media your target audience uses most, and provided details about their media habits, such as what time of day they watch a given television channel or listen to radio news. This information should be shared with the media-buying supplier so that he can propose a detailed media plan.

Research shows that unless at least 50% of the target audience is made aware of a message, it is unlikely many people will start questioning their current behaviour and consider adopting the new one proposed.²⁴

2.

DEFINE A MEDIA PLAN

A media plan operationalizes the dissemination strategy. It is often presented as a table with details on where each television advert, for example, will be shown, and in particular:

- start and end date of the plan;
- television channel;
- programme name;
- day of the week and time;
- name and duration of the advert that will be shown;
- number of times the advert will be shown;
- gross rating points (GRP) (with indication of frequency and reach for each specific programme);
- standard rate (usually the unit used to calculate the rate is per 30-second advert or per package of five or 10 adverts);
- negotiated rate (most agencies can negotiate rates);
- total number of adverts shown by week, month, by channel, by programme, among others;
- a narrative justification of the advantages and disadvantages of the strategy proposed.

Media plans should also be developed for radio and print materials, including posters, stickers, leaflets, pins and other promotional materials. You should avoid producing materials if you do not have a clear dissemination and evaluation plan for each of them. When campaign resources are limited, NGOs, groups of volunteers, students, faith-based groups and other civil society groups might support the distribution of materials such as these, at a very low (or no) cost. Alternatively, if the campaign budget allows, public relations companies can be hired for a professional distribution of these materials.

BOX 3. NATIONAL OR LOCAL MEDIA?

When planning campaign dissemination, consider all media equally as long as they allow your campaign's messages to be heard by your target audience within your budget limits. The best way to ensure this is by defining a media plan based on the most recent data on media consumption in the target area, combined with specific information gathered on the media habits of your target in the baseline evaluation.

Nevertheless, if you are disseminating your message through television or radio, channels with local reach (at city, state or regional levels) are generally cheaper than national channels. For some areas, consider satellite and cable television as they can have a higher penetration.

A media plan can also include negotiated mentions of the campaign during key television and radio programmes such as talk shows. Mentions in these shows help disseminate road safety messages and raise awareness, and on some occasions give the audience the opportunity to call in and ask questions or make comments. In the process of drafting media plans, these elements can be negotiated with channels as part of a package. In the BP-GRSP in Kenya, for example, a special airtime format called an "activation package" was negotiated throughout the media plan to give audiences the opportunity to call radio shows, ask questions and make comments on road safety in general, and campaigns in particular.

Some television channels may offer free airtime as part of their legal obligations, or as in-kind support to the campaign. Sometimes these opportunities can be extremely valuable, but often donated airtime means that messages are distributed when and where the donated time is available and not when and where the target audience can be reached effectively.²⁵ For this reason, donated airtime should be always complemented with paid advertising.

Outdoor advertising

Billboards and other forms of outdoor advertising such as adverts on public transport (buses, tuk-tuks, rickshaws, taxis etc.) or in public spaces (bus stops, parking lots, gas stations, wall branding, etc.) can be very effective at conveying road safety messages. They reach audiences when they are in situations and locations relevant to the problem behaviour.

In the BP-GRSP, billboards and outdoor messages played a key role in most countries, reaching thousands of people in a cost-effective way. In India, for example, recall of the drink-driving "Car o'bar" billboards was better than that of television adverts (80% against 60% respectively)²⁶, despite identical spending on each method.

When preparing and testing adverts for outdoor campaigns, remember that while very effective, these materials can be controversial.²⁷ While developing outdoor messages for the BP-GRSP, simple mes-

sages were used that required very little reading and interpretation. In addition, during testing the target audience was exposed to the material for only a few seconds, simulating the level of message exposure that would happen on the road.



Life is precious – Wear a seat-belt
Turkey, 2012

CASE STUDY

AIRTIME COSTS DICTATE THE REACH OF A CAMPAIGN MESSAGE, VIET NAM AND RUSSIAN FEDERATION

The media plans used in the BP-GRSP varied considerably from country to country. For example, in Viet Nam, where the government owns the public broadcast system, the WHO Country Office was able to negotiate more than a 90% discount on market rates for airtime for the campaign. In addition, the government donated additional free airtime as an in-kind contribution. By contrast, in the Russian Federation, airtime had to be paid in full, meaning about 50% of the entire campaign budget was spent on dissemination.

3.

ORGANIZE DISSEMINATION

PRACTICAL STEPS FOR HIRING SPECIALIZED SERVICES FOR MEDIA PLANNING

◆ The core team should define the dissemination strategy and objectives based on overall campaign objectives. The dissemination strategy will guide the development of media plans.

◆ Most advertising agencies have a media planning or buying department. Clear terms of reference for the agency or consultants responsible for managing the dissemination

of the campaign should be developed. The terms of reference should specify your dissemination strategy and reach objectives.

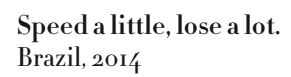
◆ It is advisable to invite more than one agency (or consultant) to make proposals of plans and to compare these offers. In an open market, different companies should be able to offer different packages, negotiated fees and promotions.

◆ When you receive proposals for the media plan, make sure all information is justified and clearly explained. If you are new to media planning, make sure you ask the agency or the consultant to explain and justify each part of the proposal presented, as well as each option's implications. For example, if you do not know what gross rating points (GRP) are and how to interpret them, we suggest that you ask the media planner to guide you in the interpretation of this important element of a media plan.

CASE STUDY

SEPARATE BILLBOARDS CONSTRUCTED AS PART OF THE BP-GRSP COLLABORATION, VIET NAM

In Viet Nam, thanks to good relationships with local counterparts, WHO reached an agreement with the government for promotion of road safety messages through billboards. The BP-GRSP produced the campaign but rather than mounting it on existing billboards owned by an advertising company, new boards were built for the BP-GRSP campaign by the government. These will be used exclusively for road safety messages for several years to come.



- ◆ Do you have a dissemination plan for each material you intend to produce, including posters, leaflets, stickers and other products?
- ◆ Is there a direct and clear dovetailing of the information gathered on media habits and the media plan?
- ◆ Can you justify the production of the materials based on the findings of the formative research with the target audience?
- ◆ Does your media plan have a defined budget and timeframe?
- ◆ Is the dissemination supported by enhanced enforcement efforts?
- ◆ Have you tried to establish partnerships with television channels or other local partners for free airtime or in-kind contributions to the media plan?
- ◆ Have you tried to engage local stakeholders in the campaign dissemination, such as civil society organizations that either work on road safety or with the target audience (for example, with youth groups)?



PHASE 3. DISSEMINATION

STEP NINE



CAMPAIGN LAUNCH, IMPLEMENTATION AND MONITORING

♦ **WHO:** Core campaign team ♦ **PRODUCT (VARIABLE):** Launch events, campaign materials on mass media, reports, pictures from campaign activities, videos, websites, etc. ♦ **WHEN:** When the campaign is ready ♦ **DURATION:** Variable – but a minimum of 4 weeks

1.

