REPORT ON ROAD SAFETY FROM A GENDER PERSPECTIVE

Ibero-American Road Safety Programme

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1. INTRODUCTION

The main aim of this study is to prepare an initial report on Road Safety from a gender perspective for the Ibero-American Road Safety Programme/OISEVI and analyse the information available on this topic in the region.

The document presented here begins by setting out the background information that promotes gender mainstreaming in road safety policies, programmes and analysis. Chapter 2 then presents the conceptual framework that serves as the basis for analysing mobility and road safety from an intersectional gender perspective. Chapter 3 analyses the available data, which were collected through studies and reports by the Ibero-American Road Safety Observatory (OISEVI) and other countries. Chapter 4 contains a set of best practices with examples of actions that have been carried out in different Ibero-American countries to mainstream gender in road safety policies and programmes. Finally, chapter 5 presents the conclusions and recommendations derived from this report.

In order to prepare this document, an extensive literature review was performed, the references for which are listed in the Bibliography chapter, and information was requested directly from different countries and road safety agencies through a questionnaire.

In the document, the terms traffic safety and road safety are used interchangeably, as are the terms motor vehicle and car.

1.1. Background

In 2003, the WHO declared road accidents to be a pandemic. World Health Organization (WHO) data for 2018 shows that road accidents cause nearly 1.35 million preventable deaths globally and an estimated 20 to 50 million people are injured, disabled or suffer trauma each year, making it the 8th leading cause of death worldwide[1].

It is also the main cause of death in children aged 5 to 14 and young people aged 15 to 29. Specifically, around 400,000 people under the age of 25 die each year, an average of 1,049 people a day. Road violence also impacts different regions differently. While low-income countries only have 1% of the world's motor vehicles, they account for 13% of all deaths. In contrast, high-income countries have 40% of all vehicles and 7% of fatalities[2]. Therefore, the impact is far more negative in low-income countries, despite the fact that they have fewer motor vehicles.

According to WHO figures, from an early age men are more likely than women to be involved in traffic accidents. Men also account for more than three quarters (77%) of traffic deaths. Among young drivers, men under the age of 25 are almost 3 times more likely to die in a traffic accident than women of the same age.

[1] FIA 2020.

[2] WHO 2022.

The relationship between road safety and gender roles has been studied for decades, as the majority of victims and people involved in traffic accidents are men and risk factors have been found to be linked to gender stereotypes and hegemonic male roles associated with risk.

Within this context, the Ibero-American Road Safety Programme/OISEVI (established in 2018 to make road safety policies a public priority and promote the safe movement of users in the road system, reducing injuries, disabilities and deaths resulting from traffic accidents in all member states) is committed to and has begun to work on gender mainstreaming in road safety in Ibero-America. This commitment, which also provides a response to the Global Plan for Road Safety 2021-2030, is embodied in this report, which presents an initial analysis of the status of the issue of road safety from a gender perspective in OISEVI member countries.

The OISEVI responds to the international policies promoted by the United Nations and the WHO to reduce the number of traffic accident victims. In May 2011, the First Decade of Action for Road Safety 2011-2020, launched by the United Nations General Assembly, entered into force, followed by a second decade 2021-2030. The aim was to reduce the number of traffic accident deaths and injuries by 50% by the end of the cycle. This gave rise to the current United Nations Road Safety Action Plan 2021-2030.

The **Stockholm Declaration of 18 February 2020**[3], which was presented at the Third Global Ministerial Conference on Road Safety, "Achieving Global Goals 2030", reiterates the commitment to "Address the connections between road safety, mental and physical health, development, education, equity, gender equality, sustainable cities, environment and climate change". During the global meeting in Stockholm, the FIA also drafted a document annexed to the declaration, which recognises the higher number of road fatalities among men compared to women due to their greater exposure to and use of motor vehicles. However, it also links the higher mortality rate to the social reasons that men tend to commit more traffic offences than women (for example, illegal consumption of drugs and alcohol, speeding, etc.). It is recognised that, although men are more likely to die in traffic accidents than women, it is also true that women have thus far borne most of the socio-economic burden of these premature deaths and disabling injuries, i.e. the consequences of looking after victims whilst in more precarious economic situations than men. This document states that population-representative surveys in many countries confirm that women are more careful than men when they travel, they are more concerned about road safety than men, and they are more willing to accept stricter road safety requirements to reduce the number of fatalities.

The document argues that *"if women's voices were listened to more in decision-making environments and more women held high-level positions when it comes to transport-related matters, safety would be much more present than it is"*[4], both in driver training and vehicle design features, by adapting them to female anthropometry so that vehicles accommodate body diversity.

The **United Nations Road Safety Action Plan 2030**, which was drawn up after the declaration, highlights for the first time the need to ensure a gender perspective in transport planning due to the differential impact of road safety on men and women in physical, economic, social, health and behavioural terms. Furthermore, it calls for the following to be included in the implementation of the safety system:

[3] Stockholm Declaration of 18 February 2020 https://www.roadsafetysweden.com/contentassets/b37f0951c837443eb9661668d5be439e/stockholm-declaration-spanish.pdf

[4] FIA 2020.

- Transport policies that provide safe, accessible, reliable and sustainable mobility, and non-discriminatory participation in transport for men and women.
- A greater number of women in the transport sector and its processes, as operators in transport systems, decision-makers, engineers and designers, and everything in between.
- A greater focus on gender differences in relation to the design and construction of all aspects of transport infrastructure. For example, vehicle design needs to be modified to accommodate the ergonomic differences between genders, with one example being the EvaRID dummy.

Within the context of these statements, this report aims to go one step further to take into account the gender perspective in road safety in the Ibero-American region.

2. CONCEPTUAL FRAMEWORK: ROAD SAFETY FROM A GENDER PERSPECTIVE

Presented below is the conceptual framework for mobility and road safety from a gender perspective[5]. First of all, it must be clarified that in order to improve road safety from a gender perspective, it is essential to change the paradigm of mobility to comprehensively incorporate this perspective and move towards equitable, sustainable and safe everyday mobility.

2.1. Critique of androcentric mobility

Mobility is a complex set of movements made by people interlinking the activities of daily life in a specific territory at a certain time. This concept of mobility encompasses people who walk, those who use the various public transport systems and those who use private means of transport, from bicycles to motor vehicles. This concept puts people at the centre of the study of mobility, rather than transport systems[6].

Guaranteeing the right to mobility of people in the territory is essential for facilitating their day-to-day lives, improving their quality of life in terms of time and health, and providing access to social, economic and cultural rights[7].

As a result of their diversity, men and women have different mobility patterns. However, mobility policies in most cities and territories have been designed in a way that prioritises androcentric, ethnocentric and classist mobility systems, satisfying the mobility needs of a model person, often associated with a white, middle-class, adult male without functional diversity who is in paid work. This mobility model has prioritised travel for work and private motor vehicles. It is also an ethnocentric and classist mobility model because cities around the world have replicated a mobility model reliant on private cars, looking to a model found in the global north, where the economic situation means it is possible to have a car at home.

This vision has led to mobility by means of private motor vehicles being the type of mobility that consumes the most financial and spatial resources in urban environments, while simultaneously being the least accessible form of mobility for women and other groups whose mobility patterns are more sustainable (children, young people, elderly people). Firstly, there is huge public investment in infrastructures linked to private vehicles compared to other sustainable mobility systems. Furthermore, the space occupied by private vehicles in cities is disproportionate and has contributed to the current environmental crisis and to very high levels of pollution that have a negative impact on health, especially that of women, children and the elderly. It is also the type of mobility that generates a greater sense of danger and more road violence.

[5] Taken from the guide *"Movilidad cotidiana con perspectiva de género"* [Everyday mobility from a gender perspective], produced by the authors (Col·lectiu Punt 6, 2021) using other work on mobility carried out alongside various public institutions.

[6] Law, Robin, 1999.

[7] Miralles-Guasch, 2010.

Moreover, mobility systems cannot be understood separately from spatial planning. The way in which a city or territory is planned, the housing models, the distribution of facilities or public spaces, as well as the mobility system prioritised, have a direct impact on people's daily lives. Mobility planning in a city where mixed uses and proximity in space and time have been prioritised is not the same as mobility planning in territories where activities and features are divided into zones and separated, making daily life inseparable from the use of private cars. Nor is it the same in informal settlements that have been built without prior planning, near transport hubs or on the outskirts, with topography that impedes mobility on foot and access to public transport, or where access is only possible using shared motorcycles or minibuses.

Mobility policies have therefore perpetuated social and gender priorities, roles and inequalities that have also contributed to the environmental degradation of our land. Women's social, economic and cultural rights are limited due to the lack of a mobility system designed from a gender perspective. This means, for example, that they are unable to access certain employment and professional development opportunities, or they have less personal care and leisure time than men, or none at all, because they spend much more time on the move, as most of them work double and triple shifts: work, domestic and caregiving tasks, and the management thereof.

Although different urban disciplines have been calling for gender mainstreaming in mobility since the 1970s, there are still many shortcomings in the transport sector when it comes to including analysis variables such as gender identity, racialisation or functional diversity. More and more mobility data segregated by gender and age are being collected, but not necessarily analysed from a gender perspective.

2.2. Mobility from a gender perspective

Mobility from a gender perspective involves analysing how gender relations and roles affect the use and enjoyment of our cities. It is also a matter of analysing how gender and its intersection with other characteristics (such as age, background, income level, functional diversity, type of household, neighbourhood or town of residence) condition and determine people's mobility options.

Including a gender perspective in mobility means advancing in three areas: firstly, moving towards gender equity and increasing the number of women in mobility planning, design and management; secondly, ensuring a comprehensive and complete view of everyday mobility; and thirdly, broadening the concept of safety in mobility by addressing violence against women and the different perceptions of safety[8].

[8] Col·lectiu Punt 6, 2021.

Planning, design and management with a gender perspective

It is essential to review gender equity within transport and mobility system management. Historically, the field of transport and mobility has been a primarily male-oriented sector and dominated by technical experts, something which has also been a significant factor in the lack of a gender perspective in mobility policies.

First of all, there needs to be an increase in the number of women in all their diversity in participatory bodies and mobility councils, as well as participatory processes carried out as part of the development of new infrastructures. It is especially important that the experiences of older women, female heads of households, female caregivers, female domestic workers and women with functional diversity be explicitly included in all applications. Moreover, it is imperative to incorporate an intersectional gender perspective into the dynamisation of advisory bodies and participatory processes, in order to adapt schedules, spaces, dynamics and themes to accommodate the diversity of people, to include the values of everyday mobility and caregiving, to highlight the added value of women's experiences of everyday mobility, and to ensure that certain voices are not silenced and that male condescension or hegemonic leadership dynamics do not develop.

Women account for 21% of transport sector workers in Latin America and 22% in Europe. In Spain, women represent 19% of workers, in Chile and Colombia they constitute 17%, while in Perú and Argentina they account for 7.5% and 8%, respectively.[9]

Besides the percentage of female workers, it is also necessary to analyse what level position they hold, as the gender division of labour is also found within organisations, through vertical and horizontal segregation. There is vertical segregation because men are the ones who hold the most powerful and management positions and make the most decisions. Horizontal segregation occurs because men tend to occupy positions in male-oriented areas such as construction, maintenance, driving, security or management, whereas women work in customer service, as administrative staff or in cleaning, sectors that are traditionally female-dominated. Therefore, in order to achieve gender equity, it is essential to increase the number of women at all levels of the mobility system, including decision-making bodies, as they tend to be male-dominated spaces, operators, mobility advisory and decision-making councils and bodies, the construction of infrastructures, and citizen participation bodies.

