



ROAD SAFETY ANNUAL REPORT 2019

MEXICO

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Mexico recorded 15 866 road fatalities in 2017 - a 2% decrease on 2016. The mortality rate is 12.8 deaths per 100 000 population. When compared to 2000, fatalities have risen by 13% - an increase fuelled in part by the rapid growth in motorcycle fatalities, which have increased by a factor of 12 over this time. Mexico's National Road Safety Strategy extends until 2020. The National Infrastructure Plan 2018-2024 is being developed and includes activities to improve road safety on the road network.

Trends

Mexico registered an overall **decrease in the number of road deaths in 2017**. According to the latest available data, 15 866 persons lost their lives in traffic crashes in Mexico in 2017. This represents a 2% decline on 2016. In 2016, 16 185 road deaths were reported, a marginal 0.9% increase on 2015.

In the **longer-term**, road safety in Mexico has failed to show significant, sustained improvements when measured by the number of annual road fatalities. Between 2000 and 2017, the number of annual road fatalities increased by 13%. Annual road fatalities in Mexico reached their highest point on record in 2009 at 17 820 – 27% more than at the start of the century. Since, fatality totals have receded slightly, but a clear downwards trend is not visible.

The number of **traffic deaths per 100 000 inhabitants** in Mexico has fallen by 8% between 2000 and 2017. In 2017, **12.8 traffic deaths per 100 000 inhabitants** were recorded, compared to 13.9 in 2000. By way of comparison, the average in the European Union is 4.9 deaths per 100 000 inhabitants in 2018.

Mexico recorded 3.5 **road fatalities per 10 000 registered vehicles** in 2017. This represents a decrease of 61% compared to the year 2000, when the rate of deaths to registered vehicles stood at 9.0. This change is a result of vehicle registrations tripling over this period (a development powered by an increase in motorcycle registrations by a factor of 12).

Country Profile

Population in 2018: 124.7 million

GDP per capita in 2018: 9 807 USD

Cost of road crashes: 2.6% of GDP (2017)

Road network in 2018: 603 815 kilometres (urban roads 12%; rural roads 87%, motorways 2%)

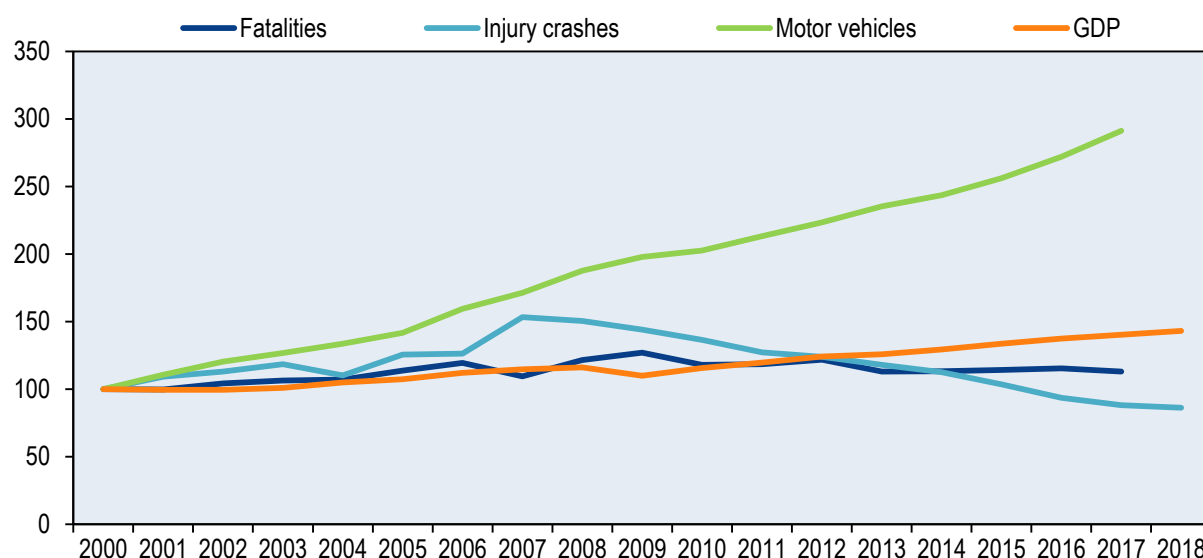
Registered motor vehicles in 2017: 45.5 million (cars 68%; goods vehicles 24%; motorcycles 8%)

Speed limits: 20-80 km/h on urban roads; 60-110 km/h on rural roads; 110 km/h on motorways

Limits on Blood Alcohol Content: 0.8 g/l for general drivers; 0.3 g/l for professional drivers

¹ Data included in this report have not been validated by IRTAD. All data stem from the Instituto Mexicano del Transporte (IMT) and the Ministry of Health.