PLAN A CAMPAIGN LAUNCH

A campaign launch event aims to get the attention of the media and your target audience. This public relations activity can take different forms, such as a press conference; a community mobilization for road safety with road users organizing activities in the streets; or a public event marking the handover of equipment by an organization to police – such as speed cameras or breathalysers – or the donation of protective gear such as free helmets or reflective jackets to schoolchildren.

A launch event should immediately precede the dissemination of the campaign via mass media. Therefore, the campaign should have an official start and end date, respectively defined by the launch event of the campaign and the end of the dissemination plan.

2.

COORDINATE POST-LAUNCH ACTIVITIES

All of the campaign's public relations, promotional and educational activities should be concentrated over the span of the dissemination plan as this will enable target audiences to be reached simultaneously, in a variety of ways, thereby raising awareness on the topic. Other activities and special events that do not fall under mass media campaigns, such as enforcement, advocacy, community mobilization, workshops and awareness raising efforts, should run at the same time.

3.

MONITOR

Monitoring refers to measurements conducted at various points after the campaign launch, and before its completion. It should not be confused with evaluation, which involves measuring the impact of the campaign when it is finished. It may also include, among others:

- monitoring media coverage of the campaign launch event and of the campaign itself;
- recording data about events through pictures, videos, number of participants;
- conducting exit surveys at events;
- establishing mechanisms to monitor the distribution of leaflets, stickers and other promotional material;
- conducting tracking and monitoring surveys by phone, for example, with a small sample to verify if people have seen the campaign and if they find it relevant.

For dissemination plans spanning several weeks, a quick survey could be conducted halfway through to monitor the reach and recall of the campaign. These surveys should be very concise and give campaign coordinators the opportunity to make corrections to the campaign – when possible – and to the dissemination strategy.²⁸ For example, the survey might reveal that the audience dislikes a campaign advert, which could be removed in response, or that the campaign is not reaching the target audience frequently enough.

Even if monitoring surveys cannot be conducted because of limited time and resources, the core campaign team should still conduct a mid-term self-evaluation to have the opportunity to refine the strategy before it ends.

- ◆ Have you included financial resources and time in your plan to organize a campaign launch event?
- ◆ What will the event consist of, and why?
- ◆ Will there be a media strategy for the launch event? Who will lead it? What will make the launch event newsworthy?
- ◆ Will there be media-targeted activities such as a press conference, experts to interview, a photo opportunity?
- ◆ Who will monitor media to compile a press review?
- ◆ Have key stakeholders been invited to the campaign launch?
- ◆ Have you considered this as a showcase opportunity for your organization and the topic, and to engage new players, supporters or donors?
- ◆ Will the campaign launch mark the beginning of all media plans and other campaign-related activities, such as enforcement campaigns or community mobilization, for example?
- ◆ Have you included financial resources and time in your plan for monitoring during the campaign?

10

PHASE 4. EVALUATION

STEP TEN



EVALUATION

- ◆ **WHO:** Market research agency
 - ◆ **PRODUCT:** Report with findings and conclusions
 - ◆ **WHEN:** At the end of the campaign (within 2 weeks of completion)
 - ◆ **DURATION:** 4–8 weeks
-

1.

DEFINE THE OBJECTIVES

Communications campaigns should always be evaluated. Evaluation should be included from the beginning of the project by assigning it a budget line and timeframe. Evaluation involves measuring what happened as result of the campaign and should answer the question: did the campaign achieve the expected change in knowledge, attitude or behaviour?²⁹

Campaigns can be evaluated at different levels and different evaluations involve different methodologies, cost, duration and information gathered during the process. To plan the post-campaign evaluation of your campaign you should answer the following questions:³⁰

- What are the objectives of the evaluation proposed and who will use the information gathered and how? For example, you might have to do an evaluation to fulfil a grant requirement; to improve upon the next campaign; to obtain continued or increased funding; or to help decide how to prioritize and allocate resources in future.
- What do you want to measure – for example, inputs, outputs, outcomes or return on investment?
- How will you conduct the evaluation?

TABLE 2: Examples of indicators to include in different types of evaluations³¹

INPUTS	OUTPUTS	OUTCOMES	IMPACT	RETURN ON INVESTMENT
Resources allocated to the campaign or programme	Programme activities conducted to influence audiences to perform a desired behaviour	Audience response to outputs	Indicators that show levels of impact on the issue focused on in the campaign	Value of changes in behaviour and the calculated rate of return on the spending associated with the effort
• Money • Staff time • Volunteer hours • Existing materials used • Distribution channels utilized • Existing partner contributions	• Number of materials disseminated, calls made, events held, websites created, social media tactics employed • Reach and frequency of communications • Free media coverage • Paid media impression and cost per impression • Implementation of programme elements (e.g. whether on time, on budget)	• Changes in behaviour • Number of related products or services "sold" • Changes in behaviour intent • Changes in knowledge • Changes in beliefs • Responses to campaign elements (e.g. YouTube shares) • Campaign awareness • Customer satisfaction levels • New partnerships and contributions created • Policy changes	• Cost to change one behaviour • For every US\$ 1 spent, number of dollars saved or generated • After subtracting expenses, what is the rate of return on investment?	• Cost to change one behaviour • For every dollar spent, dollars saved or generated • After subtracting expenses, what is the rate of return on investment

Campaigns and interventions in the BP-GRSP were evaluated in the immediate- or short-term, and at two levels, as follows.

Evaluation of campaign exposure (outputs)

The first type of evaluation, also called reach and recall evaluation, was led by the core team and set out to:

- determine the reach and recall of the road safety campaign;
- evaluate the effectiveness of different media and channels;
- register any self-reported change in intentions to change behaviour;
- record any change of knowledge, attitudes, and self-reported behaviours (where a pre-campaign knowledge, attitudes and practices (KAP) survey was carried out).

Evaluation questionnaires were mostly split into two main sections. The first focused on prompted (also known as recognition) and unprompted recall of campaign materials, main messages and channels. The second focused on collecting information related to people's knowledge, attitudes and practices around the specific risk factor.

Surveys were conducted in places frequented by road users, such as parking lots and gas stations. Results of the KAP survey gathered pre-campaign were compared with those of the post-campaign KAP surveys to detect any change in knowledge, attitudes or behaviours that could have been triggered by the campaign.

These evaluations helped reveal if campaigns and media plans were effective; how strategies needed to change so messages could be better understood; and how available resources could more effectively be used. Most of the lessons learned were country or even city specific, though some general observations can be made:

- The prompted recall or recognition section of the questionnaire generally produced better results than unprompted recall. Generally, this is due to the fact that prompted recall or recognition is more subject to false-positives.³²
- Outdoor advertising is effective and cost effective in road safety campaigns.
- Despite scepticism from target audiences in the pre-campaign evaluation, law enforcement messages played a key role in increasing the perception of enforcement, which is key to changing behaviours.³³

Evaluation of audience response to outputs

The second type of evaluation of BP-GRSP campaigns observed impact on behaviour. These evaluations were conducted by the John Hopkins International Injury Research Unit, responsible for monitoring and evaluating all interventions implemented in each country as part of the Programme. As mentioned in the introduction, as well as campaigns, the interventions which formed part of the BP-GRSP included enhanced law enforcement; legislation changes; media advocacy, training and capacity building for road safety organizations and key players; institutional capacity; data collection; raising awareness through media; and distribution of new equipment, among others. The evaluations of the impact of all these interventions combined took the form of observational studies monitoring the number of people on the road wearing a helmet or a seat-belt, or going above the speed limit, for example.