In addition to gender criteria linked to the physical side of infrastructure, it is necessary to introduce gender criteria that encourage the recruitment and promotion of women in the field of transport through different mechanisms, such as gender clauses in tenders for new infrastructures and subcontracts for services (security, cleaning), cross-disciplinary training for the different institutions and organisations involved in the mobility system, etc. Mobility and transport operators and bodies must also have equality plans in place within the institution to ensure gender equity and the development of mechanisms and protocols to address sexual and gender-based harassment.

[9] Bramuglia and Pereyra, 2019

Comprehensive approach to everyday mobility

Thus far, mobility planning has prioritised mobility systems based on a model of hegemonic masculinity, prioritising linear journeys for work purposes and private motor vehicles. These mobility systems have failed to take into account the links between the different activities in people's daily lives that create complex networks of journeys, as well as the links with the environment, contributing to a global environmental, energy and care crisis. Mobility policies have therefore perpetuated social and gender priorities, roles and inequalities that have also contributed to the environmental degradation of our land.

However, planning also enables us to change the predominant androcentric approach of mobility policies, to stop viewing mobility as an individual decision and journeys as unidirectional movements linked to workplaces, and to refocus the attention on addressing everyday mobility in all its complexity. In other words, analysing and planning mobility with an understanding of the diversity of activities in people's daily lives in the productive, care, community and personal spheres.

This implies a shift in priorities to place people's daily lives and the sustainability of life at the centre of spatial decisions in terms of mobility. It is women who continue to take on most of the unpaid care and domestic work. They continue to be the primary caregivers and dedicate twice as much time to domestic work as men. As a result, they have more complex and diverse mobility patterns, because they make more journeys a day than men due to their double and triple shifts of paid work, domestic work and household management, and their emotional and community relationships[10]. Their movements are polygonal and take place for a greater number of reasons, linking various activities and journeys. In turn, women travel shorter distances on each trip and optimise their travel time by making shorter journeys to closer destinations[11].

Women have more sustainable mobility patterns because they mostly travel on foot or by public transport. This is the general trend for the Ibero-American region. According to data from the Inter-American Development Bank (IDB), 55.3% of women in Santiago de Chile and 51% of women in Bogota travel on foot, versus 39% of men[12].

Although women's mobility is more sustainable, the gender inequalities that women continue to experience in today's society hinder this mobility.

Shortcomings in intermodality between public transport services in terms of timetables, signs, visibility and safety, have a greater impact on women's journeys due to the feminisation of poverty and lack of financial resources, the fact that they are in charge of mobility of care, and their need to coordinate everyday tasks to limit the time they spend on them.

In contrast, data show that men use private motor vehicles more frequently, despite the fact that they have a much smaller number of caregiving tasks and are not faced with the barriers of intermodality, lack of time and frequency, lack of safety, and accessibility that women encounter when travelling on foot, by bicycle or by public transport.

[10] Granada et al. BID, 2016.

[11] Ciocoletto and Col·lectiu Punt 6 2014, Col·lectiu Punt 6 2021.

[12] Granada et al. BID, 2016.

However, not all women travel in the same way. Mobility from a gender perspective also means taking into account how body diversity affects mobility options (people with reduced mobility, children, the elderly, young people, transgender people, people of different weights and sizes). Therefore, it is necessary to analyse how gender and its intersection with other characteristics (such as age, background, income level, abilities, type of household, neighbourhood or town of residence) condition and determine people's mobility options.

Lastly, including a gender perspective in mobility involves analysing mobility over a 24 hour a day, seven day a week cycle. It is important to recognise the different temporal dynamics of mobility, as well as people's night mobility patterns and how they are conditioned by gender, the perception of fear, a reduced frequency of public transport and a poor intermodal connection. It will therefore be essential to collect quantitative and qualitative data containing information on night mobility and mobility on weekends and public holidays, as these mobility data are not collected in many of the mobility surveys conducted in the various countries of the Ibero-American region. In contrast, women substantially reduce their movements at night, unlike men, as a result of how the perceived fear of being sexually assaulted influences their journeys and activities[13].

Broadening the concept of safety from a gender perspective

Gender mainstreaming involves addressing violence against women and other hate crimes within the mobility system, incorporating people's different perceptions of safety, and considering gender when analysing road safety.

Specifically, it involves going beyond the current concept of safety in mobility and analysing how violence against women, racist attacks and violence against people belonging to the LGBTQIA+ community or people with functional diversity affect people's perceptions of safety depending on their gender identity and restrict the right of women and non-binary people to free and independent mobility.

Women continue to be raised to fear public spaces, strangers and, above all, travelling alone at night, even though the majority of assaults continue to be committed in the home and by people they know. Fear of public spaces is also fuelled by the verbal and sexual harassment that women experience on a daily basis. People's perceptions of safety depend on social, political, economic and cultural factors, but the physical and social configuration of spaces can help to improve them.

More than 60% of women in Quito, Guadalajara, Lima and Bogota have experienced some form of sexual harassment or assault on public transport. In Buenos Aires, 72% of women residing in the Metropolitan Area of Buenos Aires feel unsafe when travelling on public transport, compared to 58% of men[14]. In Barcelona, the sexual harassment survey conducted in 2020 revealed that 57% of women users had experienced some form of sexual violence on public transport[15].

[13] Ibid.

[14] Allen, Heather et al., 2018.

[15] IERMB and ATM, 2020.

In addition to the analysis of violence against women within the mobility system, improvements in the design of mobility infrastructures can reduce the perception of danger for women and non-binary people. When considering mobility and transport infrastructures, it is necessary to follow what are known as the 6 women's safety principles in order to ensure environments that are[16]:

- Vibrant (diversity of activities and people),
- Monitored and well kept, formally and informally (access to mutual help and support),
- Equipped (maintenance and planning),
- Signposted (know where you are and where you are going),
- Visible (see and be seen),
- Community-based (developed with the active participation of women).

However, **free and safe mobility must also ensure road safety** and the autonomy of children and the elderly, as well as universal accessibility, because the perception of road safety also changes depending on gender, age, background, functional diversity, etc.

The differential impact of road violence on men and women has been studied for several decades in different territories and countries around the world. The recently adopted *United Nations Road Safety Action Plan* highlights that:

"The issues of road safety apply differently to men and women for a variety of physical, behavioural and social reasons."

The road is one of the many male-oriented spaces in our society. In the field of road safety, the socialisation of the hegemonic male gender implies risky behaviour, excessive risk-taking, the belief of being immune to pain, and perceptions that lead to actions harmful to health. In fact, in 2022, the WHO produced a report stating that *masculinity may be hazardous to health*[17].

Gender mainstreaming in road safety also leads us to recognise that this gender-differentiated impact means that road violence is violence against women. In relation to this, the *Asociación Compromiso Vial* in Argentina argues that:

"When we talk about road violence, we are referring to a very specific form of urban and gender-based violence, with the understanding that much of what happens to us in the street is related to our status as women and our feminised identities. It is impossible to consider road safety from a gender perspective without thinking about more equitable ways of inhabiting the urban environment, where public spaces are spaces of care rather than risk".[18]

Road violence intersects with gender in all types of mobility, and women are not only affected by road violence, but also by sexual and gender-based harassment. This is particularly evident in the case of female pedestrians and cyclists. As discussed below, data show that the highest fatality rates are among men, but we cannot ignore the fact that when it comes to pedestrian fatalities and injuries, older women are the worst affected in many cities. Furthermore, there are studies that show that harassment on the roads also has a sexist component against women with regard to cycling mobility, since women are

[16] Michaud, Anne. 2002. Guide d'aménagement pour un environnement urbain sécuritaire. Ville de Montreal. https://numerique.banq.qc.ca/patrimoine/details/52327/1985553?docref=QQ1f91Gnud9rN2mw_1M9XA

Col·lectiu Punt 6. 2017. Entornos Habitables. Auditoría de Seguridad Urbana con perspectiva de género en la viviendo y el entorno. Ed. Col·lectiu Punt 6. https://www.punt6.org/wp-content/uploads/2022/04/libro_Entornos-habitables_ES.pdf

[17] WHO, 2002.

[18] Asociación Compromiso Vial, 2021.

subjected to different types of harassment on the roads. Specifically, there are studies in the United Kingdom that analyse "near misses", which are more often experienced by women. It is argued that this phenomenon occurs because the speed at which women cycle, which is often slower than that of male cyclists, is less respected, and because women are less respected by motor vehicle drivers[19].

That is why a gender perspective is an essential tool for changing road culture to make it safer and more equitable. Integrating this perspective into road safety leads to a better understanding of three topics intersected by gender:

Different mobility patterns with regard to road safety

The differential mobility types and patterns of men and women are also linked to the accidents and fatalities they are at risk of suffering when travelling. On one hand, men use motor vehicles such as cars or motorcycles more than women, and account for almost all professional drivers. Furthermore, men tend to make journeys linked to occupational mobility, which are more linear, so the speed reached may be higher. They also travel less with children.

In contrast, women have more sustainable mobility patterns because they mostly travel on foot or by public transport. Moreover, the percentage of women with a driving licence is lower than that of men[20]. However, even in situations where the percentage of women with a licence is higher, women are less likely to own or drive a car or motorcycle. They do not have access to motor vehicles in many countries due to economic factors and therefore opt for public transport or other more sustainable and affordable means of travel.

When women drive, they tend to make polygonal journeys that interlink tasks and activities, they travel more with minors and dependants due to their role as caregivers, and therefore, they travel shorter distances, make more stops and respect speed limits more, which is associated with the gender stereotype that women are more careful, although at the end of the day they cover more kilometres. These mobility patterns are also associated with gender-differentiated road behaviour and risk exposure[21]. For example, as women get older, they drive less and walk more to get around, so they are more vulnerable to road accidents as pedestrians.

The Action Plan states that: "Despite the higher vulnerability of women during a collision, they are far less likely to die in one than men. When they die, it is usually in different circumstances – as pedestrians and car passengers rather than car drivers and motorcycle riders."

[19] Aldred and Crosweller, 2015.

[20] Pérez 2019, Anuario Seguridad Vial de Bogotá 2020, DGT 2022, ANSVA 2022.

[21] Farapi 2009, ANSVA 2022.

Road behaviour and exposure to risk

According to the WHO, the main risk factors linked to road safety are:

- Speeding
- Drink-driving
- Failure to wear a helmet or seat belt and distractions

Most of these risks are taken by men. They are associated with gender stereotypes that trigger violent behaviour and traffic accidents. The majority of men who die in road accidents are car and motorcycle drivers, while the majority of women who die are passengers. The reason for this is men's driving behaviour, which is influenced by a socialisation in toxic masculinity that leads them to take risks while driving (sense of subjective immunity, feeling of being in control of the situation leading to dangerous behaviour), which contrasts with models of femininity that emphasise women's ethics of care (fear of harming others, awareness of risk and of the consequences of risky actions)[22].

In their research in Argentina, Rosa Geldstein et al. argue that there are *dominant discourse positions* in the field of transport that justify and subscribe to the type of values and practices usually identified with "hegemonic masculinity" (strength, power, aggressiveness, competitiveness, risk-taking, bravery, belligerence, decisiveness, efficiency, violence, desire for power, etc.). They also describe the *subdominant discourse positions* that, without necessarily being in the minority in terms of prevalence, express identities, values and behaviours that are opposed, alternative or resistant to the dominant practices and discourse[23].