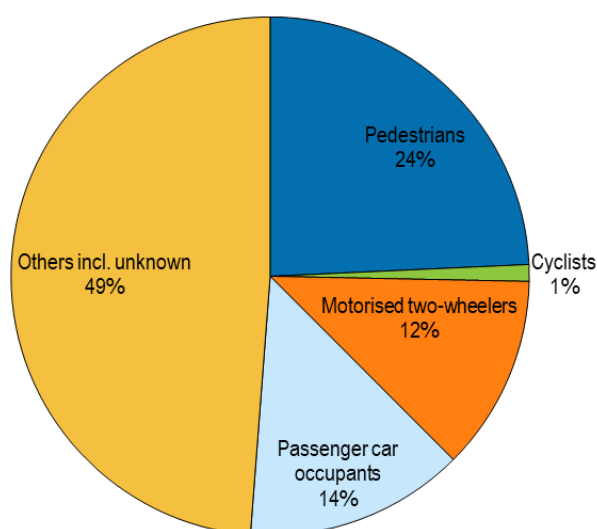
Figure 1. Road safety, vehicle stock and GDP trends
Index 2000 = 100



The graph for **fatalities by road user group** is characterised by an explosion in the number of motorcyclists killed. Although motorcyclists only represented 12% of road deaths in 2017, the number of reported motorcyclists killed in traffic increased by a factor of 12 between 2000 and 2017 – an increase proportional to the growth in motorcycle registrations. This is clearly a growing concern for Mexico, especially since the motorcycle fleet is still relatively small and in constant expansion. Likewise, cyclist safety is a cause of concern with the number of cyclists killed having risen by 54% since 2000. According to police data, the number of cyclists killed rose from 107 in 2000 to 165 in 2017. However, these figures are probably underreported, as there is a very high share of fatalities registered in the “unknown category.”

The increase in fatalities to these road user groups has occurred parallel to road safety improvements for passenger car occupants and pedestrians. Between 2000 and 2017, passenger car occupants experienced a 27% decrease in road deaths per year while pedestrians saw a 30% drop road fatalities, according to police data.

While according to police reported data, pedestrians represent 24% of all road deaths, extrapolation by the Ministry of Health suggests that almost half of all deaths in Mexico are pedestrians.

Figure 2. Road fatalities by road user group in percentage of total, 2017

Road deaths by age group in 2017 largely showed continuity compared to 2016. The sole group to see significant change were the elderly above 65, who experienced a 9% decrease in road deaths compared to 2016.

Looking at the longer-term trend, since 2000, road fatalities have increased across all age groups, with the exception of the very young. Mexican age categories between 18 and 64 years old all recorded road death increases of about 20% over this period. On the other hand, those under 14 years of age saw road fatalities decrease by 38% during this time.

When measured by mortality rates, the elderly are at highest risk in traffic in 2017. The elderly above 75 years of age suffered road fatalities at a rate of 24 per 100 000 persons. They were followed by young adults aged 21-24 who were killed at a rate of 19.4 per 100 000 in traffic.

Analysis of road fatalities by age and road user groups shows that motorcycle fatalities are most prevalent among youths between 15 and 24 years old. In contrast, a significant share of the elderly killed in traffic accidents are pedestrians.

Figure 3. Road fatality rates by age group, 2000-2017
Deaths per 100 000 population in a given age group