In some countries the results of the observational studies validated the results of the reach and recall evaluations and observed the changes in behaviours that had been reported by respondents of the survey. For example, behaviour changes were documented in Lipetsk and Ivanovo, Russian Federation, on seat-belt use among all car occupants and child restraints respectively and in Afyonkarahisar, Turkey on seat-belt wearing rates among drivers and front-seat passengers.³⁴



“Just a short ride? Think better: It takes only one second to get seriously injured. Protect yourself from getting caught and fined. And from serious head injuries. Wear a helmet.”
Print campaign developed for the **Wear a helmet. Anytime. Anywhere** campaign. Cambodia, 2012

CHECKLIST 10: EVALUATION

- ◆ Do you have a clear objective for your evaluation?
- ◆ Do you have a clear justification for conducting your chosen type of evaluation as opposed to another?
- ◆ Have you planned for financial resources and time to be allocated to post-dissemination evaluation?
- ◆ Will the evaluation collect information comparable with information gathered for the baseline?
- ◆ Have you hired specialists to perform the evaluation of the campaign during the dissemination phase to allow interviews to happen immediately after dissemination – ideally not later than two weeks following the end of the campaign?
- ◆ Will the evaluation cover all activities undertaken as part of the campaign?
- ◆ Have you determined how you will use the findings of the evaluation and how you will disseminate them for the benefit of the community at large?

Q & A



A SHORT INTERVIEW WITH
DUNCAN KIBOGONG, DEPUTY
DIRECTOR, SAFETY STRATEGIES
AND COUNTY COMMITTEES,
NATIONAL TRANSPORT
AND SAFETY AUTHORITY
(NTSA), KENYA

When it comes to mass media campaigns, taking shortcuts doesn't pay

IN THE BP-GRSP, GREAT PRIORITY WAS GIVEN TO FORMATIVE RESEARCH. WHAT DID IT REVEAL?

It revealed that what you may think to be the best social marketing advert for a particular target audience may not be the best advert after all. We went to the focus groups with some concrete ideas and learned that they were not the right ones. It further revealed the importance of not sidestepping some of the critical steps in the development of social marketing methods. For me, research is a critical step that we can't afford to leave out.

WHAT HAS BEEN THE MOST CHALLENGING PHASE OF THE PROJECT? AND HOW DID YOU DEAL WITH IT?

I am quite sure it was the dissemination phase which includes the design of a media plan and the negotiation of airtime and the campaign launch. This is because of the extremely high cost of media dissemination in Kenya. I often had to discuss extensively with media houses how to cut down the costs of the media plan. This was compounded further by the fact that I am not a media expert and I had difficulty negotiating.

IN KENYA THE PROJECT WAS NOT ABLE TO PRODUCE A TELEVISION CAMPAIGN BECAUSE OF BUDGET CONSTRAINTS. HAS THIS AFFECTED THE OUTCOME OF THE CAMPAIGN?

It did not affect the campaign at all, especially the helmet campaign. Sometimes a smaller budget can help you make more strategic decisions. Our earlier insistence on disseminating the messages through television was not research-based, but anecdotally we believed that it would work for Kenya and the target audience. Indeed most of the riders and passengers reached by the helmet campaign do not own a television [but instead] listen to a small radio attached to their motorcycles as they wait to pick passengers. They have no significant access to television programmes. Research and budget constraints made us make the most strategic decision.

WHAT SOCIAL MARKETING ADVICE WOULD YOU GIVE TO A COLLEAGUE?

Successful social marketing involves following all phases of a campaign development cycle in the right order. In the long run it is cheaper to have a thoroughly worked out social marketing campaign with all the steps than sidestepping some of them and running a campaign with little or no effect – even if at the beginning it might look like a long journey.

CONCLUSION

Changing behaviour on the roads and creating a culture of road safety is a long-term objective that can be achieved only after sustained efforts in different domains. In this document we have stressed that campaigns alone cannot change people's behaviours in a sustained way. Better laws and enforcement are needed to persuade people to respect speed limits, wear a helmet or choose not to drive after consuming alcohol.

Road safety campaigns – whether aimed at raising awareness or changing behaviours – play a crucial role in the complex process whereby people shift from one behaviour to another as long as they are conducted according to best practices and in a rigorous yet realistic and cost-effective way.

The BP-GRSP has been an opportunity for WHO and its partners to integrate best practices from campaigns in high-income countries into campaigns in resource-limited settings. The lessons learned are valuable and we consider it important to share them with the road safety community at large and in particular those who may be considering developing campaigns of their own.

Too often road safety teams in international organizations, NGOs or government agencies are asked to develop campaigns without having the relevant tools to do so. Large amounts of funds and time are at risk of being poorly used in these processes. We therefore hope that this toolkit provides an accessible and useful synthesis of the key steps required for the execution of road safety campaigns in low- and middle-income countries, and that some of the lessons learned through the BP-GRSP will be helpful to teams when faced with similar challenges.

Although it cannot provide a magic formula for successful campaigns – quite likely because there is not one – this toolkit emphasizes some important points, in particular:

- road safety campaigns for behavioural change, like all communications efforts aimed at changing behaviours, are first of all a process rather than a product or a set of products;
- campaigns need to be based on research;
- campaigns need to be developed by specialized companies;
- campaigns need to be adapted to local situations and needs;
- campaigns need to be monitored and evaluated.

Reaching the ambitious target set by the Sustainable Development Goals of halving the number of road traffic fatalities by 2020 will be possible only through holistic, well-targeted and evidence-based strategies. Road safety campaigns should be part of these strategies. WHO, together with the global road safety community, looks forward to more and stronger road safety campaigns in low- and middle-income countries in the coming years in support of the achievement of this goal.

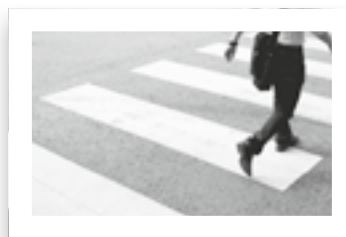
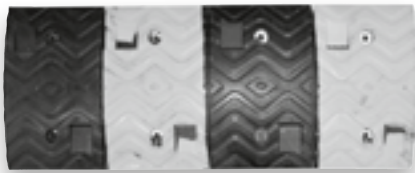
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Summary:

Effects of information campaigns on behaviour and road accidents - conditions, evaluation and cost-effectiveness

The present report consists of four studies:

- 1) Effects of campaigns on road traffic accidents,
- 2) Effects of campaigns on other areas of behaviour than road traffic,
- 3) Evaluation of campaigns of the Swedish Road Administration
- 4) Swedish campaigns: Appraisal of cost effectiveness and benefit-cost aspects

1) Effects of campaigns on road traffic accidents,

Study 1 considers estimation of effects of campaigns on road traffic accidents. The basis for estimating the effects has been the construction of a database, which comprises 86 results from a total of 30 evaluation studies. Of these, 72 results are used for estimating the effects of campaigns during the campaign period and 14 results are used for estimating the effect in the after-period.