Data indicate that male drivers/passengers are associated with two to four times greater risk than women per kilometre travelled, even when taking into account that men use cars and motorcycles more than women[24]. Therefore, men are more exposed to risk because they drive more. While it is true that more men drive than women, the accident rate also shows that men have more accidents than women in many contexts because of the differentiated risks they take. For example, studies conducted in various countries found that the majority of women do not violate traffic regulations, as they do not break the speed limit, do not drink alcohol before driving as men do, use seat belts more, and are therefore less exposed to the risks associated with driving. Women "take better care of themselves" and have a greater number of healthy behaviours in relation to their mobility.

However, it is not true to say that women are always risk averse, so it is important to make this clarification and not reinforce the stereotype. It is not that women do not take risks, but that they take risks in relation to other actions. Harris and Jenkins (2006) argue that women take risks in their daily lives as well, but they are other kinds of risks, not necessarily linked to road violence. The study deconstructs the traditional imagery that defines women as passive subjects who do not take risks, instead stating that women take "social" risks (e.g. social educators or family workers in areas with high levels of violence), where they take risks in order to provide welfare or help someone. They face these situations more often than men and find them fulfilling. According to the authors, women take fewer risks in areas related to health, leisure and gambling. They are more aware of the negative consequences of certain risky behaviour. They also enjoy themselves less when they are in risky situations. However, when women believe that the consequence of their action will result in a positive action, they take

[22] Gilligan, 1982.

[23] Geldstein et al., 2011.

[24] Ibid.

greater risks than men. This has been illustrated by the many peaceful struggles of women throughout history in pursuit of their rights.

Consequences and impacts of road accidents: physical, social and economic impacts

The physical, social and economic consequences and impact of road accidents and fatalities also vary by gender. Data collected in Spain show that men account for 88.6% of people who die/are hospitalised in accidents on motorcycles, 80.3% on mopeds and 87.8% on bicycles. In contrast, women represent 62.7% of those who died/were hospitalised on buses and 49.6% of those killed/hospitalised as pedestrians.

Significant gender differences in road traffic injuries have also been documented. Women have a 47% higher risk of serious injury in a car crash than men, and a five times higher risk of whiplash injuries. Intrinsic gender differences in the skeleton may be one possible reason for a higher rate of injury in women. However, most regulatory tests assessing vehicle occupant safety only use average male models and therefore fail to reflect the specific and diverse physical characteristics and needs of women.[25]

According to Barry (2019), "another important gender bias is reflected in car designs, which can have a higher impact on women involved in road incidents. For example, programmes to assess how cars perform during a crash are usually simulated with "neutral" dummies that represent male figures. This ignores the anatomical differences between men and women. In other words, cars are designed and tested for men's bodies. As a result, female drivers are 17% more vulnerable to death in cases of road crashes." [26]

Lake Sagaris (2021) notes that women are vulnerable on two fronts: firstly, due to mobility of care, as they are the key players in these journeys, and secondly, because they walk more and are more at risk of sexual harassment and road violence as pedestrians. There is also an impact on women as carers of men who are left with serious injuries or disabilities following a road accident.

It is also necessary to calculate and analyse the financial impact of road accidents on households and, in particular, those that become single-parent households. The study "*Ella se mueve segura*" [She moves safely], conducted in Latin America, found that:

"The majority of victims are not the people behind the wheel, but pedestrians and cyclists (many of whom are children) who die or left permanently disabled. It is estimated that the direct economic cost of road accidents is between 2% and 3% of global GDP and the burden of caring for victims falls directly on women (especially mothers and wives). In many cases, families lose their main provider and women have to take care of those injured. This gender aspect is often ignored."[27]

[25] Florentina Burlacu and González Carvajal, 2021.

[26] Montes and Díaz Acosta, 2022.

[27] Allen, Heather et al. 2018

Women's economic dependency worsens when a male family member dies in a road accident or suffers a serious injury that leaves him unable to work after an accident. Men generally have greater purchasing power, so if they sustain an injury resulting in disability, they can afford the cost of care. Women have lower purchasing power and their care networks are smaller.

3. METHODOLOGY

In order to produce this report, an extensive literature review of reports, academic articles and road safety plans and programmes was carried out. All the information reviewed has been included in the bibliography. It is through this literature review that most of the quantitative and qualitative data gathered and analysed in this report was collected.

In addition to this literature review, attempts were made to collect data directly from the various road safety directorates. In July 2022, a questionnaire was prepared and sent to the road safety directorates of the member countries of the Ibero-American Road Safety Programme, as well as to civil society organisations. The questionnaire was also sent to civil society associations and individuals working on road safety at the city or metropolitan level. In September, the information was sent once more in an attempt to gather more responses from the various countries. This questionnaire sought to collect information on which territories were integrating a gender perspective into road safety actions, policies and programmes and at what level.

Through the literature review and the responses to the questionnaires, it has been possible to gather general information on accidents in the Ibero-American region by gender, as well as more detailed information from 9 countries: Argentina, Brazil, Colombia, Chile, Costa Rica, Spain, Guatemala, Honduras and Paraguay. The questionnaire was also used to gather examples of best practices in 6 countries: Argentina, Colombia, Chile, Costa Rica, Guatemala and Mexico. In Mexico, information was collected from the *Coalición de Movilidad Segura* [Safe Mobility Coalition] and the *Liga Peatonal* [Pedestrian League], which operate at national level, as well as the civil association Bicitekas. For Colombia, information was collected from the National Road Safety Agency and for Bogota, information was collected from the official in charge of road safety at the District Mobility Secretariat. In Brazil, information was obtained from the São Paulo Road Safety Plan. In Guatemala, information from the National Traffic Safety Observatory was analysed. As for Chile, data from the National Traffic Safety Commission of the Ministry of Transport and Telecommunications were analysed. In Honduras, road accident fatality data for 2019-2021 from the Ministry of Safety were analysed. Finally, in Paraguay, road accident data for 2020 were collected.

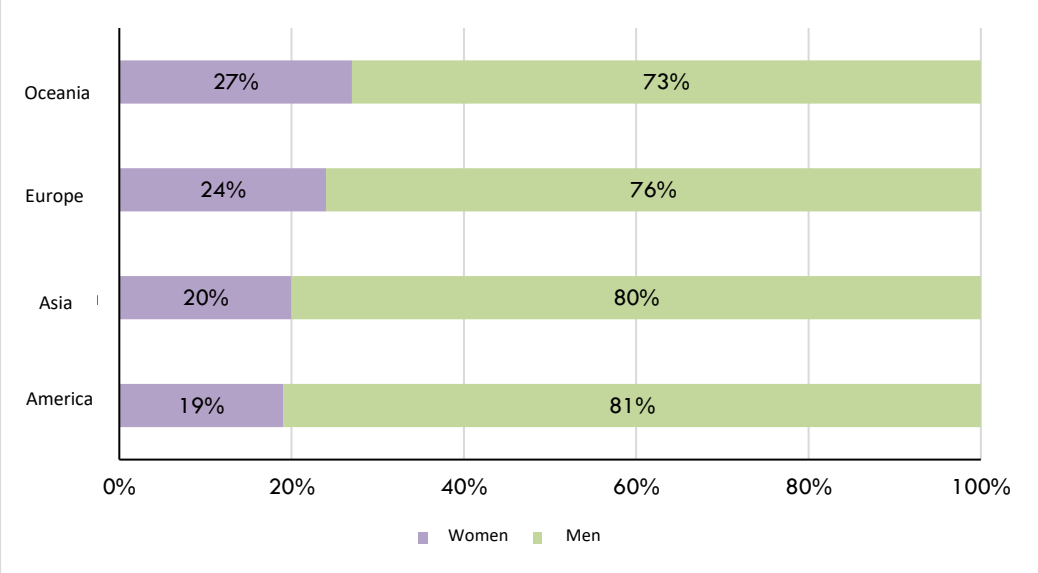
From the questionnaire responses, we can see that all the bodies have, in part, carried out some specific activities from a gender perspective, especially those linked to the analysis of road safety data from a gender perspective and the publication and dissemination of reports. In four of the six cases, internal training has been conducted to mainstream gender in the field of road safety.

The data analysed from this questionnaire has been included in chapter 4 “Data Analysis”, in the section with data by country, and chapter 5 “Best Practices”, which refers to innovative cases in the region.

4. DATA ANALYSIS

In general, at the global level, women represent around 20% of deaths in road accidents on the different continents. In general terms, according to WHO data for 2018, they account for 19% of fatalities in America and 24% of those in Europe.

Graph 1. Percentage of deaths in road accidents by gender by continent



Source: WHO 2018, taken from Montes et al. 2022

Both in the Ibero-American region and worldwide, men are more likely to be die as car and motorcycle drivers, while women are more likely to die as pedestrians and passengers. In terms of age, it is predominantly older women and girls who are affected. As discussed in the previous chapter, men also tend to engage in riskier behaviour: higher speeds, greater consumption of alcohol and drugs before driving, and less use of protection systems such as seat belts and helmets.

This chapter analyses the available road safety data for the Ibero-American region from a gender perspective. The data primarily correspond to member countries of the Road Safety Programme of the Ibero-American Secretariat-General and are taken from the "**Tenth Ibero-American road safety report 2017/2018"**. They also correspond to updated WHO data from February 2021.

4.1 Analysis of data on road safety in the region

Gender-disaggregated data is an essential tool for identifying problems and quantifying the causes of them. In addition to collecting data segregated by gender, age and other identity variables such as functional diversity, racialisation etc., it is important to analyse data from a gender perspective in order to understand and highlight the complexity of the problem and the determinants of road safety, the social and cultural components, the differences in the bodies of men, women, non-binary people and people of different ages, and the different impacts of road violence.

According to the study on gender perspective and road safety carried out by MURGIBE[28] for the Basque Government's Department of Safety, there is still very little research that includes this perspective in the field of road safety. Most of the studies and academic articles reviewed in their study analyse young people as a risk group and also the process of male socialisation. These studies analyse the differences between men and women in terms of vehicle use, safety measures and types of accidents. Some studies disaggregate information according to gender, but fail to analyse it from a gender perspective.

At present, most countries linked to the OISEVI Road Safety Programme only collect data segregated by binary gender (male/female) for deaths/fatalities in 15 of the countries in the region. The data available are included in the Tenth Ibero-American Road Safety Report 2017/2018. In addition to these data for the region, some countries have made further progress in terms of gender mainstreaming and collect more data or have developed specific surveys. Presented first are the data for the region from the Tenth Report, followed by country-specific data for those countries that have made greater progress with regard to gender mainstreaming.

Of the total number of fatalities in the region, 54% are among pedestrians, cyclists and motorcyclists (28% motorcyclists, 23% pedestrians and 3% cyclists). As mentioned above, the vast majority of motorcycle fatalities are among men, while older women are the group most affected as pedestrian road accident victims.

According to the Tenth Ibero-American Report, women who die in traffic accidents represent 19% of the total number of fatalities for the countries studied as a whole (graph 1). If we look at the fatality rate per 100,000 inhabitants for men, we can see that this is also significantly higher than that for women. In 7 countries, the fatality rate for men is more than 5 times that for women (graph 3), according to 2018 figures. Furthermore, the country with the highest fatality rate for women is Uruguay, with 25% of all deaths, and the lowest rates for women were in Nicaragua and the Dominican Republic. According to the most recent data on fatality rates in the region collected by the WHO in February 2021 (graph 4), in all the countries in the region, the fatality rate for men always exceeds that for women. These most recent data show that the highest rate for women is in the Dominican Republic, followed by Venezuela and Honduras.

