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From: Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director

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To: Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union

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**COMMISSION STAFF WORKING DOCUMENT**

**Monitoring Road Safety Progress in the EU - Belgium**

*Accompanying the document*

**COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN  
PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL  
COMMITTEE AND THE COMMITTEE OF THE REGIONS**

**Report on the Implementation of the EU Road Safety Policy Framework at the Mid-  
Point**

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# Belgium

## 1. Summary

In 2024, Belgium **performed better than the EU average** (45) with 40 road fatalities per million inhabitants. Compared to 2019, a decrease of 27% in road fatalities was achieved. In 2024, 2,996 people were seriously injured in road crashes, which is 17% lower than the respective figure in 2019.

Compared to the EU average, the distribution of fatalities in Belgium shows a relatively high proportion of cyclist fatalities and motorway fatalities.

Aligned with the European Commission, in the **federal road safety action plan 2021-2025 of Belgium**, the targets of halving the numbers of road fatalities and serious injuries in 2030 have been set. The objective is to move close to zero road deaths by 2050 at the latest. For seriously injured people, the objective is to reduce their number to 10% of the current figure in 2050. Also, a 50% reduction in risky behaviour (speeding, drink-driving, not wearing a seat belt, distracted mobile phone use, not wearing a helmet for powered two wheelers) is proposed as a target.

The federal road safety action plan contains a series of 32 measures that will be implemented by the federal authorities between 2021 and 2025. This federal action plan together with the strategic plans of the regions has been integrated into the **first inter-federal plan “All for zero – A shared vision of road safety in Belgium”**, published in 2021.

Based on the latest available data, in 2024, **Belgium is on track to meet the 2030 target of halving road fatalities**, with a 27% reduction since 2019. On the contrary, **more effort is needed in order to meet the 2030 target of halving serious injuries** in road crashes.

Regarding the implementation of the road safety actions foreseen in the federal and regional strategies for the period 2021-2023, **progress has been made in most road safety areas**. Based on the self-reported assessment, at federal level, out of the 26 road safety areas examined, 10 are well on track, 2 are completed, 1 has been delayed and the remaining are not applicable. It is noted that in 5 out of 26 examined road safety areas of all pillars, the starting level in 2021 is self-assessed as medium and in 7 areas the baseline is assessed as low. The implementation progress of the regional action plans varies in the three regions of Brussels, Flanders and Wallonia.

There are several challenges in implementing the road safety strategy, including different competences (federal, regional, local), shortage in budget/personnel, etc. One **common gap** referred by the national representatives at both federal and regional level concerns the **low access to and information on police activities** and the results of these activities. Another gap referred for the regions of Brussels and Wallonia is the lack of human resources, leading to delays in the implementation of measures in different road safety areas for the two regions.

On the other hand, examples of **best practices** are available concerning further improvement of data collection and use for road safety purposes, enforcement activities and a series of communication campaigns, and the introduction in the region of Brussels of a 30km/h speed limit throughout the city, except on the main axes.

Finally, the implementation progress of the foreseen actions in Belgium is broadly on track, and this is reflected in the evolution of road fatalities. Still, the number of serious injuries is lagging behind the target set for this period. The possible way forward to address this could be by:

- supporting the regions with the least progress in the implementation of the regional strategic plans,
- intensifying inter-federal cooperation,
- enhancing data sharing between road safety stakeholders (especially from police and insurance companies) in order to better monitor road safety progress,
- exploring any other relevant activities, with emphasis on those relating to the prevention of serious injuries.

## 2. Road Safety Strategy and Measures

### 2.1. Road Safety Strategy

The **federal road safety action plan 2021-2025 of Belgium** is the federal government's commitment to take the necessary measures to reduce the number of road-related injuries and deaths. For the development of this plan, many organisations and individuals collaborated: experts from the federal public services (Mobility, Justice and Interior Affairs), members of the Federal Commission for Road Safety and the Vias Institute as well as a citizens' platform.

This federal action plan together with the **strategic plans of the regions**, has been integrated into the first inter-federal plan “**All for zero – A shared vision of road safety in Belgium**”, published in 2021. This document reflects the shared vision and the common commitment of the authorities in Belgium to increase road safety. Through these plans, Belgium has committed to halving the number of road deaths and serious injuries by 2030 and also has adopted the long-term perspective of **moving close to zero road deaths in road crashes by 2050**.

**Table 1:** Federal and regional road safety strategies

Belgium	
Timeframe	2021-2025 (for Brussels and Walloon region it is 2021-2030)
Lead Authority	Federal Public Service Mobility and Transport together with the federal Ministers of Mobility, Interior Affairs and Justice, for the federal plan; the regional authorities (MOW, AWSR, Brussels Mobility), each for their own plan; the Federal Public Service Mobility and Transport, together with the federal and regional Ministers of Mobility, for the inter-federal plan.
Links	<a href="#">Federal Plan<sup>1</sup></a> <a href="#">Regional Plan of Brussels<sup>2</sup></a> <a href="#">Regional Plan of Flanders<sup>3</sup></a> <a href="#">Regional Plan of Wallonia<sup>4</sup></a> <a href="#">Inter-federal Road Safety Plan<sup>5</sup></a>

<sup>1</sup> <https://all-for-zero.be/storage/minisites/plan-federal-securite-routiere.pdf>

<sup>2</sup> [https://data.mobility.brussels/media/publications/plans/pasr/LAYOUT\\_PARSR\\_FR\\_V06.pdf](https://data.mobility.brussels/media/publications/plans/pasr/LAYOUT_PARSR_FR_V06.pdf)

<sup>3</sup> [https://assets.vlaanderen.be/image/upload/v1626161661/20210709\\_MOW\\_Verkeersveiligheidsplan\\_Vlaanderen\\_2021-2025\\_DEF\\_nrwbw7.pdf](https://assets.vlaanderen.be/image/upload/v1626161661/20210709_MOW_Verkeersveiligheidsplan_Vlaanderen_2021-2025_DEF_nrwbw7.pdf)