Two types of analysis are presented. The first is from meta-analysis and concerns the general, overall effect of campaigns. The second comprises results from meta-regression and concerns factors that contribute to explaining effects of campaigns.

The data are tested for publication bias, i.e. the tendency not to publish results from campaigns where the effect seems to have been zero or gone in the opposite direction of what would have been expected. Considering all results in the database there seem to be a certain publication bias and a “trim-and-fill”-procedure indicates that 13 “campaigns” should be added to the data in order to compensate for publication bias.

Considering the studies that evaluate effects in the campaign period the number of campaigns against drink driving is 33. A trim-and-fill procedure indicates publication bias for this subset of campaigns and 6 “campaigns” should be added for compensating this bias. The number of campaigns against speeding is 18 and a trim-and-fill procedure indicates publication bias also for this subset of campaigns and 4 “campaigns” should be added for compensating this publication bias. For other single-theme campaigns one result is added after trim-and-fill and for multi-theme campaigns the number of added results is 4. There is no publication bias among the studies that are used to estimate effects in the after-periods.

The report can be ordered from:

Institute of Transport Economics, PO Box 6110 Etterstad, N-0602 Oslo, Norway

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The overall, general question, which is addressed, is whether campaigns can be said to have effects (at all) on road traffic accidents. The premises for answering this question are the following:

1. Only evaluation designs, which use a control group or comparison group are included in the database
2. The data are put through meta-analysis in order to calculate a best estimate of a potential effect
3. The data are tested for homogeneity and corrected for publication bias

Under these premises the best estimates have been calculated. The results are presented in the table S.1:

Table S.1 General effect of road safety campaigns on road accident in the campaign period and in the after-period. Percentage and confidence interval.

Group:	Effect	95% -confidence interval	P < 0.05 ?
Effect in the campaign period (n = 72)	- 8.9	(- 12.7; - 4.6)	yes
Effect in after-period (n =14)	- 14.8	(- 23.0; - 0.5)	yes

Source: TØI report 727/2004

The table shows that the weighted average of road safety campaigns in the campaign period is a 8.9 % reduction on the number of road accidents. In the after-period the effect of campaigns is estimated to a reduction of 14.8%. Both estimates are statistically significant ($p < 0.05$).

Most campaigns are directed towards one single theme. The two largest subgroups in the database are campaigns against drink driving and against speeding. Table S.2 presents results of campaigns according to the theme of the campaigns:

Table S.2. Effects (%) of road safety campaigns on road accidents. Based on random-effect models with generated data from "trim-and-fill". Percentages and confidence intervals.

Theme of campaigns	Effect	95% CI	p < 0.05?
All campaigns (n=72)	- 8.9	(-12.7; - 4.6)	Ja
Campaigns against drink driving (n=33)	-14.4	(- 21.1; - 8.3)	Ja
Australian RBT-campaigns *) (N=9)	-13.5	(- 22.2; - 3.8)	Ja
Campaigns against speeding (n=18)	-8.5	(- 19.9; + 3.4)	Nei
Other single-theme campaigns (n=6)	-10.4	(- 18.9; - 1.1)	Ja
Multi-theme campaigns (n=15)	1.0	(- 6.7; + 9.3)	Nei

*) RBT = Random Breath Testing

Source: TØI report 727/2004

The table shows that single-theme campaigns do better than multi-theme campaigns. Campaigns against drink driving and other single-theme campaigns show statistically significant reductions on the number of accidents of 14,4% and 10,4% respectively. Multi-theme campaigns have not had any effect at all, while campaigns against speeding show a tendency of reducing the number of accidents by 8,5%, but this estimate is not statistically significant at a 5%-level.

In table S.3 the effects of campaigns are specified for four types of campaigns:

Table S.3: Effect (%) of road safety campaigns on road accident distributed according to type of campaigns. Based on random-effect models with generated data from “trim-and-fill”. Percentages and confidence intervals.

Campaigns according to type	Effect	95% - CI	p < 0.05?
Campaign alone	0.9	(- 8.6; + 11.7)	Nei
Campaigns with police enforcement	-12.7	(- 18.9; - 6.2)	Ja
Campaigns + enforcement + education	-14.2	(- 22.0; - 4.9)	Ja
Local, personally directed campaigns	-39.3	(- 56.0; - 17.4)	Ja

Source: TØI report 727/2004

TableS.3 shows that mass media campaigns alone, i.e. without any accompanying measure, have not had any effect at all, the effect is practically zero. The remaining three groups have, however, all had statistically significant effects on the number of accidents. This concerns campaigns with police enforcement as accompanying measure, a type of campaign, which may be labelled “publicized enforcement”, and campaigns, which use education as an element in addition to police enforcement. There is, however, no significant difference between the effects of these two types of campaigns, they are both in the range of 13-14 %. The fourth and last type of campaigns, i.e. local, personally directed campaigns is the one with the largest effect of all campaigns types, with an effect of nearly 40%. It should, however, be noted that this campaign type is based on rather few results and the confidence interval is also quite large.

The report discusses several theories, which have a potential in explaining why some campaigns might reduce the number of road accidents. Further, an elaboration of multivariate models is discussed. The main purpose of applying multivariate models would be, by meta-regression, to describe factors, which may contribute to explaining why campaigns might have an accident-reducing effect. Two multivariate models are described, one is called **full** model, the other **reduced** model.

The following predictors are comprised by full model: Country, theme, year, type of campaign, size of target group, length of campaign (4 groups), communication channels used (TV, radio, newspapers, posters/billboards, leaflets/brochures), personal influence, other communication channels. The main results from meta-regression by applying full model were the following:

- Australian and Dutch campaigns both gave statistically significant contributions to an explanation of the overall accident-reducing effect of campaigns. The Australian campaigns were mainly directed towards drink driving and most of the campaigns utilized Random Breath Testing (RBT)

as a part of the police enforcement. The Dutch campaigns were all directed towards speeding and speed enforcement was an accompanying measure in all of the campaigns. Warning signs displaying “you are speeding” were posted at the roadside and drivers were informed that speed enforcement might take place in 6 of the 7 Dutch campaigns. Then, both the Australian and the Dutch campaigns relied heavily on police enforcement.

- Posters/billboards seem to reduce the effect of campaigns. It is difficult to find a reasonable explanation to this result, but one hypothesis could be that campaigns using posters/billboards might have other, common characteristics that are not comprised by full model.
- *Personal influence* is the only kind of communication, which contributes significantly in explaining why campaigns reduce the number of accidents ($p = 0.0032$). Personal influence is partly defined as two-way communication face-to-face, but two-way communication is not a precondition that personal influence might have taken place. If, for example, letters are addressed personally to members of a given target group, it could be coded as a source of personal influence. At the basis of a categorisation as personal influence, is the assumption that information processing, i.e. of a given campaign and its features, has followed the central route according to the Elaboration Likelihood Model developed by Petty and Cacioppo. In simpler words: Information processing has been (highly) conscious, people have been reasoning substantially about information provided to them by the campaign.
- For the rest of predictors, there are no statistical significant effects or effect tendencies. Considering all communication channels, none of them seem to have special advantages in explaining the accident-reducing effects of campaigns, except personal influence.