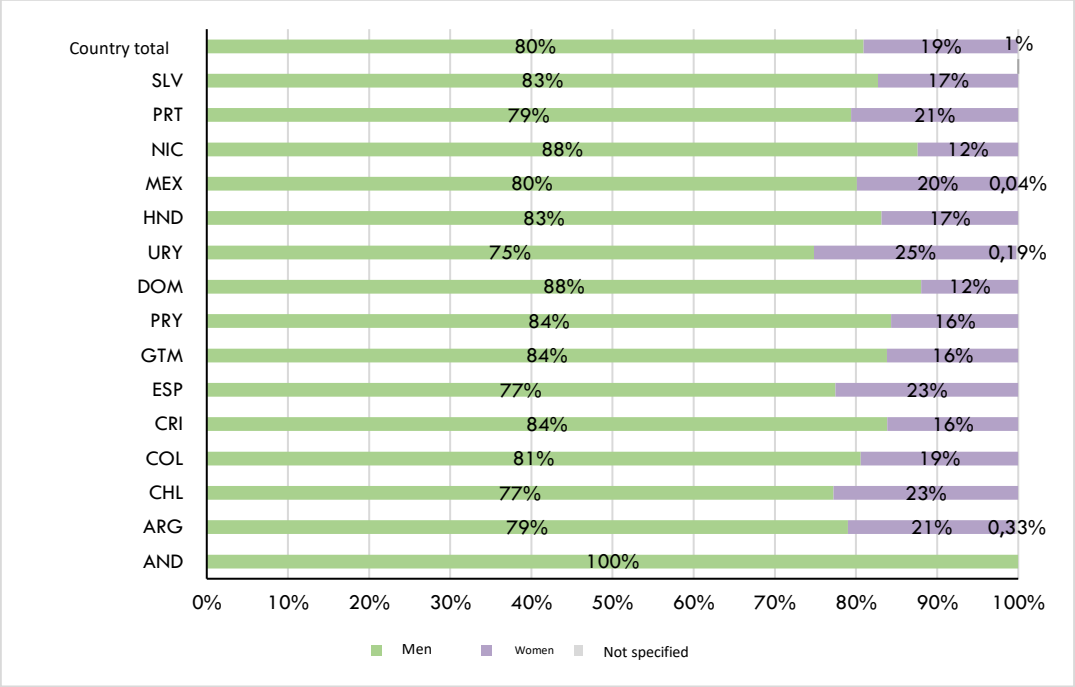
Table 1. Fatalities according to gender. OISEVI countries. 2018

	AND	ARG	CHL	COL	CRI	ESP	GTM	PAN	PRY	DOM	URY	HND	MEX	NIC	PRT	SLV	TOTAL
Men	6	4339	1511	5253	680	1399	1622		980	2646	395	1342	12480	636	536	1083	34908
Women	0	1136	445	1267	131	407	313		182	360	132	272	3088	90	139	226	8188
Not specified	0	18	0	0	0	0	0		0	0	1	0	6	0	0	0	25
Total	6	5493	1955	6520	811	1806	1936	353	1162	3006	528	1614	15574	726	675	1309	43474

Source: Technical Unit of the Ibero-American Road Safety Programme/OISEVI

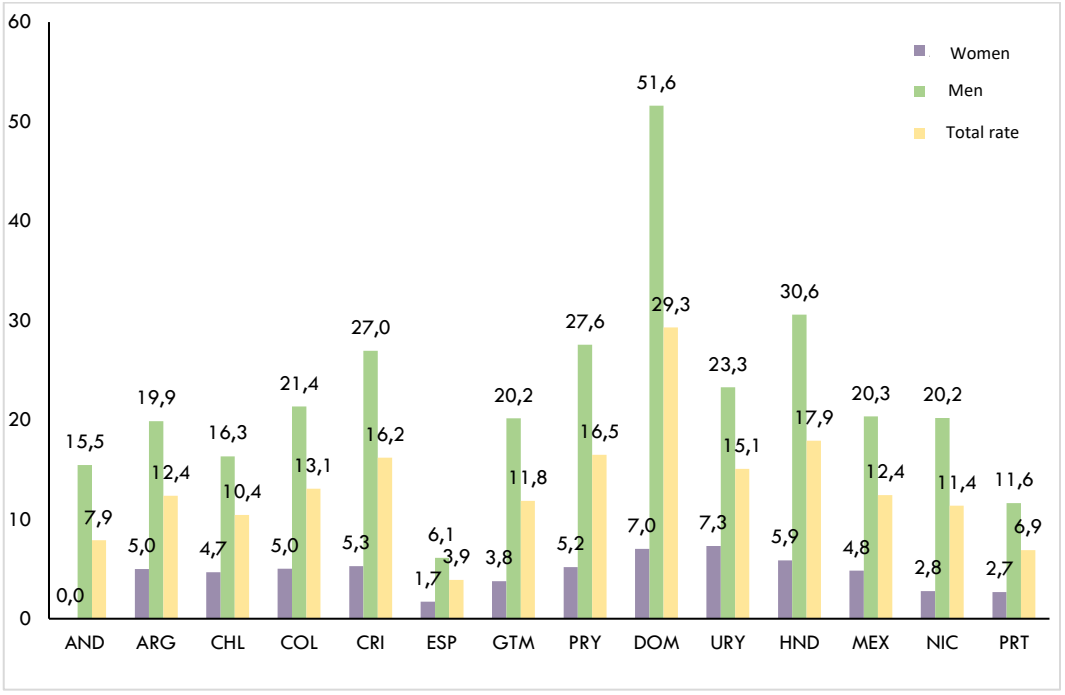
[28] Murguialday et al., 2016.

Graph 2. Percentage distribution of deaths according to gender. 2018



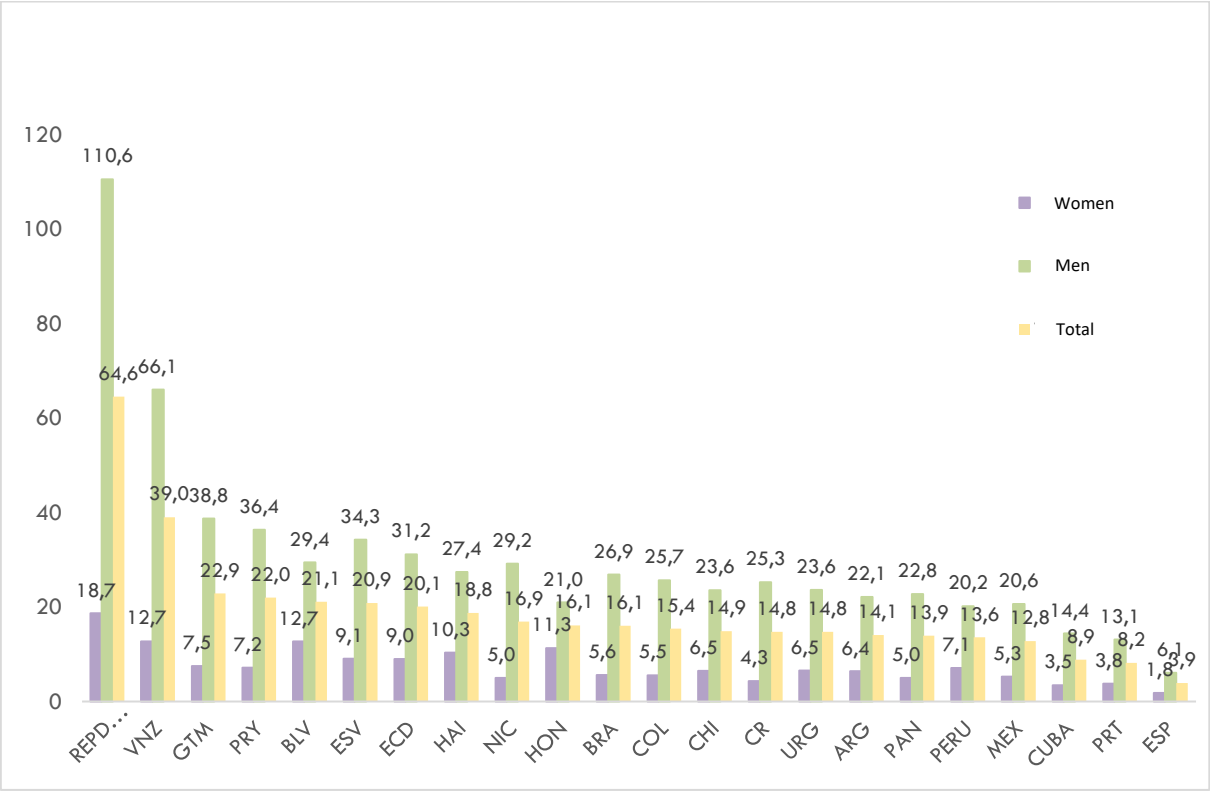
Source: Technical Unit of the Ibero-American Road Safety Programme/OISEVI

Graph 3. Deaths per 100,000 inhabitants according to gender and in comparison with the total rate, 2018



Source: Technical Unit of the Ibero-American Road Safety Programme/OISEVI

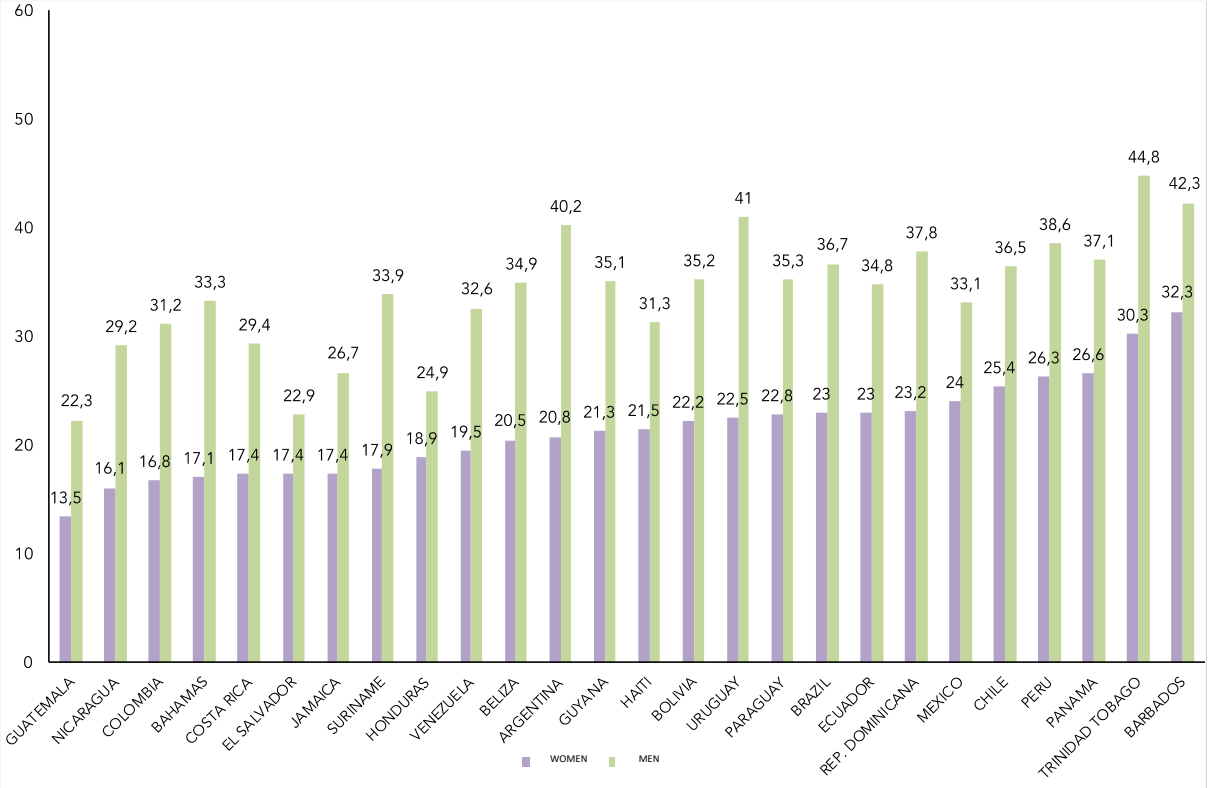
Graph 4. Estimated traffic accident death rate (per 100,000 inhabitants), February 2021



Source: World Health Organization (WHO) 2021

Data analysed by the Inter-American Development Bank (IDB), obtained from WHO sources (2018), show the percentage of deaths attributed to alcohol consumption in Latin America (see graph 3). Specifically, graph 3 shows the proportion of fatalities that could be avoided if alcohol consumption were eliminated. The impact is greater among men than women in all the countries, with Trinidad and Tobago topping the list, followed by Barbados, Uruguay, Argentina and Peru.