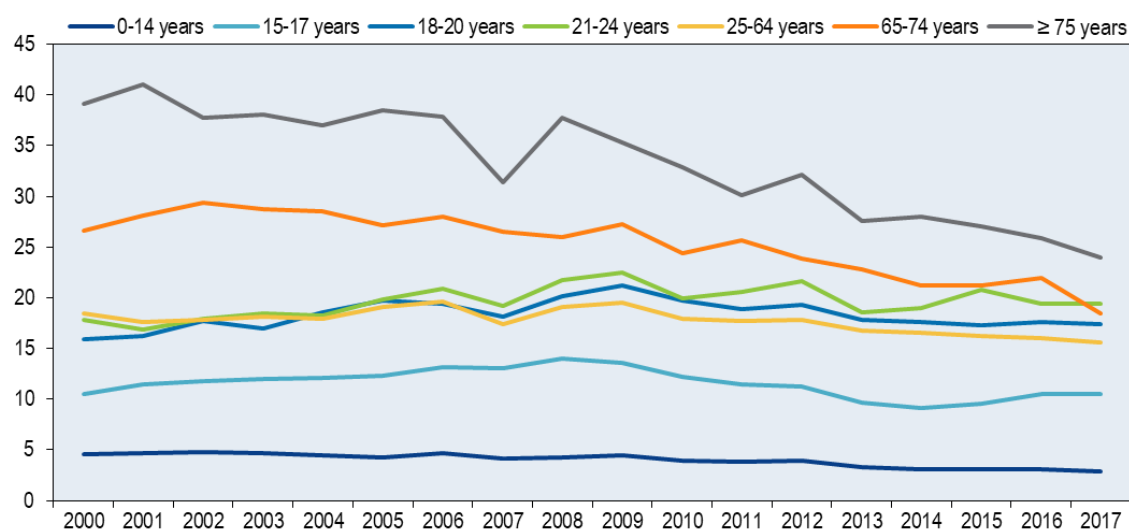
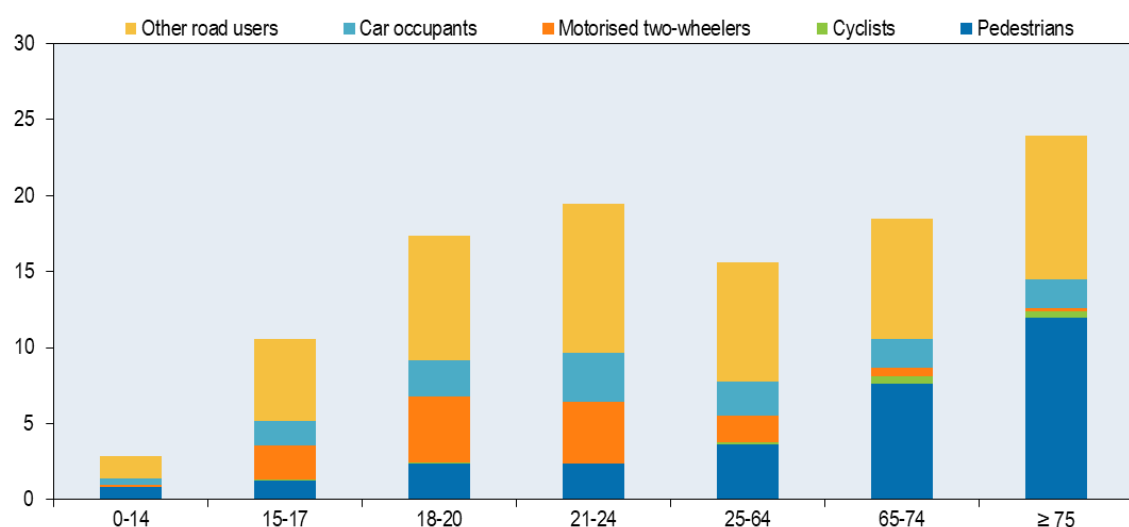
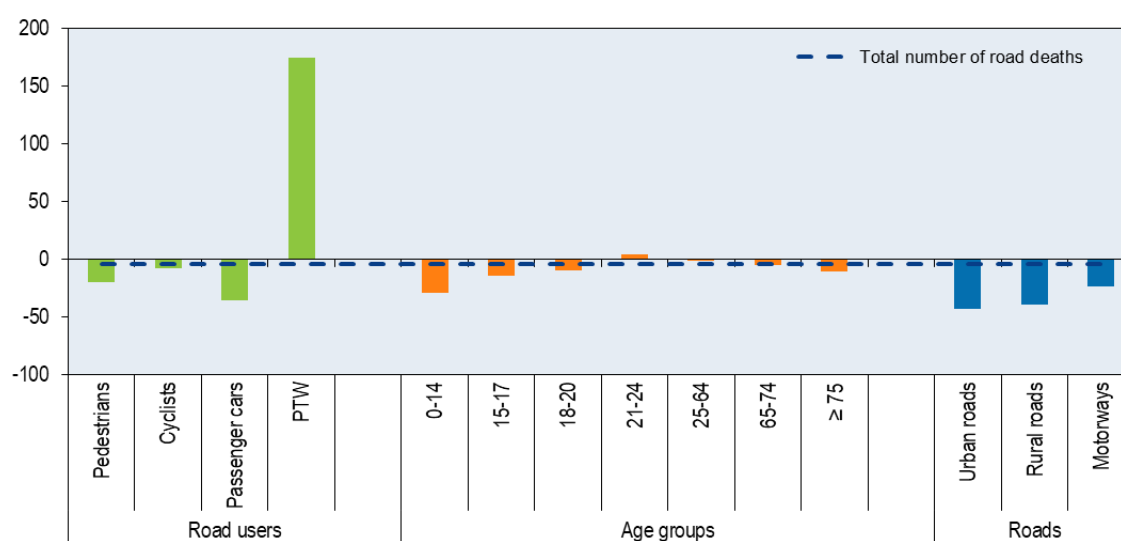