The following predictors were comprised by reduced model: Country, theme, type of campaign, length of campaign (2 groups: ≤ 200 days and > 201 days), mass media communication channels used (TV, radio, newspapers), “two-step/multi-step strategy, feedback of information (at the roadside), and personal influence. The main results from meta-regression by applying reduced model were the following:

- Again, both Australian and Dutch campaigns contribute statistically significant in explaining the accident-reducing effect of campaigns ($p = 0.0257$ and $p = 0.0105$ respectively). The Australian campaigns were mainly directed towards drink driving and the Dutch campaigns were all directed towards speeding. A warning sign displaying “you are speeding” were posted at the roadside. Roadside posts informed drivers that speed enforcement might take place in 6 of the 7 Dutch campaigns.
- A categorisation of accompanying measures into three groups did not give any substantial difference between the three groups. This is surprising, but an explanation could be that the effect would already be explained by the variable *country*, i.e. by Australian and Dutch campaigns, which both relied heavily on police enforcement.

- The effect of length of campaigns appears more clearly when only two groups are considered, i.e. ≤ 200 days and > 201 days (full model used 4 groups). A duration of ≤ 200 days is significantly more efficient ($p = 0.0002$) than a duration of > 201 days. It seems reasonable that there may exist an optimal campaign length and, further, that the reason behind an optimum could have something to do with how long it is possible, or optimal, to focus on one single theme.
- Again, as was the case in full model, personal influence is the only communication channel that result in a statistically significant contribution to explain why campaigns may reduce the number of accidents. A categorisation of personal influence is used when there are good reasons to believe that a campaign has resulted in a high degree of conscious involvement in the target group.

2) Effects of campaigns on other areas of behaviour than road traffic

The objective of study 2 was to investigate possible effects of campaigns aimed at influencing behaviour on other areas than road user behaviour. The meta-analyses are based on results from 99 studies, which have evaluated effects of information campaigns on behaviour. The majority of these studies comprised effects of campaigns directed towards promotion of health protective/preventive behaviours such as exercise, healthy eating habits, sun protection, HIV/AIDS protective behaviours etc. Studies concerning smoking, alcohol, or drug abuse were excluded from the meta-analyses.

The study had two objectives. The first was to investigate whether such campaigns have any effects at all on behaviour, while the second was to examine whether certain characteristics of campaigns might be more important for obtaining behavioural change than others.

The results from the meta-analyses indicate that information campaigns have an effect on behaviour. This is a significant result in itself, especially since a common opinion is that campaigns do not influence behaviour. However, the average effect on behaviour across all studies is not very strong, although there is no doubt that the effect exists. There are some differences between the campaigns regarding how effective the different campaigns are in obtaining behavioural change. Results from meta-regression analyses show that much of these differences in campaign effects can be explained by the following characteristics:

- Large campaigns, which are directed towards a large population, are more effective than campaigns directed towards few people. One possible explanation is that large campaigns possess more and stronger measures and resources than small campaigns. Furthermore, there is reason to believe that large campaigns are more professionally conducted than small campaigns.
- Campaigns directed towards a specified target group seems to be the most effective ones, but the effect is not statistically significant,. At first glance, this finding seems to contradict the above result, i.e. that large campaigns are more effective than smaller campaigns. However, this is not necessarily a contradiction as several of the campaigns that are directed

towards a specified target group also have a considerable size of the target group.

- Campaigns lasting more than one year are less effective than campaigns of shorter duration. This could be a consequence of reaching a saturation point regarding the information efforts, among those who are campaigning as well as those in the target population.
- In particular, campaigns using some form of personal influence seem to be more effective than others. Campaigns using mass communication in combination with personal influence are also more effective than campaigns using mass communication only.
- The results also suggest that the use of video and letters may be beneficial in order to obtain behavioural change.

Several of the results coincide with study 1, especially regarding the use of personal influence, the length of campaigns, and the fact that several of predictors in the regression models does not seem to have any effect on behaviour.

3) Evaluation of campaigns of the Swedish Road Administration

The purpose of study 3 has been to point out potentials of improvement for the information campaigns of the Swedish Road Administration. The issues are:

- What have been the effects of the campaigns?
- In what way were the campaigns evaluated?
- Were the evaluations insufficient in any way, and if so: How could the evaluations be improved?
- Were there possibilities of considering cost effectiveness and/or doing cost-benefit analyses of the Swedish campaigns?
- Which are the potentials of improvement regarding the information activity headed by the Swedish Road Administration?

The Swedish Road Administration selected 6 information campaigns for closer appraisals according to the above issues (their names and objectives do all have an original Swedish wording and a symbolic meaning that might be lost when translated to English):

- “Zkona Zebrafolket” (“Protect the Zebra people”) – rule change and change of behaviour
- “Hastighetskameror” (“Speed cameras”) – method and effects regarding adaptation to the prevailing speed
- “SPARK” – thrifty driving
- ISA – Intelligent Speed Adaptation
- “Säkereken” (“The Safe Oak”)

- “Alkolås i min bil” (“Alcolock in my car”)

In study 3, evaluation methods and methods of calculating cost-effectiveness are discussed. These topics are especially addressed when information is included as one part among several other measures.

The appraisal of the above six campaigns showed that none of them are mere information campaigns. They are more like “measure packages” where information is applied together with other measures for improving safety, traffic mobility or the environment. This seems to be an efficient application of information, but, at the same time, it makes it difficult to isolate the effect of the information effort alone on the end goals of the campaigns. An alternative strategy is to identify sub-goals regarding the information effort, and then investigate to which extent the sub-goals have been achieved.

These six campaigns are all well included in the information policy of the of Swedish Road Administration, and it is difficult to see or elaborate alternatives to applying information in these campaigns. Information is not applied as any kind of symbolic measure in any of the campaigns.

Only two of the campaigns, *Zkona Zebra-folket* and *Säkereken*, were supposed to have a full-scale effect on mobility efficiency and on traffic safety, respectively. The campaign *Zkona Zebrafolket* resulted in a knowledge level of 97% who had become aware of the change of rule regarding who should yield at pedestrian crossings (the responsibility of yielding changed from pedestrians to drivers). Further, the waiting times for the pedestrians at the crossings were reduced considerably. The *Säkereken*-campaign succeeded in reducing the number of killed and injured in traffic in the county of Blekinge, although not quite as much as the goal that initially was set.

The four remaining campaigns were all testing new measures, and the purpose with these must have been to gain experience in order to implement these measures on a wider scale at a later point of time. Regarding *Hastighetskameror* (“Speed cameras”), the awareness among drivers were in Stockholm county, and the average driving speed was reduced by 4-5 km/h on the two road stretches where awareness was at its highest. On one of the road stretches, the traffic accidents were lowered by 50 % and the proportion of drivers who had a positive attitude towards speed cameras is increased.