Graph 5. Percentage of deaths attributed to alcohol by gender for people aged 15 and over



Source: Prepared by the IDB based on WHO data for 2018[29]

This information aside, the number of countries in the region that collect other data segregated by gender is much smaller, and it is necessary to expand data sources with regard to the type of transport, time periods, whether or not the person is travelling alone etc. Presented below are data from some of the more in-depth studies that have been carried out in some of the member countries. Nevertheless, the vast majority of studies were carried out using quantitative data, which means that they need to be supplemented with qualitative data collected through participatory tools and the analysis needs to be broadened to include an intersectional gender perspective that cuts through all the information.

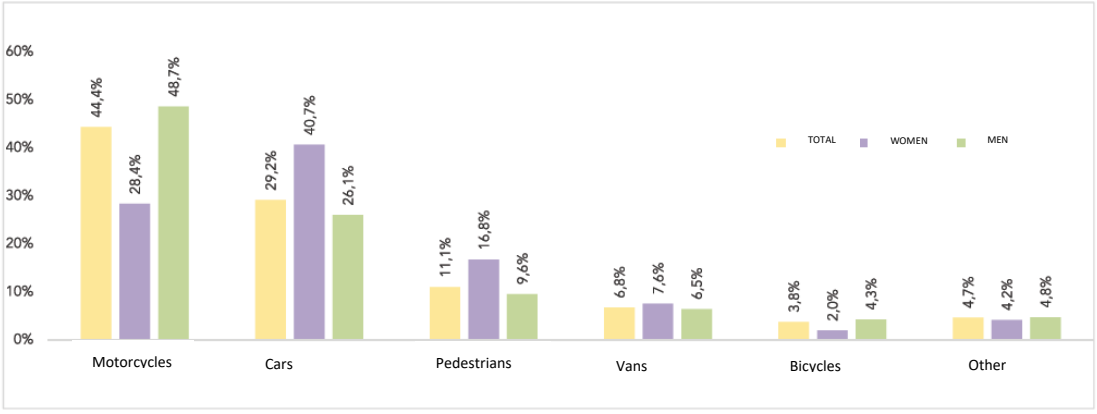
[29] https://blogs.iadb.org/transporte/en/is-there-a-link-between-gender-biases-and-road-safety-outcomes/

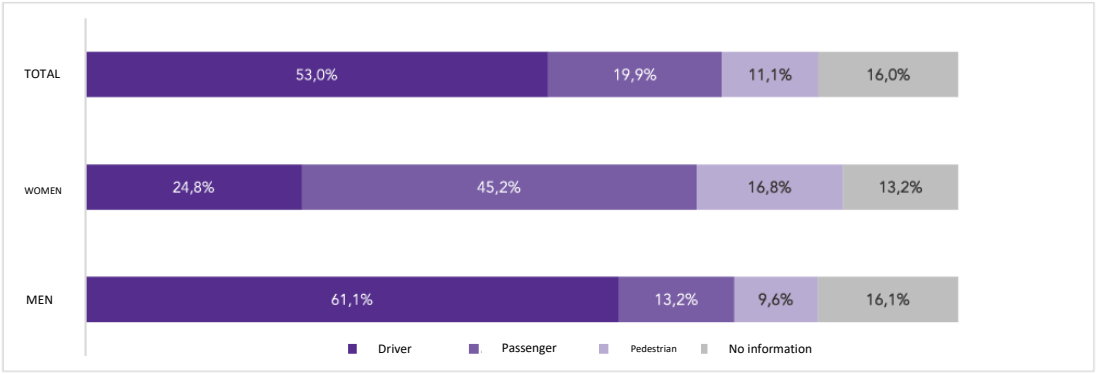
Argentina

In Argentina, various institutions, bodies and organisations have been incorporating a gender perspective into their actions and policies, including the National Road Safety Agency (ANSV) and the Road Safety Academic Network.

Data analysed by the ANSV show that 3 out of 10 victims (fatalities or injuries) were women, and there were four times as many fatalities for men compared to women. In 2019, the mortality rate per 100,000 inhabitants stood at 17.4 for men and 4.6 for women. These deaths occurred primarily among men between the ages of 15 and 34. In Argentina, the majority of women who died were passengers (45.2%) travelling in cars (accounting for half of fatalities) and pedestrians (16.8%). Men, on the other hand, were mainly drivers, and in particular motorcyclists. Specifically, half of these fatalities occurred on motorcycles (48.7%).

Graphs 6 and 7. Distribution of fatalities according to type of road user





Source: Statistical Yearbook on Road Safety 2019. National Road Safety Agency of Argentina

As regards road safety data, according to studies by the academic network for road safety[30], women used seat belts more than men, while men used motorcycle helmets more than women, as men were usually the drivers and women the passengers. Among women, there was a lower prevalence of drink-

[30] ANSVA, 2022

driving, less speeding, more respect for road signs and fewer offences in general. Only 31% of offences were committed by women and they were more likely to respect rules, speed limits, etc. When women did commit offences, they were considered to have less impact on road safety and were mostly parking offences.

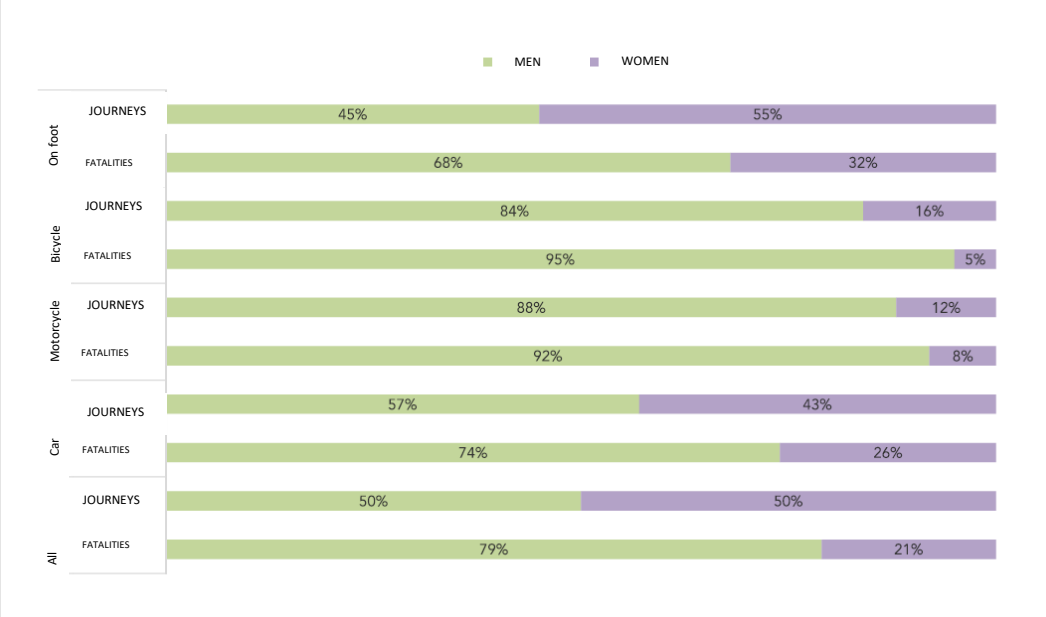
The studies also analysed road accidents by time of day: women were more likely to be victims of accidents between 12:00 and 16:00, which is when schools usually start and finish and they accompany children as drivers. Men, on the other hand, had a higher accident rate at night and in the early hours of the morning: between 20:00 and 06:00.

One interesting finding they analysed is that more boys died on the streets than girls. One theory is that this is due to the way they use the streets and the types of games they play on them: boys use the road to play games requiring a larger area, such as ball games, while girls play more on the edges or do not play in public spaces as much as boys.

Brazil

In Brazil, specific data has been obtained for São Paulo through the municipality's Road Safety Plan. As in other countries, the percentage and rate of traffic accidents was higher among men, with men accounting for 79% of fatalities. However, the data collected show that it was not only a question of men driving more, but that they were also involved in proportionately more road accidents than women. This is illustrated in the graph below, which shows the proportion of journeys and fatalities by type of mobility.

Graph 8. Proportion of journeys (2012) and fatalities (2017) by gender



Source: Road Safety Plan for the municipality of São Paulo. Prepared by WRI Brasil

As the graph shows, women were more likely to die as pedestrians (32%) and men were more likely to die as cyclists, motorcyclists and car drivers.

The report contains specific data by types of transport and analyses different infrastructures and their conditions. Although it does not analyse all the sections from a gender perspective, it does include some interesting data worth highlighting. The plan states that in 2017, motorcyclists accounted for the highest number of traffic accident victims in São Paulo, representing 49.7% of the total and 39% of fatalities. Among motorcyclists who died in traffic accidents, 60% were under the age of 29 and 92% were men. This is why the plan states that young male motorcyclists should be a priority in communication and educational actions.

The plan sets out objectives and actions to be developed for 2030. Although a cross-cutting gender perspective is not integrated into all actions, objective 11.2 aims to "provide access to safe, accessible, sustainable and affordable transport systems for all, and improve road safety through the expansion of public transport, paying special attention to the needs of vulnerable people, women, children, people with disabilities and the elderly".