Figure 4. Road fatality rate by age and road user group, 2017
Fatalities per 100 000 population



Police data is not sufficient to assess the development of road safety by **road type**, as the road category is unknown for about 50% of fatalities.

Figure 6. Evolution of road deaths by user category, age group and road type, 2010-2017

Economic costs of road crashes

Traffic crashes represent huge costs to society. In 2017, they were estimated at USD 26.8 billion, i.e. 2.6% of GDP. These costs are estimated based on a human capital approach, as there are not yet any studies available on the statistical valuation of life using a willingness-to-pay approach (IMT, 2018; INEGI, 2019; McMahon, 2008).

Table 1. Costs of road crashes, 2017

	Unit cost [USD]	Total cost [USD]
Fatalities	656 389	10.4 billion
Injuries	164 097	16.4 billion
Total		26.8 billion
Total as % of GDP		2.6%

Behaviour

The behaviour of road users is an important determinant of a country's road safety performance. **Inappropriate speed**, in particular, is one of the main causes of road crashes. In 2017, 35% of road crashes occurring on the federal highway network were a result of excessive speed according to federal police.

The table below summarises the main speed limits in Mexico.

Table 2. Passenger car speed limits by road type, 2019

	General speed limit	Comments
Urban roads	20-80 km/h	20 km/h in school zones
Rural roads	60-110 km/h	60 km/h on collector roads
Motorways	110 km/h	

Driving under the influence of alcohol is another major cause of road crashes in Mexico.

On federal roads and highways the maximum authorised blood alcohol content (BAC) is 0.8 g/l and 0.3 g/l for truck and coach drivers. On urban roads, the maximum BAC level differs by state, however, in most states the level is the same as for federal roads and highways. A crash is defined as alcohol-related when one of the participants (including cyclists and pedestrians) has a BAC above the legal limit.

According to the statistics office (INEGI, 2019), in 2017 on urban and suburban roads, 7.1% of road fatalities were reported to be due to drunk drivers. In 2018, this share decreased to 6.4%. However, it is important to note that the BAC level is not systematically reported in the case of fatal crashes. This figure is therefore likely to be underreported. In 2016, 11% of the 1 831 autopsies performed on road deaths tested positive for alcohol and 18% of emergency patients following a traffic crash were reported as having consumed alcohol during the previous six hours.

Limits on blood alcohol content are mainly enforced through alcohol breath control checks conducted by the police on the roadside.

The Mexican authorities conduct regular checks on the federal highway network to test the physical and physiological condition of professional drivers. However, there is no data available to estimate **deaths due to drugs**.

An increasing problem for traffic safety in Mexico is **distraction**, for instance through the use of mobile phones while driving, although there is no official definition of distracted driving. In Mexico, only hands-free devices are allowed while driving. There is no data on the contribution of distracted driving to road crashes.

The share of **sleepiness and fatigue** as a causal factor in crashes is especially challenging to detect. Subsequently, there are no data available on the contribution of sleepiness and fatigue to fatal crashes.

Seat-belt wearing has been compulsory in Mexico since 2003 in front seats and since 2015 for rear seats. The belt-wearing rate in 2017 was 79% for drivers, 65% for front seat passengers and 46% for rear seat passengers. It is estimated that only 11% of children (under the age of 12) are properly seated with a dedicated child restraint system. These figures suggest that much progress could be made to increasing seat belt use.

According to the statistics office (INEGI, 2019), 15% of drivers killed in a crash on urban and suburban roads in 2018 did not wear a seat belt when the crash occurred. However, it is important to note that this information was only available for 30% of road deaths. This figure is therefore likely to be underreported.