The potential for reducing the gasoline consumption by the campaign SPARK (“Thrifty driving”) was on short term some 10 %. The evaluation studies did, however, not show how one should manage to put a large proportion of Swedish drivers through the educational program.

ISA – Intelligent Speed Adaptation – is estimated to reduce the number of personal injury accidents by some 5-17 %, maybe as much as 20%. The ISA campaign seems to have turned the attitude towards ISA from “*resistance from the car industry and fear towards electronic systems*” to “*ISA is a way of escaping from serious accidents*”. Nothing is, however, stated on how ISA would achieve the wide spreading that would be necessary to increase road safety substantially.

Trials with Alcolock have shown that it “could be an effective road safety measure” and surveys confirmed that “the Swedish people will give a powerful

support for a new law that requires alcolock to be installed in new car makes". It is, however, a long way to go before alcolock would be so widespread that it would have a substantial effect on road safety.

The campaigns goals should have been stated and operationalised more clearly, especially the four above-mentioned "pilot" campaigns. The theoretical basis for applying information activities, i.e. how information was expected to influence the target populations together with the other campaign measures, should have been specified.

All the six campaigns that were selected and run by the Swedish Road Administration have been evaluated quite thoroughly. However, the variation of the depth of these evaluations has been so large that it is reason to ask the Swedish Road Administration to what extent they know what they want to accomplish by means of evaluation, what kind of evaluation should be applied, and how thorough the evaluation should be. Generally speaking, there is a need for a more systematic and purposeful evaluation.

As is reasonable, it is primarily the campaigns as a whole that are evaluated. Except for "Zkona Zebrafolket"-campaign, the information effort is rarely considered in the evaluation of the campaigns. This could be given a positive interpretation, i.e. that the information activity has not been any problem. On the other hand, however, it could also be a consequence of incomplete documentation, which has been a problem with several of the campaigns.

Data regarding costs are important concerning evaluation, especially when it comes to cost-effectiveness and cost-benefit issues. The present evaluations address these issues only to a little extent. The Swedish Road Administration has provided the data on costs, but their completeness is doubtful. Documentation of costs and measure applications, which in this case is information, should take place contemporarily with the campaigns, in order to secure that such data are taken care of for evaluation purposes.

For two of the campaigns, *Säkereken* and *Hastighetskameror*, cost-effectiveness is calculated. In these two cases, the cost-effectiveness seems more than acceptable. Regarding *Hastighetskameror*, the benefit-cost ratio is estimated to 3 : 1.

The information activity of the Swedish Road Administration then seems effective and well integrated in rest of the activities of the Road Administration. It seems reasonable to continue a direction where information is included as part of larger measure packages instead of promoting sole information campaigns as independent measures for traffic safety or other objectives. An integration of the information activity in larger packages of measures makes it, however, difficult to document and calculate effects of information efforts. If the Road Administration wants to document effects of information, for example in order to know how much weight should be put upon information efforts as part of larger packages, one has to undertake controlled studies with systematic variation of the amount of information.

While the information activity of the Road Administration, appraised on the basis of the present six campaigns, seems systematic and well integrated in the rest of activities of the Road Administration, the evaluations seem more arbitrary. In that respect, there may be a need for developing an evaluation standard that describes

how data should be collected and analysed (a standard is elaborated in chapter 3 of the report).

Even if evaluations should preferably be done by independent institutions rather than by the Road Administration themselves, there may be a need for clarifying the purpose of evaluation to the Road Administration and also educate selected staff regarding why and how evaluation should be done. Executive officers in the Road Administration who would be responsible for delegating commissions of evaluation, need knowledge about evaluation in order to be able to appraise the qualities of the offers given to them and also the qualities of the reports that would be delivered.

Finally, there is also a need for systematic studies of different information types and quantities and by this investigate how much information that would be needed in order to make a new law or regulation known or new technology accepted by the public.

4) Summary of cost-effectiveness and benefit-cost analyses

Study 4 attempts to estimate both cost-effectiveness and benefit-cost relationships regarding the six campaigns conducted by the Swedish Road Administration. These economic analyses are primarily based on the information given in the evaluation studies, but also on additional information from the Road Administration and some calculations done by the author.

In order to do benefit-cost and cost-effectiveness analyses, one needs, at the starting point, the same type of information as in the case of meta-analysis (and meta-regression), i.e., primarily scientifically based measurements of the effects of the campaign. In addition, complete cost figures for the campaign, including valuation of the time and the equipment that is used, are required (where values are based on opportunity cost approaches, e.g., applying wage rates or market prices). Valuation of environmental and traffic safety gains, which would be outcomes of the campaigns, must likewise be provided.

For all six campaigns it was estimated benefit-cost ratios. For the traffic safety campaigns it was also estimated cost-effectiveness ratios – a comparing overview based on estimated number of saved lives per million Euro (ca SEK 9,16 mill). Table S.4 presents the results from the economic analyses:

Table S.4. Rate of cost-effectiveness and benefit-cost ratios according to campaign and campaign type. Results from economic analyses.

Campaign type	Campaign	Rate of cost-effectiveness	Benefit-cost ratios
Safety	<i>Lite lugnare tempo</i> (Speed cameras)	0.386	3.14
	<i>Alkolås i min bil!</i> (Alcolock in my car)	0.211	6.13
	<i>ISA – Intelligent Speed Adaptation</i> (assumed 20% reduction in accidents)	0.059	0.29
	<i>ISA – Intelligent Speed Adaptation</i> (assumed 5% reduction in accidents)	0.015	0.07
	<i>Säkereken</i> (The safe oak)	-0.224	17.3
Other	<i>Sparsam körning – SPARK</i> (Thrifty driving)		0.22
	<i>Zkona Zebrafolket</i> (Protect the zebra people)		(negative)

Source: TØI report 727/2004

Comment: Regarding "Alkolås i min bil" the cost per saved life is estimated to € 4,6 mill. Assuming 40 lived years as an average in one life saved, this will give approximately €116.000 per saved life year. This is less cost-effective than the studies reported in BAST (2003).

According to the table, only *Lite lugnare tempo* and *Alkolås i min bil* can be regarded as unambiguously effective, both pure economically and in terms of Vision Zero. Also *Säkereken* would be regarded as economically effective, but in this case there is no documentation of lives saved compared to the rest of Sweden. Regarding the other campaigns the estimated benefit-cost ratios are well below 1.

We have emphasised that the basic data from all six campaigns in fact are too incomplete or too unclear for performing economic analysis. In all of the analyses we have applied our own assumptions in order to come close to economic appraisals. We have also emphasised that the ISA-project potentially could be profitable if the costs of equipment per car could be somewhat reduced, and it is also probable that the project as a whole would be effective in terms of safety via reduced (top) speed and reduced levels of injury. Both of these effects are important for Vision Zero as well for the economic analysis.

It looks like SPARK clearly is defeated in terms of an economically appraised effectiveness. This project is relatively expensive, per participating driver, and the effectiveness per car, and the value of this effectiveness, is apparently very limited. It seems that the valuation of CO₂-reduction has to be increased considerably for such a project to yield benefits larger than costs. One should consider other approaches if one wants to inspire car owners to drive in a manner that reduces effluents and CO₂. In combination with a less expensive dissemination of such knowledge to drivers, increased fuel prices would probably provide the stronger incentive to push for a manner of driving implying less fuel consumption and, hence, less emission of CO₂.