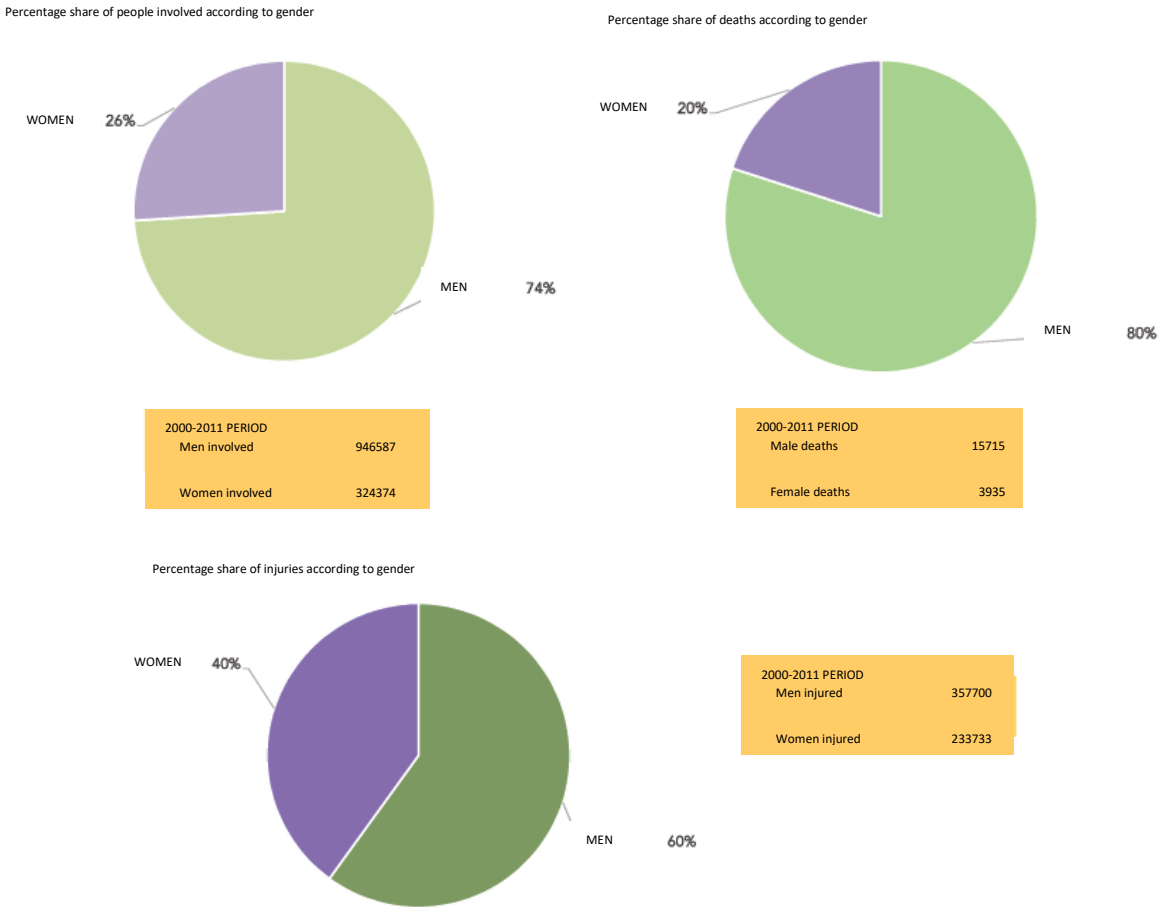
In this case, women and other groups are mentioned, but they are classified as vulnerable groups. It would be interesting to revise the approach to incorporate an intersectional gender perspective where women are recognised as 50% of the population and as agents of change and models for safe and sustainable mobility.

Chile

In Chile, the National Traffic Safety Commission is responsible for collecting and analysing road safety data. The commission has been carrying out analyses from a gender perspective since 2000, with the publication of periodic reports: the first for the decade 2000-2010, followed by annual reports in 2011 and 2012, and then biannual reports for 2013-2015 and 2016-2018, with the latest being a triennial report for 2019-2021, possibly because, as 2020 was the year of the Covid-19 pandemic, it presented very different data from the trends registered previously. These reports are very detailed as they contain a range of information on the people involved, killed and injured; comparisons by day of the week and month of the year, by type of accident, by region and by rural or urban area; and the cause of the accident (whether it was alcohol, road conditions, recklessness, etc.).

These reports show the trend over the last two decades, in which men accounted for the highest percentage of people involved and killed in traffic accidents. Between 2000 and 2011, men represented 74% of people involved in road accidents and 80% of fatalities. The percentage of women was higher among those injured, where for this first decade they accounted for 40% of the total. In this period, the main cause of traffic deaths for both women and men was being hit by a vehicle (38% and 37%, respectively), followed by collisions. As regards the causes for these accidents, men accounted for the highest percentage of people involved, killed and injured in accidents due to drink-driving, driver recklessness and pedestrian recklessness.

Graph 9. Percentage of people involved, killed and injured by gender 2000-2011[31]



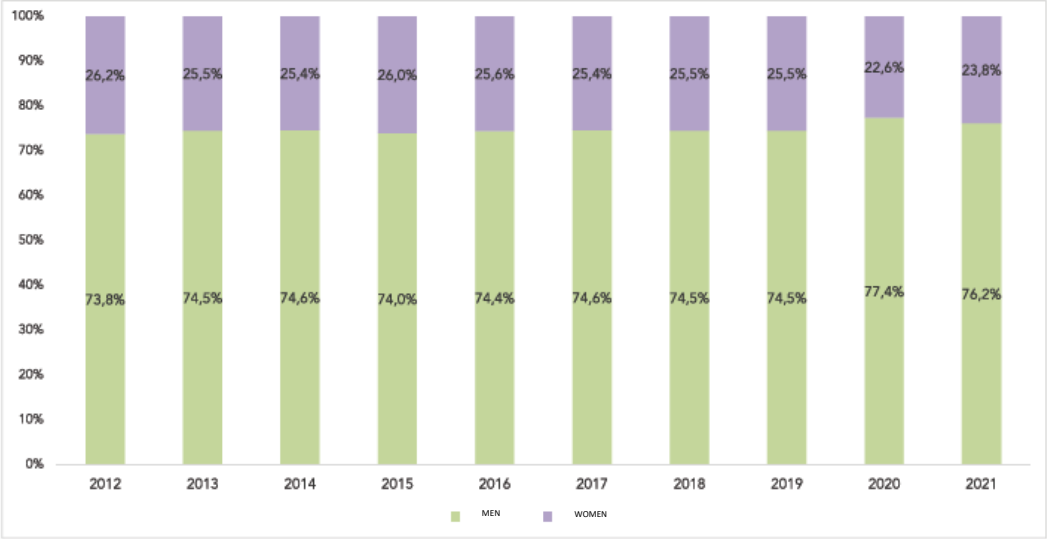
Source: Carabineros de Chile. Prepared by CONASET.

For 2012-2021, there was a decrease in the percentage of women involved, killed and injured in accidents. Meanwhile, in 2021, men represented 76.2% of people involved, 78.7% of those killed and 63% of those injured. The majority of incidents involved young adults aged between 30 and 44, and they were predominantly drivers, followed by pedestrians, as in the previous decade[32].

[31] Informe perspectiva de género en la accidentalidad de tránsito en Chile, 2011.

[32] Triennial report: Perspectiva de género en la siniestralidad de tránsito en Chile 2019-2021.

Graph 10. Percentage of people involved in traffic accidents according to gender. 2012-2021



Source: Carabineros de Chile. Prepared by CONASET.

Graph 11. Percentage of people involved, killed and injured by gender 2019-2021[33]

Source: Carabineros de Chile. Prepared by CONASET.

This report reveals that most people were involved in traffic accidents while driving a vehicle, but the majority of women died as passengers, while most men died as drivers. A large number of men and women also died as pedestrians, with this accounting for the second highest number of fatalities by type of user.

[33] Ibid.

Colombia

In Colombia, the National Road Safety Agency is also partially integrating a gender perspective into certain actions, such as the collection and analysis of road safety data from a gender perspective, the publication and dissemination of reports, and gender mainstreaming training for the agency's staff.

According to data from the National Road Safety Observatory (ONSV) 2019, findings on road accidents involving vehicles indicate that both men and women were victims in similar proportions, but there were differences in terms of age, vehicles involved and roles.

While between the ages of 0 and 12, boys and girls died in road accidents in almost equal proportions, the gender difference between road accident victims increased significantly from the age of 13. In the 13-17 age group, we can see that the likelihood of having a road accident stood at 78% for boys and 22% for girls.

As in other countries, the percentage of male motorcyclists who were victims of road accidents was almost double that of female motorcyclists, taking into account licences in force in 2018. 65% of women who died as motorcycle users were passengers, while only 9% of men who died were in the same role.

Findings on cyclists indicate that 93% of people who died were men, while 7% were women.

Although the number of women who assumed the role of pedestrian was higher than that of men, the road accident fatality rate was higher among men than women: 73% compared to 27%.

A gender perspective has also been incorporated into some actions in the capital Bogota, both in terms of data analysis and the way in which surveys are conducted. In the city, women predominantly died as passengers, and men as drivers. Of particular interest is the "Road Rage Survey", conducted in 2021 and 2022 as part of the process of developing a path for victims of road accidents to access institutional services for care and advice in such cases. This survey found that men were more likely to engage in risky behaviour on the roads than women.

Graph 12. Fatalities and injuries in motorcycle accidents by gender

		Fatalities		People injured	
Motorcyclists	Men	117	90%	4250	89%
	Women	13	10%	537	11%
Motorcycle passenger	Men	6	27%	337	32%
	Women	16	73%	722	68%

Source: Yearbook on road accidents, Mobility Secretariat, Bogota Mayor's Office

Costa Rica

In Costa Rica, the Ministry of Transport is also integrating a gender perspective into mobility analysis and road safety analysis. In this country, women accounted for 27% of people who died in traffic accidents. Data analysed in this country by the Road Safety Council (COSEVI)[34] also established that men engaged in more aggressive and violent behaviour on the roads, and that they found it appealing to take risks while driving. The data available shows that men do not perceive male socialisation to be a factor that increases their vulnerability and that they underestimate risk. "On the contrary, they see risk as an attractive element that must be taken if they are to match and gain the approval of their peers, even with the consequences and possibilities of serious injury and even death"[35].

At the urban level, the 2017 Comprehensive Plan for Sustainable Urban Mobility for the metropolitan area of San José includes gender mainstreaming and safe mobility as two of its goals. This example is discussed further in the "Best Practices" section.

Spain

In 2021, 1,533 people died in road accidents in Spain, 79% of whom were men, with the number of men who died outnumbering women in all age groups. Men also had the highest fatality rates per million inhabitants, while women represented 43% of people involved in road accidents and 21% of fatalities. Furthermore, women accounted for 29% of hospitalised victims and 40% of those not hospitalised. These data reflect the fact that women were involved in less serious accidents than men.

Graph 13. Accidents, fatalities and injuries by gender, 2021

Road accidents	Men	62,259	69%
	Women	38.856	43%
Persons killed	Men	1,214	79%
	Women	318	21%
Hospitalised injured persons	Men	5,546	71%
	Women	2,225	29%
Non-hospitalised injured persons	Men	66,009	60%
	Women	44,039	40%

Source: DGT 2022

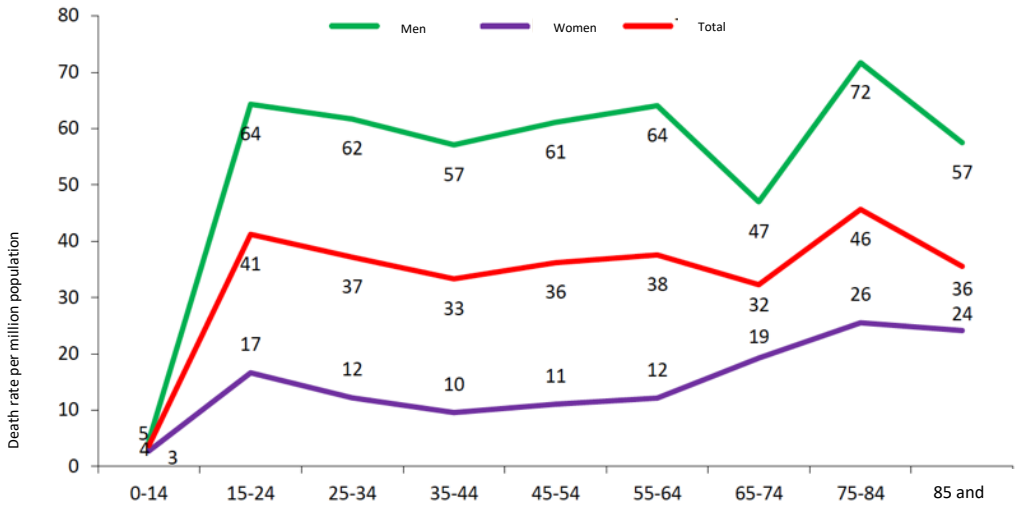
There were significant differences in the death rate per million inhabitants by gender: the rate for men was seven times higher than that for women in the 15-17 age group and almost four times higher in the 18-20 and 21-24 age groups. By gender, the highest rate among women was seen in the 65 to 85+ age

[34] Consultora Daket S.C, 2018

[35] Ibid. Page 17.

range, while the highest rate for men was found among those aged 75-84, followed by those aged 15-64.