<sup>4</sup> <https://mobilit.belgium.be/fr/publications/fcgv-cfsr-22062021-plan-de-securite-routiere-wallonie>

<sup>5</sup>

<https://mobilit.belgium.be/sites/default/files/documents/publications/2023/Plan%20interf%C3%A9d%C3%A9ral%20s%C3%A9curit%C3%A9%20routi%C3%A8re%20C2%AB%20All%20for%20zero%20C2%BB.pdf>

## 2.2. Road Safety Governance

The Federal Ministers responsible for Mobility, Interior Affairs and Justice, and the associated federal public authorities, the Federal Commission for Road Safety (advisory body), the Police, the Regional Ministers and the associated public authorities and advisory bodies (Conseil supérieur Wallon de Sécurité Routière, Bruxelles Mobilité, Departement Mobiliteit en Openbare Werken) are responsible for the **formulation of the road safety strategies** in Belgium.

The Federal Public Service Mobility and Transport is responsible for **monitoring progress in the implementation** of the federal road safety strategic plan.

Regarding the **monitoring of road safety developments**, at a federal level, Vias is responsible for developing studies on road safety, in response to an annual subsidy. There are also the statistics from the Statbel that can be used to monitor developments.

## 2.3. Main Safety Issues

Based on the analysis of road safety developments of the previous years, the following main safety issues have been identified for Belgium<sup>6</sup>:

- Deaths resulting from a **single vehicle crash** are the most frequent (148 deaths in 2023).
- When several transport modes are involved in a fatal crash, crashes involving more than one **car**, cyclists killed in a collision with a car and pedestrians killed in a collision with a car are the most frequent occurrences.
- Also, Belgium scores relatively poorly compared to other European countries in terms of road safety on **motorways**.

In terms of behaviour:

- Belgium is one of the countries where **drink driving** is most frequently reported by drivers: 24% of drivers self-reported driving under the influence of alcohol at least once in the last 30 days in 2023<sup>7</sup>.
- In the **30 km/h zone**, Belgium performs poorly according to behavioural measures. The most recent speed measurements showed that in 2021, almost 69% of Belgian drivers were driving too fast in 30km/h zones<sup>8</sup>.

## 2.4. Road Safety Targets

In its strategy, Belgium committed to **halving the number of road deaths and serious injuries in the EU by 2030** compared to the baseline scenario in 2019. The objective is to move close to zero road deaths by 2050 at the latest. For seriously injured people, the objective

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<sup>6</sup> Sloomans, F. (2024). Rapport Statistique 2024 - Accidents de la route 2023, Bruxelles : Institut Vias. Available at:

[https://www.vias.be/publications/Statistisch%20rapport%202024%20-%20Verkeersongevallen%202023/Rapport\\_statistique\\_2024\\_Accidents\\_de\\_la\\_route\\_2023.pdf](https://www.vias.be/publications/Statistisch%20rapport%202024%20-%20Verkeersongevallen%202023/Rapport_statistique_2024_Accidents_de_la_route_2023.pdf)

<sup>7</sup> “ESRA3 Thematic report Nr. 10 (E-Survey of Road users’ Attitudes): Meesmann, U., Pires, C., Wardenier, N. (2024). Driving under the influence of alcohol, drugs or medication. Vias institute”. Available at:

[https://www.esranet.eu/en/publications/esra3-publications/#country\\_fact\\_sheets\\_europe\\_version\\_2\\_01\\_2024](https://www.esranet.eu/en/publications/esra3-publications/#country_fact_sheets_europe_version_2_01_2024)

<sup>8</sup> Wardenier, N., Vervoort, M., Silverans, P., Boets, S., Ben Messaoud, Y. (2023). Mesure nationale de comportement en matière de vitesse 2021 – Bruxelles : Vias Institute. Available at:

[https://www.vias.be/publications/Nationale%20gedragmeting%20snelheid%202021/Mesure\\_nationale\\_de\\_comportement\\_en\\_mati%C3%A8re\\_de\\_vitesse\\_2021.pdf](https://www.vias.be/publications/Nationale%20gedragmeting%20snelheid%202021/Mesure_nationale_de_comportement_en_mati%C3%A8re_de_vitesse_2021.pdf)

is to reduce their number to 10% of the current figure.

Also, a **50% reduction in risky behaviour** (speeding, drink-driving, not wearing a seat belt, distracted mobile phone use, not wearing a helmet for powered two wheelers) is proposed as a target. There are also additional targets in the inter-federal plan, e.g. around post-crash care, Belgium should be among the top 5 EU Member States.

**Table 2:** Road safety targets 2030 and 2050

	Reference value (2019)	Objective 2030	Objective 2050
Number of killed people	644	<320	0
Number of seriously injured people (MAIS3+)	3,600	<1,800	≤360
% of drivers exceeding the speed limit			
% of drivers under the influence (blood alcohol level of 0.05+)			
% of drivers without seat belts		Reduction of at least 50% between 2020 and 2030	Reduction of 90% between 2020 and 2050
% of drivers using a mobile phone			
% of motorized two-wheelers without helmets			

## 2.5. Road Safety Measures

The federal road safety action plan contains a series of **32 measures** that will be implemented by the federal authorities between 2021 and 2025. The measures are structured into three priority fields of action (1. better coexistence on the road, 2. risky behaviours, 3. control, sanctions, support and training), but also within the scope of strengthening of data and research activities and cooperation with road safety stakeholders and regions<sup>9</sup>.