Apparently *Zkona Zebra-folket* results in a net loss of time value, i.e., given the values we have applied. However, this project is probably the one which to the least extent is suitable for economic analysis, since the issue addressed actually concerns the transfer of rights from one road user group – drivers – to another road user group – pedestrians.

**PREFEITURA DO MUNICÍPIO DE SÃO PAULO****SECRETARIA MUNICIPAL DE MOBILIDADE E TRANSPORTES****Assessoria Técnica**

Viaduto do Chá, 15, - Bairro Centro - São Paulo/SP - CEP 01020-900

Telefone:

Encaminhamento SMT/AT Nº 038770640

São Paulo, 04 de fevereiro de 2021.

Sra. Chefe de Assessoria Técnica.

Trata este expediente de PL que “cria o programa de apoio e conscientização para evitar os pedestres de usar aparelhos de celulares similares, na travessia das ruas e avenidas na cidade de São Paulo e dá outras providências”, com a seguinte redação:

Art. 1º O Poder Executivo, no âmbito da política pública voltada à organização do trânsito, deverá implementar programa de conscientização sobre os riscos do uso irregular de telefone celular e de aparelhos similares durante travessias nas ruas, avenidas e demais logradouros públicos.

Art. 2º O programa terá como objetivos:

I - difusão dos conceitos de iniciativas e políticas de mobilidade urbana, cidadania, acessibilidade e convívio gentil e solidário no trânsito;

II - conscientização e orientação dos pedestres para que não usem telefone celular ou aparelhos similares durante travessia de ruas, avenidas e demais logradouros públicos, visando evitar acidentes de trânsito.

Art. 3º As despesas decorrentes da execução desta lei correrão por conta das dotações orçamentárias próprias, suplementadas se necessário.

Em relação à proposta. O legislativo faz as perguntas abaixo, as quais respondo:

1º) Qual o impacto orçamentário-financeiro da propositura?

Pela amplitude de possibilidades de se implantar o programa, os custos podem variar consideravelmente, desde um programa que trabalhe apenas em redes sociais e peças de comunicação construídas internamente, o que não requereria qualquer recurso adicional, até campanhas de massa e alto impacto, com veiculação em grande mídia, que podem custar 10 milhões de reais cada (campanha que inclua ações de ativações, produção de vídeo e veiculação por 30 dias em televisão, rádio e mídias sociais).

2º) Existem, em operação ou em planejamento, ações que venham ao encontro do disposto no projeto?

A implantação de campanhas continuadas de segurança viária é ação prevista no Plano de Segurança Viária do Município de São Paulo, anexo único do Decreto 58.717/2019. Ao longo de 2019 foram realizadas duas grandes campanhas de comunicação, batizadas de “Nunca beba e dirija” e “Hoje Não – Movimento pela Vida Segura no Trânsito”. Conforme as diretrizes impostas pelo Decreto, em seu tópico “Eixo VI – Comunicação, Educação e Capacitação”, o poder público municipal deverá implantar novas campanhas ao longo do período de 2021-2024.

3º) Qual a opinião do Executivo sobre a matéria?

Apesar de a proposta visar o alcance de objetivos aderentes à legislação e às políticas públicas de mobilidade urbana, qual seja, a redução do número de mortes e lesões graves no trânsito, bem como do número de sinistros de trânsito (obs: a ABNT no fim de 2020 acertadamente alterou o termo “acidente” por “sinistro” por meio da NBR 10697, já que o termo “acidente” tem em seu significado a ideia de inevitabilidade ou acaso), o foco do programa proposto não está em acordo com as evidências científicas existentes relativas a campanhas de comunicação de trânsito voltadas à redução de mortes no trânsito. Explica-se:

Campanhas de comunicação voltadas à redução de mortes no trânsito são um tema já bastante explorado por universidades, agências governamentais e entidades especializadas em segurança viária ao redor do mundo (com destaque à Iniciativa Bloomberg para Segurança Global no Trânsito, um dos maiores programas internacionais voltados à redução de mortes no trânsito, que conta com entidades especializadas no tema como a Vital Strategies; Banco Mundial; WRI Brasil e Universidade Johns Hopkins), estando o tema incluído inclusive em documentos da Organização Mundial da Saúde no âmbito da Década Global para redução de mortes no trânsito da Organização das Nações Unidas.

O conjunto de evidências disponíveis sobre o tema levam a algumas conclusões centrais, as quais expomos abaixo. Tais conclusões se baseiam na bibliografia que segue anexa a este parecer:

Plano de Segurança Viária do Município de São Paulo – anexo único do Decreto 58.717/2019, (sugerimos a leitura dos tópicos 150 “Parte B - Diagnóstico da cultura e comportamento em relação à segurança viária no Município de São Paulo” na página 61 e o “Plano de Ação Eixo VI – Comunicação, Educação e Capacitação na página 216. Disponível em: https://www.prefeitura.sp.gov.br/cidade/secretarias/upload/chamadas/plano_de_segurana_viaria_pmsp_2019_web_1558984227.pdf

“**Road Safety Best Practice Communication Guide**” (Guia de melhoras práticas de comunicação em segurança viária), da Vital Strategies (documento 038769691);

“**ROAD SAFETY MASS MEDIA CAMPAIGNS : A TOOLKIT**” (Campanhas de massa de segurança viária: kit de ferramentas”, da Organização Mundial da Saúde (documento 038770000).

“**Resolution** adopted by the General Assembly on 31 August 2020 - 74/299. Improving global road safety” (Resolução da ONU de 31/08/2020 – Melhorando a segurança viária global”, (documento 038769780).

“**Effects Of Information Campaign On Behavior**” - Institute of Transport Economics (038770252)

CONCLUSÕES

- Para que campanhas de comunicação de segurança viária tenham impacto na redução de mortes no trânsito, elas precisam estar associadas a ações de fiscalização, pois as campanhas sozinhas possuem baixo impacto na redução de mortes. Tendo em vista o alto custo para se fazer campanhas de massa, essa associação entre comunicação e fiscalização é essencial para que os recursos investidos sejam custo-efetivos. Tais ações de fiscalização podem ser variadas e devem ser amplamente divulgadas enquanto a campanha está em curso.
- As campanhas, ainda que visem à redução de atropelamentos, devem ter como público-alvo os motoristas, que, em acordo com Artigo 29 do Código de Trânsito Brasileiro, bem como com outras legislações, tais como o Plano Nacional de Mobilidade, Plano Municipal de Mobilidade e Plano de Segurança Viária do Município de São Paulo, têm a responsabilidade de proteção aos pedestres.
- As campanhas devem ser elaboradas com base nos dados de acidentalidade e comportamento de trânsito disponíveis aos gestores públicos, não em entendimentos subjetivos de atores do sistema.
- As campanhas devem ser concentradas em um dos “fatores de risco” da Organização Mundial da Saúde (excesso de velocidade, beber e dirigir, uso do capacete por motociclistas, uso de cinto de segurança e dispositivos de proteção por crianças (cadeirinhas) e direção distraída pelo uso de celular), focando naqueles que, no local em que a campanha será realizada, haja evidências que revelem tal comportamento associado às mortes de trânsito.