Graph 14. Death rate per million inhabitants by gender and age, 2021



Source: DGT 2022

In Spain as a whole, 67% of people who died were drivers and, of these, 91% were men. Looking at the over-64 age group, the majority of both men and women who died were pedestrians.

In 2021, 50% of people who died were pedestrians, cyclists, personal mobility vehicle users or motorcyclists. This is the third consecutive year in which people who died whilst using vulnerable modes of transport accounted for 50% or more of people who died in road accidents. This percentage was higher on urban roads, where they represented 80% of people who died in 2021, and it stood at 39% on interurban roads.

In previous periods, between 2015 and 2019, the gender gap between deaths of users of vulnerable modes of transport (pedestrians, cyclists, PMV users and motorcyclists) was analysed. Men accounted for 88.6% of deaths of motorcycle riders and 88% of cyclist deaths. Women represented 50% of pedestrian deaths and 63% of those who died/were hospitalised in bus accidents. In contrast to other territories, 59% of passengers who died in Spain were men[36]. Furthermore, in Spain, as in other countries studied, women used seat belts more than men, while men used helmets more than women.

At regional level, the greatest number of road safety analyses from a gender perspective have been carried out in the Basque Country. In 2014, an analysis of road safety and gender was carried out, which showed the gender differences that continue to occur, as in other territories, due to differentiated mobility patterns and the fact that men engage in risky behaviour more than women. It also showed that men accounted for the highest percentage of deaths and injuries. The Basque Country Strategic Plan for Road Safety and Sustainable Mobility 2015-2020 incorporates a gender perspective into data analysis.

[36] DGT, 2022a.

In Catalonia, the Road Safety Plan 2021-2023 also includes an analysis of accident data by gender, which shows that men accounted for 3.8 times as many fatalities as women. As in Spain as a whole, the majority of fatalities were among male motorcycle riders and cyclists. For the first time, this plan includes gender-sensitive actions and monitoring indicators. Specifically, it includes three actions: Mainstream gender in the study of accidents and risky driving behaviour (2.1.10); Conduct campaigns to promote collaborative driving as opposed to competitive driving (3.1.02); Include information on gender mainstreaming and cultural differences in training for driving school instructors (3.4.07).

Guatemala

In Guatemala, the body responsible for collecting and analysing road safety data is the National Traffic Safety Observatory (ONSET) of the Traffic Department.

Traffic fatalities are the second leading cause of violent death in Guatemala. Data for January to July 2022 show that men represented 88% of people involved in accidents, 86% of those killed and 74% of those injured. As such, women accounted for a small percentage of fatalities (14%) and 26% of people injured.

According to road safety data, the highest percentage of accidents occurred due to collisions (52%), followed by people being run over (27%). As regards the type of vehicle, motorcycles stood out as the vehicles most frequently involved in accidents, in 45.47% of cases, followed a considerable way behind by cars (19.77%).

Honduras

In Honduras, according to data from the National Safety Centre, as in the other countries, men accounted for the vast majority of people who died in traffic accidents, representing 86% of the total in 2021.

Graph 15. Deaths by gender, 2019-2021

	2021		2020		2019	
	No.	%	No.	%	No.	%
Women	239	14%	190	15%	247	14%
Men	1503	86%	1079	85%	1514	86%
TOTAL	1742		1269		1761	

Source: Honduran Ministry of Safety

The death rate per 100,000 inhabitants is also much higher among men than women, although there has been a slight decrease from 2019 to 2021 (graph 14). While in 2019 the rate for men was 34 and for women it was 5.3, in 2021 the rate stood at 32.7 male deaths and 4.9 female deaths per 100,000 inhabitants.

Graph 16. Death rate by gender, 2019-2021

	2021	2020	2019
Women	4.9	4	5.3
Men	32.7	23.8	34

Source: Honduran Ministry of Safety

As regards the type of road user, the majority of people who died were drivers (45% of fatalities). However, when analysing by gender, it is worth noting that the majority of women died as pedestrians (43% of female deaths) and passengers (40%), while 50% of men died as drivers and 32% as pedestrians.

Graph 17. Deaths by gender and type of user, 2021

	WOMEN	MEN	TOTAL
PEDESTRIAN	**43%**	32%	34%
DRIVER	15%	**50%**	**45%**
PASSENGER	**40%**	11%	15%
CYCLIST	3%	7%	6%

Source: Honduran Ministry of Safety

Paraguay

In Paraguay, according to data from the National Traffic and Road Safety Agency, data segregated by gender and age have been analysed for 2020. Similarly to other countries in the region, men represented 86% of people who died in road accidents. The percentage of women increased among those injured. By age, the majority of people who died were young men between 16 and 35 years old.

Graph 18. Deaths by gender and age, 2020

Age group	Total	Women	Men
Total	1,146	159	987
0-5 years old	15	7	8
6-10 years old	18	9	9
11-15 years old	27	13	14
16-20 years old	145	17	128
21-25 years old	176	23	153
26-30 years old	134	24	110
31-35 years old	122	11	111
36-40 years old	103	9	94
41-45 years old	70	9	61
46-50 years old	58	4	54
51-55 years old	72	3	69
56-60 years old	70	5	65
61-65 years old	43	3	40
65 and older	87	21	66
Not specified	6	1	5

Source: Prepared by the National Traffic and Road Safety Agency based on data from the Ministry of Public Health and Social Welfare, 2020.

In Paraguay, data was also collected by type of road user and gender. Men accounted for a much higher percentage than women in all categories. 61% of deaths were motorcyclists and, of these, the majority were men (89% of motorcyclist fatalities). Far behind motorcyclists, the second group most affected by accidents was pedestrians, with 16% of fatalities. There was a slightly higher percentage of women who died as pedestrians than in other types of mobility (they represented 20% of pedestrian fatalities in accidents), but the majority of those who died were still men.

Graph 19. Deaths by gender and type of user, 2020

Road users	Total	Women	Men
Total	**1,146**	**159**	**987**
Motorcyclist	698	76	622
Pedestrian	187	39	148
Car occupant	115	23	92
Others	87	7	80
Truck or van occupant	40	14	26
Heavy goods vehicle occupant	11	-	11
Cyclist	7	-	7
Bus occupant	1	-	1

Source: Prepared by the National Traffic and Road Safety Agency based on data from the Ministry of Public Health and Social Welfare, 2020.

In 2020, women accounted for 33% of people injured. Therefore, although the percentage of women who died was much lower than that of men, one in three people injured were women. By age group, the majority of people injured were young people aged between 15 and 29.

Graph 20. People injured by gender, 2020

Age group	Total	Female	Male
Total	15,505	5100	10405
0-4 years old	332	175	157
5-14 years old	1212	513	699
15-24 years old	4839	1337	3502
25-29 years old	3963	1242	2721
30-44 years old	2429	853	1576
45-54 years old	1487	529	958
55 and older	1243	451	792

Source: Prepared by the National Traffic and Road Safety Agency based on data from the Manuel Giagni Trauma Hospital, 2021.

5. BEST PRACTICES

Innovative cases in Ibero-America

ARGENTINA

Argentina is one of the countries that is integrating a gender perspective into road safety, both through institutions such as the National Road Safety Agency (ANSV) and civil society organisations. This section outlines the actions carried out by the ANSV and the civil association *Compromiso Vial* [Commitment to Road Safety].

National Road Safety Agency of Argentina

The ANSV in Argentina is groundbreaking for having introduced gender training on road safety and culture into the process of obtaining a driving licence. This is a new initiative in the region, promoted by the ANSV together with the Ministry of Transport and the Ministry for Women, Gender and Diversity[37].

The module discusses the differences caused by gender stereotypes in driving, road behaviour and risk-taking.

Civil association *Compromiso vial*:

The association *Compromiso Vial* was founded in Rosario, Argentina in May 2005, after a drink-driver caused a fatal accident that caused the death of teenager Úrsula Notz and left Carmen Alfaro in a serious and permanent condition. They were both 16 at the time. This incident prompted family members to create the association, which is now a reference point for civil rights activism for safe mobility. This organisation is part of the ANSV's Advisory Committee, and for over 15 years, its work has focused on social and political advocacy. In 2010, it began to discuss the need to integrate a feminist perspective into its work and published "*Seguridad Vial desde un enfoque de género. Debates y Desafíos*" [Road Safety from a gender perspective. Debates and Challenges] in collaboration with the *Fundación Mujeres en Igualdad* [Women in Equality Foundation].

This association normally produces reports but also published "*Decálogo para una comunicación feminista en materia de seguridad vial*" [Ten rules for feminist communication in the field of road safety] (2018), which is intended as a tool for communication practice, as well as a commitment to contribute to the establishment of road safety education within the framework of an anti-patriarchal culture.

Ten rules for feminist communication in the field of road safety[38]

1. First and foremost, establish a position. Road safety is not gender neutral.
2. Avoid and question gender stereotypes when writing a news story related to road safety.
3. Highlight gender differences as asymmetries in road safety.
4. Use appropriate and diverse vocabulary.
5. Include data, information and arguments.
6. Take into account the complexity of road safety as a social problem.
7. Emphasise the regulatory framework.
8. Take responsibility for communication in road safety.

[37] Road Safety and Gender Video https://www.youtube.com/watch?v=LMlcdlJkIgw

[38] Compromiso Vial Asociación Civil, 2018;

9. Broadcast and unite the voices of civil associations and social organisations concerned with the issue.
10. Provide information on official channels of communication.

BOGOTA, COLOMBIA

In Bogota, Colombia, a gender perspective is being partially integrated into certain actions by the District Mobility Secretariat. Firstly, it is collecting and analysing gender-disaggregated data and developing specific actions in response to these analyses. In addition, it has drawn up an Internal Equality Plan for the agency itself and organised gender awareness campaigns and gender mainstreaming training for the institution's staff.

Specifically, as part of its goals for 2022, the Secretariat has a Mainstreaming Strategy for the Equal Opportunities Plan for Gender Equity in the Road Safety Office, with 4 specific objectives:

1. Develop and update a comprehensive protocol aimed at identifying practices and habits that affect and perpetuate implicit and explicit violence against women in pedestrian scenarios, in the integrated transport system and in the use of motorcycles, and their implications for road safety.
2. Design and strengthen actions to disseminate and promote habits and practices that both mitigate violence against women and promote and protect their rights within the city's mobility system.
3. Strengthen and update the conceptual component referring to the relationship between gender and road safety in accordance with current public district policy with regard to four core concepts: proxemics, travel, time, risk and vulnerability.
4. Identify the relationship between practices, habits and behaviours in the construction of social, moral and legal norms relating to road safety and their effect on forms of gender-based violence and violence against women.