<sup>9</sup> Plan Fédéral de Sécurité Routière, 2021-2025, available at: <https://all-for-zero.be/storage/minisites/plan-federal-securite-routiere.pdf>

**Table 3:** Road safety fields of actions and number of measures of the federal action plan, 2021-2025

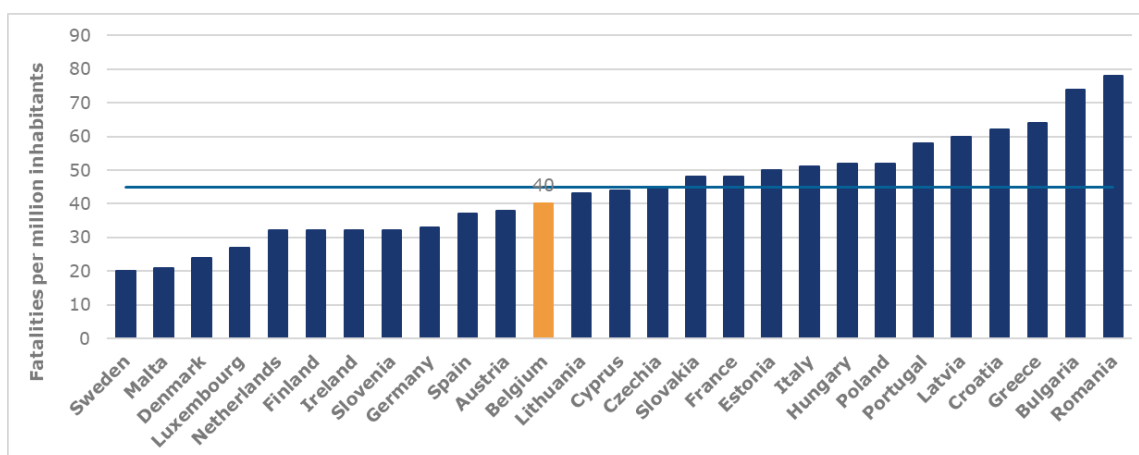
Field of Actions	Measures
1. Better coexistence on the road	7
2. Risky behaviours	7
3. Control, sanctions, support and training	9
4. Data and knowledge	3
5. Dynamic “All for zero”	6
<b>Total</b>	<b>32</b>

### 3. Road Safety Progress

#### 3.1. Road Safety Outcomes

In Belgium, 470 people were killed and 2,996 people were seriously injured in road crashes in 2024. Based on data for 2024, Belgium ranked **12<sup>th</sup> out of the 27 EU countries in terms of the lowest numbers of fatalities per million inhabitants**. In fact, 40 road fatalities per million inhabitants were recorded that year, which is slightly below the EU average (45).

**Figure 1.** Mortality rates by country, 2024

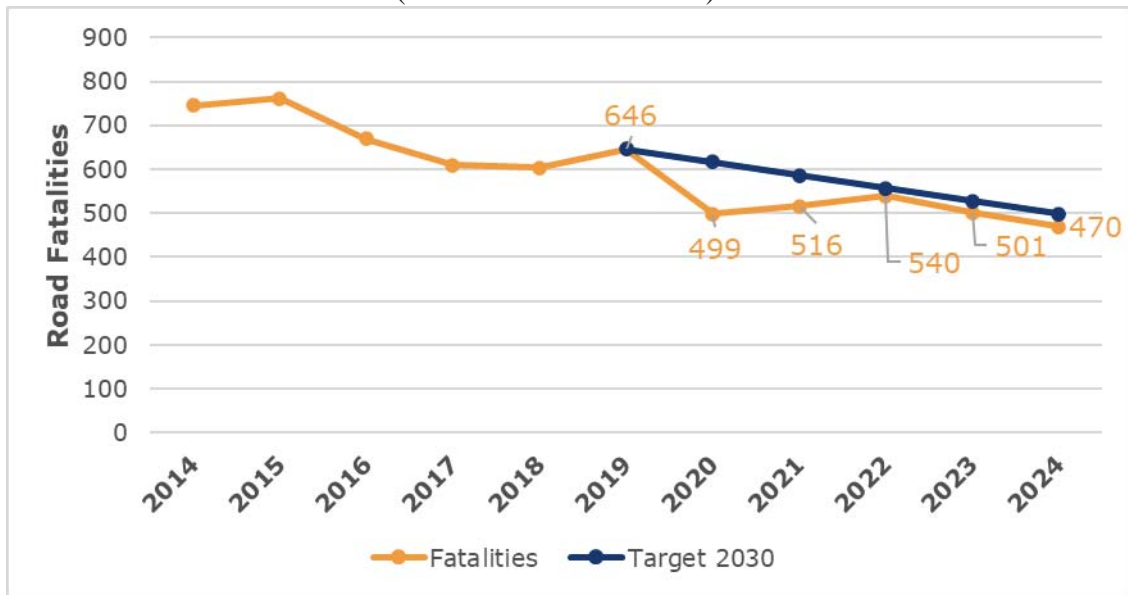


Sources: CARE database on road crashes; population data from Eurostat (online data code [demo\\_pjan](#)).