Table 3. Seat belt wearing rates
Percentages

	2017
Front seats	
General (driver + passengers)	74
Driver	79
Passenger	65
Rear seats	
General	46
Children (use of child restraint)	11

For motorcyclists, **helmet wearing** is the most effective passive safety habit. In Mexico, helmets have been compulsory for users of all of motorised two-wheelers on the whole network (federal highway network; urban and suburban roads) since 2012. In 2016, based on observational surveys, 83% of motorcycle drivers and 55% of motorcycle passengers wore a helmet.

Bicycle helmets are not compulsory.

Road safety management and strategies

In the last 25 years, 15 000 deaths were recorded on average every year. The number of registered fatalities peaked in 2009 at 17 820.

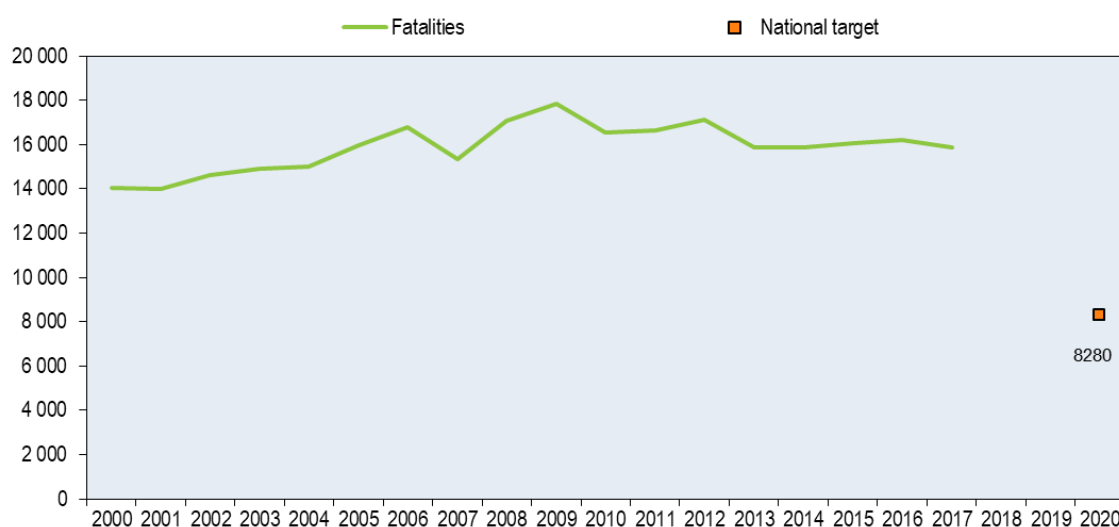
As a Federal country, **responsibility for the management of road safety** in Mexico lies with a wide range of actors. Road safety responsibility is partly co-ordinated by CONAPRA (the National Council for the Prevention of Accidents), the State Councils for the Prevention of Accidents and the State agencies in charge of crash prevention for both urban and federal roads. In 2017, CONAPRA was strengthened and became a Council with representatives from ten ministries working together to promote road safety. The actions carried out on federal roads are co-ordinated by the Ministry of Communications and Transport.

In 2011, Mexico launched its **National Road Safety Strategy 2011-2020**, inspired by the Plan for the Decade of Action for Road Safety. The strategy was developed jointly by the Ministry of Communications and Transport (SCT) and the Ministry of Health. The strategy suggests the adoption of a general road safety law and the creation of a national road safety agency and a national road safety council. The strategy is completed by an action plan for the period 2013-2018. This action plan focuses on the following areas:

- road safety management: agreements among those involved in road safety both nationally and internationally; development of new laws in this area; update and creation of new regulations aimed at safeguarding the life of the road users and road safety training;
- safer infrastructure: update of the regulations for the design of roads, regulations for the operation and instrumentation of roads; restructuring of transport axes in the country; assessment of the safety level of roads and creation of a catalogue of measures to improve the infrastructure;
- safer vehicles: standards to regulate the safety devices of new vehicles, evaluation of performance and compliance with current regulations, development of technological tools that serve as support for the renewal of the vehicle fleet and for the evaluation of devices designed to provide greater safety to road users;
- road user behaviour: review and update of the training programmes for professional drivers, regulations for safety devices for vulnerable users, drug and alcohol detection programmes for drivers and the implementation of training programs for all types of road users;
- post-crash care: various actions, ranging from the update of applicable regulations for pre-hospital and hospital medical care providers, the installation of medical emergency regulatory centres, the training of health professionals and the involvement of citizens and government in the improvement of services.