Furthermore, the Secretariat produces a Yearbook on Road Accidents containing gender-disaggregated data and it also carried out the Road Rage Survey for 2021 and 2022, with the aim of developing and establishing a path for victims of road accidents to access institutional services for care and advice in such cases.

It is also developing other activities from a gender perspective that are directly linked to road safety:

- Identifying implicit and explicit forms of violence against women in Bogota's mobility system.
- Formulating a gender perspective attribute as part of the Individual Public Transport Quality Model.
- Carrying out a virtual training course: Gender mainstreaming in Bogota and basic concepts of the gender budget tracker.
- Dissemination of informative advertisements about Guidelines for the strategy for mainstreaming gender and differential approaches for women in the capital through the organisation's intranet.
- Commemorating symbolic events related to women's rights that promote the recognition thereof (8 March, 25 November and 4 December).
- Holding meetings on gender with the participants of Mobility Business Networks.

CHILE

National Traffic Safety Commission (CONASET)

In Chile, CONASET is renowned for being a countrywide commission that has been producing gender-sensitive reports on traffic safety since 2000. These reports collect and analyse information on different aspects of traffic safety from a gender perspective. They not only look at the percentage of people involved, killed and injured in traffic accidents, but also broaden the analysis in many respects: timing, causes, types of accidents, type of mobility. This allows us to analyse the information in much greater detail and compare it over time in order to adapt traffic safety policies more effectively. These reports show that in Chile, men once again account for the majority of people involved, killed and injured in traffic accidents, mainly as drivers and as a result of recklessness, but also due to alcohol consumption and speeding. Women are primarily impacted as pedestrians. As in other countries in the region, it would be very interesting to analyse the gendered social and financial impact of male fatalities and injuries on women.

Gender Equity and Transport Policy Agenda 2018-2022

Also of note in Chile is the Agenda created to integrate gender equity into the field of transport. Within this agenda, there is a strategic plan focused on road safety "to mainstream gender in projects related to coexistence on the roads promoted by the Ministry of Transport and Telecommunications". This involves activities such as assessing gender mainstreaming in the *Ley de convivencia vial* [Law on coexistence on the roads], designing gender-sensitive road safety campaigns for different road users and continuing with the Triannual study of gender perspective in road accidents in Chile.

COSTA RICA

The metropolitan area of San José is in the process of implementing the Comprehensive Plan for Sustainable Urban Mobility (PIMUS) for the Metropolitan Area, 2017. This plan has six major goals, two of which are "Safe, efficient and clean mobility", which aims to contribute to ensuring that different journeys on different modes of transport can be made safely, both in terms of road safety and public safety; and "Universal and gender-inclusive accessibility", which ensures access to all urban areas, as well as the economic ability to access them, thus contributing to gender equity. The PIMUS led to the Road Improvement Plan and a Gender Equity Strategy.

In 2018, the Action Plan for a cross-cutting approach to gender in the transport sector of the Greater Metropolitan Area of San José was developed[39]. This plan incorporates the strategic aim of Violence-Free Mobility, which, in addition to the implementation of protocols for prevention, reporting and care for women, the monitoring of vehicles and stops, and campaigns to raise awareness of harassment on public transport, specifically promotes campaigns for establishing a calm road environment, as well as inclusive signage and the availability of gender-sensitive information.

This plan also includes the objective of improving non-motorised infrastructure, and this in itself is already a step forward in terms of traffic calming and increasing road safety.

[39] Pérez 2019, page 38

GUATEMALA

In Guatemala, one of the actions taken to improve road safety is the “Safe motorist” programme. This programme is promoted by the Traffic Department of the General Directorate of the National Civil Police through the Road Safety Education Division. The objective is to educate, train and assess women in terms of both theory and practical skills in order to grant them a driver's licence free of charge.

It is also worth noting that the same department has promoted the implementation of other activities aimed at educating and training people of different ages and backgrounds on road safety issues and traffic regulations for drivers, passengers and pedestrians, promoting the participation of both men and women. Between February and June 2022, 47% of the people trained were women.

It should be pointed out that this department collects information on the people trained not only by gender, but also by linguistic community, highlighting the country’s linguistic diversity.

MEXICO

In Mexico, the *Coalición de Movilidad Segura* [Safe Mobility Coalition] collects and analyses gender-disaggregated data, and has developed specific actions in response to this analysis. Specifically, it drafted the proposed “General law on mobility and road safety”, approved on 17 May 2022, which promoted the inclusion of the concept of mobility of care, a gender perspective and articles on equality (articles 21 and 22). This is a national law and the implementation thereof involves local and national governments, research centres and civil society organisations. The law can be found at: https://www.diputados.gob.mx/LeyesBiblio/pdf/LGMSV.pdf

The *Liga Peatonal* has carried out specific actions in response to the results of gender-based analysis, gender awareness campaigns and internal training on gender mainstreaming. Specifically, it conducted an audit to assess public space from a gender perspective and promote a campaign to raise awareness of the violence faced by women in their fields of work, particularly in mobility activism.

Bicitekas A.C. has developed an internal equality plan for the organisation itself and holds special urban cycling workshops for mothers to help them gain confidence in cycling.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

The preparation of this report and review of existing studies and reports on road safety and gender lead to the conclusion that it is essential to incorporate a cross-cutting and transformative intersectional gender perspective at all levels of public road safety policy. Thus far, gender mainstreaming in the region has been limited.

Road safety is a gender issue and does not depend on the state of infrastructure, but on gender-differentiated mobility patterns, perpetuated stereotyped road behaviour and the risk exposure of men who perpetuate hegemonic male roles associated with risk exposure, speed and feelings of immunity and immortality.

Both in the Ibero-American region and worldwide, the majority of people who died in road accidents are men, most of whom are car and motorcycle drivers. However, male behaviour also has a negative impact on women, physically, socially and financially. Women account for a smaller percentage of fatalities, but they predominantly die as pedestrians, and this is also a consequence of what is most likely to be male driving behaviour. It is essential to reflect on the social and cultural constructions of masculinity and challenge the prejudices in relation to women and driving. Although men have higher fatality rates, it is necessary to study and analyse the perception of road safety by gender and the impact on women of sexist harassment on the roads as pedestrians, cyclists and drivers.

Changing the paradigm of mobility also involves highlighting and socially valuing the type of mobility women have historically had in all territories, and developing mobility plans to reflect these behaviours: more sustainable mobility, with shorter journeys, at lower speeds, in which mobility of care and the ethics of care are valued, with an awareness of risk and of the consequences of our actions on others. This means putting a stop to toxic risk behaviour linked to breaking speed limits and violating traffic regulations, such as driving under the influence of alcohol or any other substance, not using security features such as seat belts, etc.

In order to move towards a safe mobility model, the urban and territorial model in which we live must also be questioned, and urban planning must seek to reduce the space for motorised traffic and prioritise space for mobility on foot, by bicycle and by public transport.

The report demonstrates the urgent need to collect and analyse data from an intersectional gender perspective, as well as to expand the data to incorporate and assess qualitative data that can also be collected through spaces for community participation, where the different institutions, bodies and agents involved work together for sustainable, fair, equitable and safe mobility.

Below are some recommendations that may help to change the paradigm of mobility.

6.2 Recommendations for mainstreaming gender in road safety

- **Work on transforming cities and territories to prioritise sustainable mobility systems**

  Work towards cities and territories that prioritise active mobility (on foot and by bicycle) and public transport in order to reduce the use of motor vehicles and the public space they occupy; changing the mode of mobility would also increase road safety.

- **Ensure that public transport is accessible, frequent and serves useful routes**

  In order to encourage more users to switch from other polluting modes of transport to ones that are more sustainable with greater road safety.

- **Improve active mobility on foot and by bicycle**

  Where the infrastructure meets gender criteria linked to road safety and is free of sexual harassment, and where more data on pedestrian and cycling mobility are collected and analysed from an intersectional gender perspective. For example, collecting data on "near misses", which according to existing studies affect women cyclists more than men; and building infrastructure that prioritises pedestrians and cyclists, with sufficient space to accommodate different paces and separate them from motorised traffic. In order to improve mobility on foot and by bicycle, it is also essential to reduce the space devoted to motor vehicles and reduce speeds in urban and interurban areas. At the same time, mobility policies are needed to promote this type of mobility over motorcycles.

- **Increase the amount of quantitative and qualitative data collected and analysed from an intersectional gender perspective**

  It is essential to collect and analyse quantitative data disaggregated by gender to overcome binarism and include diverse identities in studies (women, men and non-binary people). However, attention should also be paid to what type of data is collected, what questions are included in the surveys, studies, and analysing data from an intersectional gender perspective in order to cross-tabulate the non-binary gender variable with other variables such as age, functional diversity, caring for dependants, background, etc. At the same time, increasing the amount of qualitative data and studies that are able to analyse the issue at different levels will provide a more complete and complex interpretation of road safety. This will enable us to understand why differentiated behaviour occurs and work towards eliminating inequalities and discrimination. For example, it is not only important to collect data on fatalities and injuries by gender, but also to link them to other variables such as driving time, types of transport, mobility patterns by gender, the socio-economic impacts on survivors, etc.

- **Mainstream gender in all mobility and road safety programmes and plans**

  At the local, national and international level, in response to international policies promoted by the United Nations and the WHO. Gender mainstreaming goals and actions need to be developed that focus on the importance of safe and sustainable mobility for women and on changing male driving behaviour and motorised mobility practices.

- **Work towards gender equity at all levels of mobility**

  By increasing the number of women and non-binary people on technical and management teams and committees, as well the number involved in the operation of mobility systems and the construction of infrastructure.

- **Introduce a gender advisory board in Road Safety Commissions**

  Comprised of experts and specialists in mobility from a gender perspective to facilitate the mainstreaming of this perspective in road safety.

- **Incorporate the Ethics of Care on the Road into mobility and road safety plans**

  By placing importance on sustainable mobility on foot, by bicycle and by public transport, as well as on journeys linked to mobility of care, and by incorporating actions that promote self-care and an awareness of caring for others when travelling.

- **Training in intersectional gender perspectives**

  For workers and management across the entire mobility and transport network, where they are trained on what gender perspective is and how to apply it at the different levels.

- **Infrastructure and vehicles that accommodate body diversity**

  Not just a hegemonic male body, and take into account the differences and diversity of bodies, ages and abilities.

- **Communication and outreach campaigns on road safety from a gender perspective**

  Focused on identifying and breaking down gender stereotypes linked to risky driving behaviour, and putting a stop to toxic male behaviour. These campaigns should be aimed and targeted at specific audiences, particularly men, as the main actors in road violence: young men, adult men, women caregivers, etc. It is also important for road campaigns to target those most often involved in accidents: motorcycle and car drivers.

- **Signage and information linked to road safety with diverse and gender-neutral language and symbols**

  Information on road signs needs to use diverse and gender-neutral language, and symbols need to be reviewed to reflect body and gender diversity and not just standard male figures.

- **Incorporate gender mainstreaming modules into driving school programmes**

  Incorporate a gender mainstreaming module into all programmes, for all types of driving licences, that questions gender roles and relations in driving and stereotyped and sexist attitudes, and works towards the prevention of sexual and gender-based harassment.

- **Continuous training for driving school instructors on gender issues and road safety**

  Driving school instructors should also be trained in gender mainstreaming in order to avoid perpetuating biased and stereotyped behaviour among students.

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