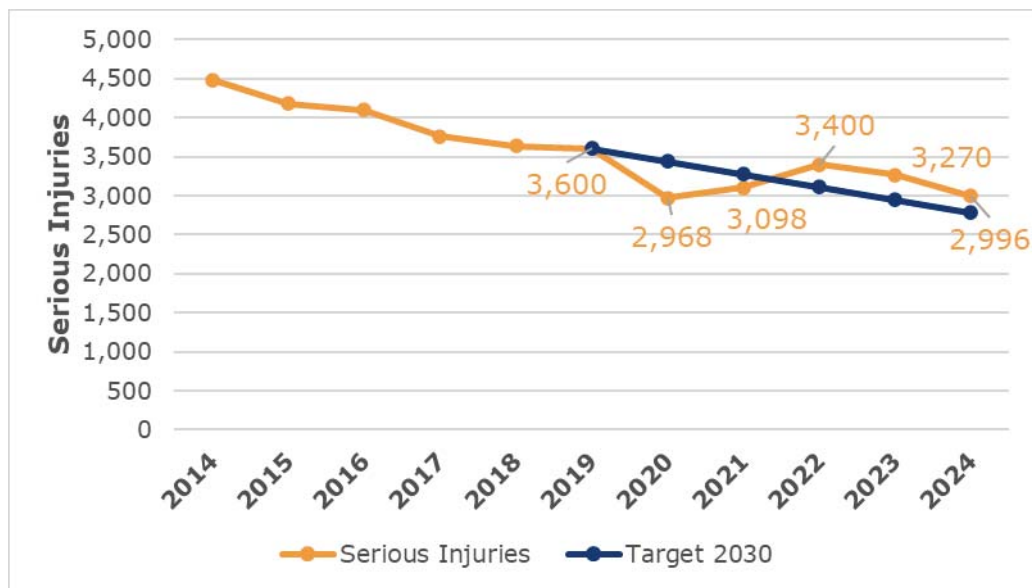
In 2024, the number of road fatalities decreased by 27% compared to 2019. Thus, in 2024, Belgium appears to be **close to meeting the 2030 target of halving road fatalities**.

On the other hand, the number of serious injuries decreased by 17% over the period 2019-2024. Thus, Belgium needs to do more to meet **the 2030 target of halving the number of serious injuries**.

**Figure 2. Road fatalities and target 2030**  
(Source CARE database)<sup>10</sup>



**Figure 3. Serious road injuries**  
(Source: CARE database)<sup>6</sup>



Compared to the EU average, the distribution of fatalities in Belgium shows a relatively high proportion of cyclist fatalities and motorway fatalities<sup>11</sup>. In fact, in 2024, 13% of fatalities occurred on motorways and 19% of killed people in road crashes were cyclists. The percentage of seriously injured cyclists is also high (31%).

<sup>10</sup> It is noted that the global COVID-19 pandemic had an impact on the CARE data for 2020 and 2021 for many European countries. Traffic volumes dropped sharply during the pandemic due to traffic restrictions, which was associated with a significant drop in road traffic crashes and fatalities.

<sup>11</sup> European Commission (2023), Country Profile Belgium. Road Safety Observatory. Brussels, European Commission, Directorate General for Transport.

An overview of the evolution of road crash fatalities and serious injuries for the years 2019 and 2024 (year with the latest available detailed crash data) is provided below for specific types of roads, crashes and road users. Overall, in Belgium, **road crash fatalities and serious injuries declined** for all groups examined.

The **highest reductions** in road fatalities in 2024 were observed for **motorways** (47%) and **single-vehicle crashes** (46%), which are much higher than the reduction in the total number of road fatalities (27%). Similarly, the highest reductions in road serious injuries were recorded for car occupants (32%) and single vehicle crashes (34%).

**Table 4:** Evolution of road fatalities, 2019-2024

Road Crash Fatalities	2019	2024	% in 2024	% change 2019-2024
Total road fatalities	646	470	-	<b>-27%</b>
Inside urban areas	214	171	36%	<b>-20%</b>
Outside urban areas	312	236	50%	<b>-24%</b>
Motorways	116	61	13%	<b>-47%</b>
Single vehicle crashes	229	124	26%	<b>-46%</b>
Multi vehicle crashes	335	291	62%	<b>-13%</b>
Passenger cars	306	203	43%	<b>-34%</b>
PTWs	103	67	14%	<b>-35%</b>
Cycles	95	89	19%	<b>-6%</b>
Pedestrians	92	70	15%	<b>-24%</b>

**Table 5:** Evolution of serious injuries, 2019-2024

Serious Injuries	2019	2024	% in 2024	% change 2019-2024
Total serious injuries	3,600	2,996	-	<b>-17%</b>
Inside urban areas	1,762	1,524	51%	<b>-14%</b>
Outside urban areas	1,473	1,210	40%	<b>-18%</b>
Motorways	361	260	9%	<b>-28%</b>
Single vehicle crashes	937	614	20%	<b>-34%</b>
Multi vehicle crashes	2,188	2,026	68%	<b>-7%</b>
Passenger cars	1,252	851	28%	<b>-32%</b>
PTWs	687	584	19%	<b>-15%</b>
Cycles	954	916	31%	<b>-4%</b>
Pedestrians	485	384	13%	<b>-21%</b>

### 3.2. Road Safety Performance Indicators

Belgium performs better than the EU average in the use of seat-belt and child restraint systems (CRS) among passenger car occupants, whilst helmet use among cyclists is lower. Also, self-reported drink-driving is higher than the EU average. Regarding vehicle safety, Belgian passenger cars are significantly younger than the EU average.

**Table 6:** Road Safety Performance Indicators, 2022 -2025  
(Source: ERSO, Country Profiles)

	Belgium		EU	
	2022	2025	2022	2025
<b>Speeding<sup>12</sup></b>				
% of passenger cars travelling within speed limits <sup>a</sup>				
Motorways	56.4	78.0	-	-
Rural Roads	51.8	61.0	-	-
Urban Roads	39.9	52.0	-	-
<b>Seat belt &amp; CRS use rates (%) <sup>a*,b</sup></b>				
Front	93.8	-	93.1	92.4
Rear	79.0	-	75.3	69.9
Child restraint systems (roadside observations)	73.3	-	67.0	83.3
Child restraint systems (in-vehicle inspections)	/	/	-	-
<b>Helmet use rates (%) <sup>a</sup></b>				
PTW driver	99.8	-	97.0	97.6
PTW passenger	100.0	-	94.4	97.0
Cyclist	23.8	30.9	37.8	34.5
<b>DUI of Alcohol<sup>c</sup></b> (self-reported)				

<sup>12</sup> An EU average is not available for speeding, due to different legal speed limits among countries, which does not allow for a straightforward comparison.