Seguindo tais recomendações, vale explicitar os principais dados disponíveis na Cidade de São Paulo:

- A grande concentração de mortes no trânsito, inclusive atropelamentos, ocorre nas madrugadas, em especial nas madrugadas de sexta a domingo, o que indica como fator de risco relevante beber e dirigir;
- Para além das madrugadas, os demais horários de concentração de mortes no trânsito são o período do fim da noite (volta para casa), momento em que as vias estão mais livres e há tendência de maior exercício do excesso de velocidade.
- Estudos da CET mostraram que em média de 9 mil condutores excedem a velocidade limite em trechos monitorados pela empresa em um único dia. Levantamento realizado na Av. Jacu Pêssego revelou que, nesta avenida, em torno de 8,6% dos motoristas trafegaram acima da velocidade máxima permitida. Quanto ao horário de maior desrespeito, outro levantamento realizado na Av. dos Bandeirantes revelou que, do total de veículos que foram flagrados acima da velocidade média, 87% foram entre 23 horas e 05 da manhã. Tendo em vista a concentração de mortes no trânsito nas madrugadas, tais dados evidenciam novamente o fator de risco excesso de velocidade como o principal na cidade.
- Estudo observacional da USP mostra que 14% dos condutores trafegam acima da velocidade, sendo esse percentual 43% para motociclistas.
- Em 2019, 9,34% dos condutores demandados aos testes de etilômetro se recusaram a fazê-lo.
- 75,7% dos motoristas não respeitam a faixa de pedestre.
- Quase 80% dos pedestres atropelados estavam em pontos de travessia corretos (ou sobre a faixa ou em pontos com ausência de faixa de pedestre a 100 metros de distância, que de acordo com o Código de Trânsito, dá o direito do Pedestre atravessar).
- Há expressiva concentração de participação dos homens jovens nas vítimas fatais e nos motoristas que se envolveram em atropelamentos. Em torno de 85% dos motoristas que se envolveram em atropelamentos são homens, sendo um terço jovens entre 18 e 28 anos e outro um terço entre 29 e 39 anos. Para atropelamentos de motociclistas, esses percentuais sobem para 97% homens e quase 60% entre 18 e 28 anos.

O conjunto de evidências disponíveis na literatura sobre o tema, somadas aos dados específicos da cidade de São Paulo, mostram que o Programa de Comunicação será eficaz para redução de mortes no trânsito se:

- For conjugado com programa de fiscalização;
- Tiver foco nos dois fatores de risco prioritários na cidade de São Paulo: beber e dirigir e excesso de velocidade;
- For direcionado a público específico: homens jovens entre 18 e 29 anos.

Diante do exposto, sugerimos a adaptação da redação do projeto de lei, para que o programa a ser criado possa ter maior impacto na redução de mortes no trânsito. Tendo em vista que uma campanha de alta visibilidade possui altos custos à Municipalidade, o programa, ao ser direcionado, trará melhores resultados e gerará melhor custo-efetividade à sociedade.

A título de **sugestão**, o PL pode ser adaptado da seguinte forma:

Art. 1º O Poder Executivo, no âmbito da política pública voltada à organização do trânsito, deverá implementar Programa de Fiscalização e Comunicação para redução dos comportamentos de risco à segurança da Organização das Nações Unidas:

I – Condução distraída pelo uso do celular;

II - Beber, dirigir;

III - Exceder a velocidade.

Art. 2º O programa terá como objetivos:

I - difusão dos conceitos de segurança viária e comportamentos de risco, iniciativas e políticas de mobilidade urbana, convívio gentil e solidário no trânsito;

II – conscientização, orientação e fiscalização do uso do celular, excesso de velocidade e condução embriagada, visando evitar acidentes de trânsito.

Art. 3º As despesas decorrentes da execução desta lei correrão por conta das dotações orçamentárias próprias, suplementadas se necessário.



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**PREFEITURA DO MUNICÍPIO DE SÃO PAULO****SECRETARIA MUNICIPAL DE MOBILIDADE E TRANSPORTES****Assessoria Jurídica de Transportes**

Viaduto do Chá, 15, - Bairro Centro - São Paulo/SP - CEP 01020-900

Telefone:

Informação SMT/AJ Nº 039493364

São Paulo, 16 de fevereiro de 2021.

Interessado Câmara Municipal de São Paulo

Assunto Projeto de Lei nº 743/2017 – de autoria do Vereador Dalton Silvano que Cria o Programa de Apoio e Conscientização para Evitar os Pedestres de Usar Aparelhos de Celulares Similares, na Travessia das Ruas e Avenidas da Cidade de São Paulo.

SMT.GAB**Sr. Secretário**

Trata o presente de Ofício da Câmara Municipal, 037477657, solicitando respostas aos quesitos relativos ao Projeto de Lei nº 743/2017, constante no documento SEI 037477705.

Encaminhado o presente para a Companhia de Engenharia de Tráfego – CET, retorna com as informações prestadas pela Superintendência de Desenvolvimento e Educação de Trânsito, 038064676, e pela Gerência de Marketing e Comunicação - GMC, 038136586.

A Assessoria Técnica dessa Pasta, manifestou-se a respeito do tema em documento SEI 038770640.

Com as informações prestadas, sugerimos a restituição do presente à Casa Civil para que seja encaminhada resposta à Câmara Municipal de São Paulo.

REGINA NONO SPINOLA SALGADO

Assessoria Jurídica – SMT/AJ

OAB/SP 142.257

De acordo**GILMAR PEREIRA MIRANDA**

Procurador do Município - OAB/SP 298.549

Chefe da Assessoria Jurídica - SMT



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**PREFEITURA DO MUNICÍPIO DE SÃO PAULO****SECRETARIA MUNICIPAL DE MOBILIDADE E TRANSPORTES****Assessoria Jurídica de Transportes**

Viaduto do Chá, 15, - Bairro Centro - São Paulo/SP - CEP 01020-900

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Encaminhamento SMT/AJ Nº 039493919

São Paulo, 16 de fevereiro de 2021.

Interessado Câmara Municipal de São Paulo

Assunto Projeto de Lei nº 743/2017 – de autoria do Vereador Dalton Silvano que Cria o Programa de Apoio e Conscientização para Evitar os Pedestres de Usar Aparelhos de Celulares Similares, na Travessia das Ruas e Avenidas da Cidade de São Paulo.

Casa Civil/ATL**Senhora Assessora Técnica,**

Em atenção ao assunto em epígrafe, restituímos o presente com as informações prestadas pela Assessoria Técnica – SMT/AT 038770640 e pela Companhia de Engenharia de Tráfego – CET, 038064676 e 038136586.

Permanecemos à disposição de para quaisquer outros esclarecimentos eventualmente considerados necessários.

LEVI DOS SANTOS OLIVEIRA**Secretário Municipal de Mobilidade e Transportes**

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