The main target of the action plan is to halve the number of fatalities on Mexican roads by 2020 and to reduce as much as possible injuries and disabilities from road crashes. Recent data suggest that the target will not be met.

Figure 7. Trends in road fatalities towards national target



Measures

Several measures to improve road safety management have recently been put into place.

Road safety management

- The Road Safety General Law was presented to the Senate in February 2019. The objective of this law is to "protect the life and physical integrity of people and their movements on the country's public roads, through a preventive approach that reduces risk factors through the implementation of a safe system (GOB.MX, 2017; Lastiri, 2019).
- The Ministry of Communications and Transport is developing the National Road Infrastructure Program 2018-2024 in which three of the five objectives are directly related to road safety
 - to move towards an integrated, efficient, sustainable, safe and modern intermodal communications and transport network
 - to provide a road infrastructure that links - without bottlenecks - ports, railroads and airports, and that incorporates appropriate equipment for modern telecommunications connectivity;
 - to improve infrastructure in urban areas, to ensure the safe transit for people and goods through the national territory and to enhance connectivity between Mexico and the rest of the world.
- The Ministry of Communications and Transportation launched its 2019 work plan, which includes actions in favour of road safety in four of the proposed strategies (SCT, 2019):
 - road infrastructure: upgrading and building road projects that help reduce overall travel costs and increase road safety;
 - Federal Auto-transportation: in which two of the actions focus on improving road safety : i) strengthening the authority's supervisory capacity to guarantee compliance with regulations and ensure that driver training centres have the appropriate facilities, equipment; and ii) updating and strengthening the legal and regulatory framework in order to strengthen road safety;
 - preventive medicine in transport: focusing on comprehensive psychophysical examinations for applicants for a federal driver's license, medical examinations for drivers of a federal public service vehicle, as well as toxicological examinations for the detection of drug and alcohol consumption;

- scientific research and technological innovation: develop a transport infrastructure with a multimodal, sustainable, competitive and accessible approach that expands the coverage of national and regional transport.
- The Mexican Institute for Transport (IMT) participated in the elaboration of the Agreement of Actions with the Motor Transport Chambers to increase road safety on the roads and bridges of federal jurisdiction.
- In 2018, the Ministry of Health concluded and published the Mexican Official Standard NOM-206-SCFI/SSA2-2018 for motorcycle helmets, health promotion actions, safety specifications and test methods, and commercial information and labelling.
- The Accident Prevention State Councils was established in 2018 in order to facilitate and co-ordinate the engagement of all stakeholders: authorities from the three levels of government, as well as civil society and NGOs (STCONAPRA, 2018).
- Regarding road safety data, State Observatories have been set up to monitor and analysis data at state level. The information collected in each State Observatory is used to feed the National Injury Observatory, which is coordinated by the Technical Secretariat of the Accident Prevention National Council (ST-CONAPRA).

Road users

- In 2018, the Official Mexican Standard NOM-206-SCFI/SSA2-2018, Safety Helmets for the Prevention and Immediate Care of Motorcyclist Head Injuries was published in the Official Journal of the Federation on 29 May 2018 and became effective in September 2018.
- In 2017, the Ministry of Communication and Transport concluded and published the Official Mexican Standard NOM-087-SCT-2-2017, that establishes driving and rest times for drivers of federal motor transport services.
- The minimum training programme for professional drivers to obtain a federal licence has been reviewed and updated. This revision proposes the inclusion of concepts and themes that allow for strengthening the attitudinal aspect of the driver, through the promotion of a culture of road safety and respect for standards, as well as knowledge of the negative consequences generated by the various risk factors and dangerous behaviour.
- In 2016, the National Road Safety Training Program of CONAPRA incorporates accident prevention issues for vulnerable users (pedestrians and cyclists). It also considers the implementation of on-line training, with the aim of achieving greater penetration among the general population, as well as improving the efficiency of available resources.
- For some years, the General Directorate of Federal Motor Carrier has carried out inspections to check the physical condition of Federal Public Service drivers that

circulate in the Road Federal Network, with a special attention to the detection of alcohol and drugs while driving.