	Belgium		EU	
	2022	2025	2022	2025
% of car drivers who have driven at least once in the last 30 days over the legal limit	19.0	-	11.8	11.8
<b>Driver Distraction <sup>a</sup></b>				
% of drivers not using hand-held mobile device/phone while driving	96.8	97.9	94.8	94.5
<b>Vehicle Safety</b>				
% of new passenger cars rated with 4 EuroNCAP stars and above <sup>a</sup>	83.0	83.0	83.6	82.7
Average age of passenger car fleet (years) <sup>d</sup>	9.8	9.9	12.3	12.5

Sources: <sup>a</sup> Baseline and Trendline projects, <sup>b</sup> ETSC (2022), <sup>c</sup> ESRA3 project (2024), <sup>d</sup> ACEA (2024, 2025), Notes: \*2025 data only for weekdays

## 4. Monitoring Road Safety Strategy Implementation

### 4.1. Implementation Progress

In Belgium, **different road safety measures** have been set **on a federal level and on a regional level** (Flanders, Brussels and Wallonia). The tables below show the implementation progress of the Federal Road Safety Action Plan 2021-2025. The implementation progress of the measures planned at regional level is also discussed. It is noted that this section is based on information received in early 2024.

#### *Road Safety Management*

Regarding the **Road Safety Management** pillar, Belgium starts from a medium level in the area of the National Road Safety Authority, from a low level in the area of the road safety legislation and from a high level in the area of the road safety observatory.

**Ten of the planned measures** in the federal road safety action plan fall under this pillar. By the end of 2023, the implementation of one measure concerning the national road safety observatory was completed, while the implementation of the other nine measures was **well underway**.

More specifically, in relation to the **national road safety authority**, the national public prosecutor's office on road safety has been established and is mostly engaged in smaller national and foreign traffic violations. Also, the Federal Commission on road safety has several meetings on an annual basis.

Concerning **road safety legislation**, the update of the Highway Code and the pre-analysis for the review of the sanctions are on track, while no consensus was reached for the introduction of a progressive penalty system to combat recidivism.

Additionally, yearly, there is a subsidy granted to the Vias Institute, via an agreement, for **research on road safety**. In this research, special attention is given to the actions within the federal road safety plan.

Other measures comprise the collaboration with other road safety stakeholders (Vias, Statbel, Centrex, etc.) for the **collection of as much data as possible** (e.g. hospital data, vehicle data,

KPIs, etc.), as well as **meetings with regions** to further improve cooperation on road safety.

**Table 7:** Self-reported assessment of implementation progress of federal measures related to road safety management (for the complementary regional measures: see text)

B1	Road Safety Management	Baseline Assessment (2021)	Progress (2021-2023)
1	National road safety authority	medium	on track
2	National road safety budget	-	-
3	Road safety legislation	low	on track
4	National road safety observatory	high	completed
5	Other	medium	on track

At regional level, in **Brussels**, the implementation of measures related to road safety governance and road safety legislation has been completed, while the remaining measures are on track. Among these measures are the provision of a specific budget for road safety, the introduction of a 30km/h speed limit throughout the agglomeration by 2021, with some exceptions at 50km/h, and the continuous monitoring of crash data.

The planned measures of **the region of Flanders** concern the finalisation of the adapted Flemish regulations on cargo securing, which fall within the area of road safety legislation and is on track. Other measures that are on track concern the publication of assessment frameworks on speed and the implementation of recommendations from the evaluation study on driving education.

For the **region of Wallonia**, the measures are related to road safety governance and observatory. The implementation of the regional network hierarchy measures has not started, while the remaining measures are on track. In particular, the tools for the road safety observatory have been defined and tested, and the necessary budget for their development is pending.

### *Safe Road User Behaviour*

In relation to the pillar of **Safe Road User Behaviour**, the federal level is assessed as medium in 2021 in all road safety areas, besides education. In total, 17 measures are comprised in this pillar, with most of them being on track.

Regarding **enforcement**, several measures are ongoing, including more effective, better-targeted checks, measures against driving under the influence, further automation of insurance checks, systematic identification of offenders and facilitation of the processing of offences by Belgian and foreign offenders. Some measures that have been delayed are related to driver distraction, improvement of the effectiveness of enforcement through the use of smart cameras and implementation of the procedure for suspending driving licenses when fines are not paid.

Additionally, legislative procedures to provide the possibility for an **awareness training** (speed, alcohol, etc.) in case of driver disqualifications are ongoing.

Several communication **campaigns** have been launched and several more will follow to raise awareness on road safety (e.g. campaign on e-scooters, all for zero website).

Concerning the **VRUs**, specific measures are taken focussing on cyclists, e-scooters, etc., whose traffic is increasing.

Other ongoing measures include the organisation of a broad citizen consultation in 2021, local projects to raise awareness on road safety issues and the development of a road safety “board game” in 2023.

**Table 8:** Self-reported assessment of implementation progress of federal measures related to road user behaviour (for the complementary regional measures: see text)

B2	Safe Road User Behaviour	Baseline Assessment (2021)	Progress (2021-2023)
1	Enforcement	medium	on track
2	Education	low	on track
3	New drivers training	-	-
4	Communication campaigns	medium	on track
5	Measures for vulnerable road users	medium	on track
6	Measures for professional drivers	-	-
7	Other	low	on track

Based on the self-reported assessment, in the region of **Brussels** implementation of the measures related to enforcement and training of new drivers has been delayed, while measures in the remaining areas are on track. Among these measures are facing offences of all kinds, development of an educational continuum, annual campaigns on main road killers, more targeted actions on the ground/social networks on an ongoing basis and development of awareness-raising aids to remind people of the traffic rules.

In the region of **Flanders** implementation of the measures related to professional drivers has been delayed, while measures in the remaining areas are on track. Among these measures are new administrative regulations, which allow the increase of the number of (local) speed trajectory controls, continuing educational activities, together with new actions such as a flyer with a comprehensive overview of the do's and don'ts for cyclists, reformation of driver's training based on the results of an evaluation study, regular road safety campaigns, together with extra initiatives in collaboration with public broadcasting services and famous singer/tv-personalities, new initiatives to assess near crashes with the use of cameras and drones, specific actions for motorcyclists (e.g. yearly day of the motorcyclist), and different actions with regards to blind spot.

In the region of **Wallonia** among the measures are sensibilisation activities about speeding, driving under influence of alcohol and drugs, distraction and better road share among road users. There are also educational activities in schools and for road users, distribution of breathalyzer terminals, specific studies on bicycle crashes.

### *Safe Speeds*

Regarding the **Safe Speeds** pillar, at federal level, only measures related to the enforcement of speeding are considered. The federal level is assessed as low in this road safety area. Given the

fact that this is mostly a regional competence one measure is included in this pillar, which concerns the systematic reduction (or even abolition) of the quota and operational tolerance margins for speed infractions. The first phase concerns highways and the second phase concerns regional roads. It is noted however that speed is mostly a regional competence.

**Table 9:** Self-reported assessment of implementation progress of federal measures related to safe speeds (for the complementary regional measures: see text)

B3	Safe Speeds	Baseline Assessment (2021)	Progress (2021-2023)
1	Update of speed limits	-	-
2	Enforcing speed limits	low	on track
3	Campaigns on speeding	-	-
4	Monitoring speeding	-	-
5	Other	-	-

Based on the self-reported assessment, in the region of **Brussels** implementation of the planned measures related to the update of speed limits and monitoring speeding has been completed, while measures in the remaining areas are on track. Among these measures is the implementation of the 30km/h speed limit inside the city (on around ten roads), while the speed limits set at 50km/h are regularly reviewed. Also, the region is rolling out programmes for the deployment of fixed speed and speed/light checkpoints . Regular campaigns on speed are conducted as well. Finally, speed is monitored through annual speed measurements at 80 points and continuously by a dashboard displaying current speeds.

In the region of **Flanders**, measures related to the update of speed limits have been planned. An assessment framework for speeds within urban areas is available to support local authorities. Regional road administration has its own assessment framework for regional roads. In the region of **Wallonia** local decisions to decrease speed limits on rural roads / tests are in progress for dynamic speed limits. Measures related to enforcement are on track, including operation of more speed cameras.

### Safe Roads

Regarding the **Safe Roads** pillar, at federal level, two measures related to the city mobility and safety plans have been planned. This pillar is also more a regional competence than a federal one; thus, most measures are planned at regional level. Based on the self-reported assessment, Belgium starts from a low level in this area, while the measures are on track. More specifically, the use of bicycles within the police force has been encouraged, as well as courtesy between road users. In addition, several legislative procedures to improve safety at crossings are underway but on hold due to other priorities.

**Table 10:** Self-reported assessment of implementation progress of federal measures related to safe roads (for the complementary regional measures: see text)

B4	Safe Roads	Baseline Assessment (2021)	Progress (2021-2023)
1	City mobility & safety plans	low	on track
2	Urban infrastructure for VRUs	-	-

3	Rural roads safety interventions	-	-
4	Motorways safety management	-	-
5	Road design standards	-	-
6	Road safety audit and inspection	-	-
7	Other	low	delayed

For the region of **Brussels**, no roads outside urban areas exist and motorways account for less than 5km of the regional road network, thus, no measures related to rural roads safety interventions and motorways safety management have been considered. Among the planned measures are the implementation and monitoring of actions under the Good Move regional mobility plan. Also, in relation to VRUs, an annual programme of rapid interventions has been drawn up to make pedestrian crossings/school approaches safer, give credibility to 30km/h lanes, make 50 km/h lanes safer, make ZCA safer (for all modes of transport), complete the cycle network, etc. Also, handbooks related to road safety designs exist and are being updated, and technical recommendations are being developed to support the 30km/h speed limit inside city and in school areas.

In the region of **Flanders**, measures for all areas have been planned, except rural roads safety interventions and motorways safety management. The region starts from a medium level in all areas of the pillar and all measures are on track. These measures include annual campaigns on safety in road works, government subsidies for infrastructural measures in school environment on regional and local roads. Concerning interventions related to VRUs' safety, measures related to providing a high-quality, comfortable, recognisable and forgiving cycling infrastructure and pedestrian crossings are on track.

Additionally, 125 traffic light-controlled intersections were adapted according to the action plan, intelligent traffic lights have been introduced through the Mobilidata program, and an annual black spot program is being executed (and currently evaluated). Also, audits and inspections are being performed on the network under directive 2019/1936, as well as audits 'light' on the underlying road network.

The region of **Wallonia** starts from a medium level in the pillar of Safe Roads. 15 measures are included in all areas, except rural roads safety interventions and motorways safety management. All measures are on track and include continuation of the action plan for pedestrian crossings on 2X2 strip roads, elimination of visibility mask for pedestrians 5m before all pedestrian crossing, increase in parking for two-wheelers, checking the practicability of pedestrian and cycle paths, intensification of the maintenance of sidewalks and cycle paths, introduction of more 20km/h and 30km/h zones in urban areas, diversion plans during construction sites (for active modes), quality pedestrian surfaces, improvement of the visual contrast of markings, equipment and street furniture, development of temporary pedestrian facilities, systematization of tactile slabs and lowering sidewalks, definition of typologies of road, establishment of a single repository of equipment to be placed depending on the road type, compliance with security criteria.