- Every year the IMT offers an International Road Safety Course, which covers topics related to the human factor in road crashes, audits in road safety, treatment of sites with a high crash rate and the investigation and reconstruction of road crashes. The courses are aimed at professionals (authorities, technicians and operators) involved in the prevention of road crashes.
- The Police Development System (SIDEPOL) in collaboration with the Mexican Transportation Institute and the Spanish Civil Guard organise the Certification in Traffic Acts and Road Safety in which each year more than 140 staff of the National Federal Police (PF) and of parallel police organizations from other countries are trained. The focus of the course is on specific procedures in the investigation of road crashes occurring on the federal road network.
- Since 2009, the health agency has promoted and strengthened strategic action against drink driving. From 2017, regular alcohol checkpoints are implemented in 175 municipalities. This is four times as many as in 2010. During 2017, more than 30 000 alcohol checkpoints were set up, with 1 312 571 breath tests conducted (12% of them positive).

Infrastructure

- The General Directorate of Technical Services of the Ministry of Communications and Transport updated in 2018 the Manual of Highway Geometric Design, which dated from 1970. The updated Manual incorporates new guidelines for the design of safe roads (DGST, 2018a).
- The General Directorate of Technical Services of the Ministry of Communications and Transport, with the support of the Mexican Transportation Institute, prepared a Manual for Road Safety Audits. The objective is to ensure that road projects, from their earliest stages, give priority to the safety of all road users and are forgiving to human error (DGST, 2018b).
- Since 2015, the IMT, in coordination with the Ibero-American Vial Institute (IVIA), has been providing the online course “Training of Road Auditors” with the aim of properly training technicians and managers to ensure reliability and confidence in the process of an audit.
- The IMT has studied the feasibility of current standards in relation to the geometric design of roads, such as the required over-width in horizontal curves, considering the dimensions of the vehicles currently circulating on the federal road network.
- A project was conducted to assess the performance and condition of the federal highway network using the methodology of the international road assessment

programme (iRAP). This has facilitated the development of an investment plan for safer roads. The iRAP Mexico project has helped address significant road safety problems and identify appropriate solutions (e.g. vertical signs and road markings).

- Several important infrastructure improvement projects are being carried out such as the installation of protective barriers, improved intersections, pedestrian bridges, bus stops, road markings, emergency braking ramps, crossings with the railway, and installation of marks on the pavement with thermoplastic paint and impact dampers.
- In Mexico, the priority is shifting from car occupants to the most vulnerable road users. Mexico has more than 1 800 road safety auditors in 32 states including 162 members of the Federal Police. Each state is required to implement at least three changes in infrastructure giving priority to pedestrians under a philosophy of Vision Zero.

Vehicles

- In 2017, the Ministry of Communication and Transport revised and updated the Official Mexican Standard NOM-012-SCT-2-2017 about the weight and maximum dimensions for motor transport vehicles that transit on federal roads.
- In 2016, the Ministry of Economy concluded and published the Official Mexican Standard NOM-194-SCFI-2015 to regulate the essential safety devices in new vehicles that are commercialised in Mexico.

Definition, methodology, data collection

- Road fatality: any person who dies following a road crash. When a person does not die at the scene of the crash, but later at hospital or during the transfer to hospital, it is reported as an “injured” person. In this report, road fatalities are those registered in the mortality database of the National Health Information System (SINAIS), and recorded as caused by a motor vehicle traffic crash according to the codes of the International Classification of Diseases (10th Review).
- Injured person: a person suffering minor or severe injuries following a road crash.

All traffic safety-related definitions are available through the national statistics agency.

The main sources of information for road crashes are the National Institute of Statistics and Geography (INEGI) for urban and suburban areas and the Federal Police (PF) for federal areas. Crash statistics include data on the date and time of the crash, location, type of crash, vehicle type, crash contributing factors, road user category and condition of the casualties (injured or killed). INEGI is also in charge of compiling statistics at a national level.

Crash data for urban and suburban areas are collected on a form developed by INEGI; through the state and municipal safety and traffic agencies. Crash statistics are compiled following the recommendations of the Organization of American States (OAS).

Crashes occurring on the federal road network are reported on a different form through the regional offices of the PF located in 140 areas around the country. These crash forms are then processed in the crash database for federal roads.

Currently, Mexico does not have an integrated road crash database that gathers data from INEGI and the PF. As both systems (INEGI and PF) have different variables and definitions, it is complex to have a precise count of the total number of crashes in the whole country. The most accurate source of data on road deaths and serious injuries is the health database of the Ministry of Health, which is based on health certificates and hospital discharges. Injury data are recorded based on the international classification of diseases (ICD), 10th edition.