### *Safe Vehicles*

In relation to the pillar of **Safe Vehicles**, at federal level, one measure is considered which concerns taking greater account of vehicle weight in road safety. Several (publicly available) studies were performed by Vias concerning the link between vehicle weight and the

consequences for road users in a road crash. It is noted that this pillar is more a regional competence rather than federal; thus, most measures are planned at regional level.

**Table 11:** Self-reported assessment of implementation progress of federal measures related to safe vehicles (for the complementary regional measures: see text)

B5	Safe Vehicles	Baseline Assessment (2021)	Progress (2021-2023)
1	Fleet renewal	-	-
2	Promotion of ADAS	-	-
3	Technical vehicle inspection	-	-
4	Automation preparation	-	-
5	Other	low	completed

The region of **Brussels** has two planned measures related to fleet renewal and promotion of ADAS, however, their implementation has not started yet.

In the region of **Flanders**, measures for the areas of promotion of ADAS and vehicle technical inspections have been planned. Based on the self-reported assessment, the region starts from a high level in the area of promotion of ADAS and from a medium level in the area of vehicle technical inspections. The implementation of measures of the latter area has been completed, with technical inspections for second-hand motorcycles and motorcycles after a crash being introduced. Related to ADAS, in the Mobilidata program, governments, companies and researchers work together to bring innovative technological traffic solutions to road users.

For the region of **Wallonia**, measures related to vehicle technical inspections are only considered, which have been completed. These measures concern no mandatory periodic technical inspection for motorcycles, mandatory technical inspections in the event of resale or post-crash of motorcycles, formalisation of authorized modifications and development of noise controls for motorcycles.

#### *Post Crash Care*

Regarding the **Post-Crash Care** pillar, measures are included in the inter-federal plan.

In the region of **Brussels**, the implementation of the planned measures related to post-crash care has not started yet.

**Table 12:** Self-reported assessment of implementation progress of federal measures related to post crash care (for the complementary regional measures: see text)

B6	Post Crash Care	Baseline Assessment (2021)	Progress (2021-2023)
1	Reduce EMS reaction time	-	-
2	Support people injured	-	-
3	Other	-	-

## 4.2. Best Practices

Examples of best practices are available for Belgium at both federal and regional level per pillar:

### Road Safety Management

At federal level:

- Establishment of a public prosecutor's office focused solely on road safety infractions.
- Further improvement of data on seriously injured road users by linking police and hospital data in a study with Vias.

In the region of Brussels:

- Support for local authorities to draw up a road safety action plan based on the regional plan, subsidies to hire a person for 3 years.
- A specific budget has been set aside for road safety actions, to be financed by speeding fines.
- Road crash data will be made available to communities and police areas in the form of a dashboard.

In the region of Flanders:

- [Assessment Frameworks](#): Workbooks and vademecums on specific road safety topics for both road managers and road users are developed in the context of the Flemish Road Safety Plan 2021-2025. Assessment frameworks for speed limits inside urban areas and for conflict-free regulation in Flanders have been published. The assessment framework for pedestrian crossing facilities is currently being developed.

### Safe Road User Behaviour

At federal level:

- Systematic alcohol and drug checks by police after a crash.
- When receiving a traffic fine for certain traffic offences, offenders receive an extra page with information on the related safety issues to raise awareness. In the near future, the offender will watch a testimonial video when paying a fine online.
- A free and interactive road safety "board game" was developed in which the participants engage in a dialogue to explore the different aspects of road safety.

In the region of Brussels:

- Teaching sheets for secondary schools on speeding and blind spots (science lessons), driving under the influence (as part of French lessons, citizenship, etc.).
- An annual awareness-raising schedule is drawn up on the basis of crash data and observed risk behaviour.
- Awareness-raising materials will be made available on a WIKI for partners who wish to use them.
- Development of road safety training for the construction industry and specifically for van drivers.

In the region of Flanders:

- [Safe cycling lasts the longest](#): A practical guide including tips and explanations for

cycling more safely and with more confidence.

- [Evaluation of revamped driving course to obtain category B licence](#): A study aimed at the evaluation of the driver training reforms implemented since 2017.
- [Campaign on the use of mobile phone in traffic](#): Campaign videos on the dangers for using the mobile phone in traffic.
- [Mobility Innovative Approach](#): A pilot study combining anonymised big data and artificial intelligence with human translation in order to proactively detect and analyse unsafe traffic situations.

In the region of Wallonia:

- Breathalyzer terminals are lent to organizers of festive events throughout Wallonia
- Awareness campaigns are organised throughout the year on road safety killers.

## Safe Speeds

In the region of Brussels:

- Since 2021, the speed limit has been lowered to 30km/h throughout the city, except on the main axes.
- Zero-tolerance pilot project for speeding, provision of measured speed data to prioritise areas to be controlled, installation of 14 new speed camera posts in 2023, rapid refurbishment of faulty speed cameras.
- Campaigns on speeding by putting users in a personal situation via a virtual reality experience.
- The annual evaluation of the Ville 30, with the evolution of speeds, is communicated each year to the public authorities.

In the region of Flanders:

- [Assessment Framework for speed limits](#): In 2021, a new assessment framework was published to support road managers in determining speed limits in urban areas, emphasising on the safety of active road users. The assessment framework offers municipalities a handle in determining which roads are eligible for a maximum speed of 30 km/h.

## Safe Roads

In the region of Brussels:

- Establishment of 50 neighbourhoods, where through-traffic is greatly reduced.
- Programme to neutralise the 5m before crossings without traffic lights to improve mutual visibility between pedestrians and drivers; all crossings on regional roads have been treated by 2022-2023.
- Development of 70 km of bike lanes.
- 12 technical data sheets for controlling speeds in a 30 km/h town have been developed.
- All projects on roads in the car +, public transport + and HGV plus networks are subject to the audit procedure, while plans outside the procedure are subject to an opinion from Road Safety.

In the region of Flanders:

- [Campaign on road safety in work zones](#): Campaign videos have been published to raise awareness on road safety at work zones.

- [Alternatives to zebra crossings](#): An assessment framework for pedestrian crossing facilities is currently being developed. Within this framework alternatives to zebra crossings are proposed as safer options for pedestrian crossings to local authorities.
- [Assessment framework for conflict-free regulation](#): An assessment framework has been published aiming at making intersections conflict-free by means of the traffic light regulation in Flanders.
- [High Risk Locations](#): A dynamic list has been developed which uses recent crash data in order to identify high risk locations by giving scores to road crashes depending on their severity and the involvement or not of vulnerable road users (pedestrians, bicycles and mopeds).
- [Reporting risk locations](#): The Flemish Government has developed a website where citizens can find information about the road network in Flanders and report issues that should be addressed in specific locations.
- [Citizens4Safety](#): It is an online reporting point of a city or municipality where citizens can report bottlenecks and dangerous traffic situations they encounter. This platform is also used by the local governments to provide feedback on the reports submitted by citizens.

In the region of Wallonia:

- The website [securotheque.wallonie.be](https://securotheque.wallonie.be) provides information for road managers and all citizens.

## Safe Vehicles

In the region of Flanders:

- [Mobilidata](#): Mobilidata developed innovative, technological traffic solutions in consultation with governments, researchers and developers, to make traffic safer, smoother, more sustainable, and more comfortable for all road users. These deliver many benefits, such as better route advice, tailored traffic notifications and smoother green lights at intelligent traffic lights. During 2023 and 2024, road users in Flanders were gradually able to start using all applications.
- [Technical inspection of motorcycles](#): In 2023, Flanders introduced the motorcycle inspection, more specifically for motorcycles over 125 cc for second-hand sales and after a crash.

In the region of Wallonia:

- Technical inspection of motorcycles: in 2023, Wallonia introduced the motorcycle inspection, more specifically for motorcycles over 125 cc for second-hand sales and after a crash.

## 4.3. Gaps

One common gap referred by the national representatives at both federal and regional level concerns the **low access and information to police activities and the statistical results of these activities**. Also, the automatic detection of traffic violations by smart cameras (e.g. detect the use of mobile phone while driving, safety distances) remains a difficulty, due to GDPR discussions.

Another common gap referred to is the **lack of human resources**. In the region of Brussels, human resources have been reported as a gap for the implementation of measures concerning

enforcement, new drivers training, fleet renewal, promotion of ADAS, as well as for both areas of the post-crash care pillar. In the region of Wallonia, the constraint of human resources is reported for the area of the national road safety authority.

In addition, at federal level, no consensus was reached for the introduction of a progressive penalty system to combat recidivism. **Data related issues** are also reported, and more specifically, further cooperation with the insurance companies is needed to improve data collection. Also, more data and linking (especially for crash data from various sources, such as hospitals, police and insurance companies) is needed to have a more detailed view on the safety of vulnerable road users.

Finally, **budget constraints** are reported for the region of Wallonia concerning the implementation of measures related to the road safety observatory and execution of large and impactful campaigns.

## 5. Conclusions and Recommendations

In the federal road safety action plan 2021-2025 of Belgium, the targets of **halving the number of road fatalities and serious injuries by 2030** have been set. Also, a 50% reduction in risky behaviour is proposed as a target. In total, 32 measures are included in the federal road safety action plan for the period 2021-2025.

Belgium is planning an evaluation of the plan at the end of 2025 and will then prepare a new plan 2026-2030. A new traffic code is foreseen for 2026.

In 2024, Belgium, with 40 fatalities per million inhabitants, **performs better than the EU on average** in terms of fatality rates (12<sup>th</sup> out of 27 Member States in 2024). Compared to the EU average, the distribution of fatalities in Belgium shows a relatively high proportion of cyclist fatalities and fatalities occurred on motorways.

Between 2019-2024, the number of fatalities decreased by 27%, indicating that Belgium is **on track to meet the 2030 target of halving road fatalities**. On the other hand, with a decrease of 17% in serious injuries over the period 2019-2024, Belgium **needs to do more to meet the 2030 target of halving serious injuries**. This may be attributed to several reasons, such as the increased exposure of vulnerable road users (electric scooters, electric bikes, speed pedelecs, etc.), the increased number of SUV's on roads, ageing population, low probability of getting caught by police, etc. Overall, in Belgium, road crash fatalities and serious injuries declined for all road user types examined, apart from cyclists.

Regarding the implementation of the road safety actions foreseen in the federal road safety action plan for the period 2021-2023, **progress has been made in most road safety areas**. Based on the self-reported assessment, at federal level, out of the 26 road safety areas examined, 10 are well on track, 2 are completed, 1 has been delayed and the remaining are not applicable mainly due to the fact that these areas belong to the competence of the regions. The implementation progress of the regional action plans varies in the three regions of Brussels, Flanders and Wallonia.

There are several **challenges** in implementing the road safety strategy, including different competences (federal, regional, local), shortage in budget/personnel, etc. One common gap

referred by the national representatives at both federal and regional level concerns the lack of complete and reliable data to base policy on. On the one hand, police data may not be complete, implying under-registration. As for data owned by insurance companies, this is still an unexplored source for in-depth research, for example.

Finally, the implementation progress of the foreseen actions in Belgium is broadly well on track, and this is reflected in the evolution of road fatalities. Still, **the number of serious injuries is currently not on target set for this period**. The possible way forward to address this could be by:

- supporting the regions with the least progress in the implementation of the regional strategic plans,
- intensifying inter-federal cooperation,
- enhancing data sharing between road safety stakeholders (especially from police and insurance companies) in order to better monitor road safety progress,
- exploring any other relevant activities with emphasis on those relating to the prevention of serious injuries.