Efforts are underway to improve the data collection and monitoring process of road crashes. As part of the Road Safety Programme 2013-18, state observatories are being established. By 2015, observatories had been installed in 26 of the 32 federal entities. Sixteen of these report crash data on a common platform (RAVMex) through mobile and web applications, which also enable reporting on contributing factors to crashes. The registration of injury data is also being improved through multisectoral collaboration.

Resources

Recent research

The Ministry of Communications and Transport, the Federal Police, the National Council for Accident Prevention Secretariat and the Mexican Transportation Institute work, in a coordinated manner, conducting Road Safety Audits in Mexican highways, according to the new manual published in December 2018.

IMT participates in the "Subcommittee No. 2 – Vehicle Specifications, Parts, Components and Identification Elements" of the CCNN-TT, supporting the General Directorate of Federal Motor Carrier (SGAF) with studies to incorporate safety aspects in the regulations for operation of motor transport.

The National Council for Accident Prevention Secretariat (STCONAPRA) in Mexico, in coordination with the Inter-American Development Bank (IDB) and the ITDP Institute for Transportation and Development Policies, elaborated and published the Guide for Low-Cost and High Impact Interventions with strategies for implementing changes in road infrastructure with emphasis on vulnerable users.

STCONAPRA participated in the elaboration of the road manual "Road design for Mexican cities": https://www.gob.mx/cms/uploads/attachment/file/322621/Manual_de_Calles.pdf

Websites

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Secretaría de Salud: <http://www.gob.mx/salud/>

Instituto Nacional de Estadística y Geografía (INEGI): <http://www.inegi.org.mx>

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Road Safety Action Plan 2013-2018:

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Road safety and traffic data

	2000	2010	2016	2017	2018	2017 % change over		
						2016	2010	2000
Reported safety data								
Fatalities	14 028	16 559	16 185	15 866	..	-2.0%	-4.2%	13.1%
Injury crashes	83 804	114 405	78 395	73 950	72 423	-5.7%	-35.4%	-11.8%
Injured persons hospitalised	..	26 335	27 414	24 079	..	-12.2%	-8.6%	..
Deaths per 100,000 population	13.9	14.5	13.2	12.8	..	-3.0%	-11.4%	-7.6%
Deaths per 10,000 registered vehicles	9.0	5.2	3.8	3.5	..	-8.5%	-33.3%	-61.2%
Deaths per billion vehicle kilometres	..	..	27.5	26.3	..	-4.3%	..	..
Fatalities by road user								
Pedestrians	5 509	4 786	4 364	3 852	..	-11.7%	-19.5%	-30.1%
Cyclists	107	178	184	165	..	-10.3%	-7.3%	54.2%
Motorised two-wheelers	158	704	1 825	1 932	..	5.9%	174.4%	1122.8%
Other road users	5 287	7 534	7 475	7 740	..	3.5%	2.7%	46.4%
Passenger car occupants	2 967	3 357	2 337	2 177	..	-6.8%	-35.2%	-26.6%
Fatalities by age group								
0-14 years	1 543	1 341	1 014	960	..	-5.3%	-28.4%	-37.8%
15-17 years	656	815	701	703	..	0.3%	-13.7%	7.2%
18-20 years	961	1 269	1 169	1 152	..	-1.5%	-9.2%	19.9%
21-24 years	1 370	1 592	1 662	1 671	..	0.5%	5.0%	22.0%
25-64 years	7 699	9 372	9 342	9 270	..	-0.8%	-1.1%	20.4%
65-74 years	865	1 032	1 130	987	..	-12.7%	-4.4%	14.1%
≥ 75 years	775	930	878	836	..	-4.8%	-10.1%	7.9%
Fatalities by road type								
Urban roads	3 497	4 582	2 582	2 620	2 506	1.5%	-42.8%	-25.1%
Rural roads	5 723	6 179	4 505	3 772	3 784	-16.3%	-39.0%	-34.1%
Motorways	1 267	1 205	1 047	923	934	-11.8%	-23.4%	-27.2%
Traffic data								
Registered vehicles (thousands)	15 612	31 636	42 454	45 476	..	7.1%	43.7%	191.3%
Vehicle kilometres (millions)	..	..	587 752	602 163	590 141	2.5%	..	..
Registered vehicles per 1,000 population	154.7	276.9	347.2	368.2	..	6.0%	33.0%	137.9%