



Brussels, 19 February 2026  
(OR. en)

6516/26  
ADD 4

TRANS 86

#### COVER NOTE

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

date of receipt: 13 February 2026

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

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No. Cion doc.: SWD(2026) 36 final

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Subject: COMMISSION STAFF WORKING DOCUMENT Monitoring Road Safety Progress in the EU - Croatia 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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Delegations will find attached document SWD(2026) 36 final.

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Encl.: SWD(2026) 36 final



Brussels, 13.2.2026  
SWD(2026) 36 final

## COMMISSION STAFF WORKING DOCUMENT

### Monitoring Road Safety Progress in the EU - Croatia

*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**

{COM(2026) 77 final} - {SWD(2026) 33 final} - {SWD(2026) 34 final} -  
{SWD(2026) 35 final} - {SWD(2026) 37 final} - {SWD(2026) 38 final} -  
{SWD(2026) 39 final} - {SWD(2026) 40 final} - {SWD(2026) 41 final} -  
{SWD(2026) 42 final} - {SWD(2026) 43 final} - {SWD(2026) 44 final} -  
{SWD(2026) 45 final} - {SWD(2026) 46 final} - {SWD(2026) 47 final} -  
{SWD(2026) 48 final} - {SWD(2026) 49 final} - {SWD(2026) 50 final} -  
{SWD(2026) 51 final} - {SWD(2026) 52 final} - {SWD(2026) 53 final} -  
{SWD(2026) 54 final} - {SWD(2026) 55 final} - {SWD(2026) 56 final} -  
{SWD(2026) 57 final} - {SWD(2026) 58 final} - {SWD(2026) 59 final}

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# Croatia

## 1. Summary

In 2024, Croatia was **24<sup>th</sup> out of the 27 EU countries**, with 62 road fatalities per million inhabitants, which is well above the EU average (45). Compared to 2019, a decrease of 20% in road fatalities was achieved. In 2024, 3,238 people were seriously injured in road crashes, which is 30% higher than the respective figure in 2019.

Compared to the EU average, the distribution of fatalities in Croatia showed a relatively high proportion of fatalities on urban roads, especially for passenger car occupants.

In the National Road Safety Plan of Croatia, the **target of halving the number of road fatalities in 2030** compared to 2019 has been set. Also, the targets of halving the numbers of crashes resulting in fatalities and serious injuries compared to 2019 have been defined. In addition to the above general targets, Croatia has set 12 additional targets. A total of **190 activities** categorised into **71 measures** and **thirteen areas of action** are included in the National Road Safety Plan.

Based on the latest available data for 2024, Croatia is **close to being on track to meet the 2030 target of halving the number of road fatalities**, with a 20% reduction since 2019. However, Croatia falls short of meeting the remaining two general targets set in the Plan, with the observed number of crashes resulting in fatalities and serious injuries being higher than the target values in 2024.

Regarding progress in the implementation of the measures foreseen in the Plan, there is a **smooth implementation flow without any particular gaps** being reported. Based on the self-reported assessment, the implementation of the measures in 15 areas has been completed and measures in 9 areas are on track. The baseline is assessed as high for 14 out of the 26 road safety areas and as medium in 11 areas.

A series of **best practices** are available for Croatia. They include the updated Road Traffic Safety Act and the development of decrees for the technical inspection of vehicles in relation to fully automated vehicles. Also, ITS solutions have been provided at identified isolated pedestrian crossings to increase pedestrian safety. Furthermore, there has been an emphasis on enforcement, with 87 speed cameras being installed in the last 3 years and a continuous supply of speed measurement devices and enforcement vehicles. A National Bicycle Transport Development Plan for the period 2023-2027 has been prepared. Measures have been taken to increase motorcycle safety on high-risk sections of national roads. Finally, subsidies are granted for the purchase of new energy-efficient vehicles with a view to renewing and upgrading the vehicle fleet.

Finally, progress in the implementation of the foreseen actions is well on track, which is reflected in the evolution of the number of fatalities, with **Croatia being close to meeting the 2030 target**. However, Croatia still remains one of the countries with the highest fatality rates in the EU and more effort appears to be needed to reach the additional general targets set. Possible ways to address this could be:

- reviewing the degree of implementation of the actions,
- exploring any other relevant activities with emphasis on urban road infrastructure, vulnerable road users and post-crash care.

## 2. Road Safety Strategy and Measures

### 2.1. Road Safety Strategy

The new **National Road Safety Plan** of the Republic of Croatia for the period 2021–2030 has as its main objective the further improvement of road safety, primarily by reducing the number of road fatalities, as well as by reducing the number of crashes and consequences arising from them. The Plan is in line with global and European documents, especially the objectives defined by the EU Road Safety Policy Framework 2021–2030 – Next Steps towards Vision Zero, and the Stockholm Declaration on Road Safety (the outcome document of the Third Global Ministerial Conference on Road Safety 'Achieving Global Goals 2030').

A Working Group appointed by the Minister of the Interior is in charge of its implementation. Financing or co-financing of the implementation of measures and activities is provided from several sources. The decisions on the priorities and method of financing the measures and activities is made by the Working Group<sup>1</sup>.

**Table 5.1:** National Road Safety Plan

Croatia	
Timeframe	2021-2030
Lead Authority	Ministry of Interior, Police department for road safety (drafted by FPZ)
<b>Link</b>	<a href="https://mup.gov.hr/UserDocsImages//2022/06//NPSCP%2021-30_engl.pdf">https://mup.gov.hr/UserDocsImages//2022/06//NPSCP%2021-30_engl.pdf</a>

### 2.2. Road Safety Governance

The Ministry of the Interior, the Ministry of Sea, Transport and Infrastructure, the Ministry of Justice, the Ministry of Science and Education, the Ministry of Health, the Croatian Insurance Bureau, the Faculty of Transport and Traffic Science, the Croatian Auto Club (HAK), the Centre for Croatian vehicles, the Croatian motorways and the Croatian Roads are responsible for the **formulation of the national road safety strategy**.

The Ministry of Interior is responsible for the **monitoring of road safety developments** in the country.

### 2.3. Main Safety Issues

According to the National Road Safety Plan of Croatia, based on the national road safety statistics of the period 2011-2019, some key issues are identified:

- **Passenger cars** are involved in the vast majority of road crashes resulting in fatalities and serious injuries (57%).
- **Two-wheeled vehicles** are involved in a high percentage of crashes resulting in fatalities (20%).

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<sup>1</sup> [https://mup.gov.hr/UserDocsImages//2022/06//NPSCP%2021-30\\_engl.pdf](https://mup.gov.hr/UserDocsImages//2022/06//NPSCP%2021-30_engl.pdf)

- The number of crashes resulting in fatalities and serious injuries was particularly high **inside urban areas** (74%).
- **Speed** is the leading cause in a total of 39% of crashes resulting in fatalities and serious injuries.
- **Alcohol** as the potential cause was recorded in 23% of serious crashes.
- **Reckless driving** was one of the potential causes of as many as 59% of serious crashes. Reckless driving refers to improper driving and violation of traffic rules (including speeding and drink-driving).

## 2.4. Road Safety Targets

The following general targets have been set at the National Road Safety Plan 2021-2030 of Croatia:

- By 2030, a **50% reduction in fatalities** compared to 2019 (from 297 to 148)
- By 2030, a **50% reduction in fatal crashes** compared to 2019 (from 279 to 139)
- By 2030, a **50% reduction in crashes resulting in serious injuries** compared to 2019 (from 2,213 to 1,106)

In addition to the above general targets, the Republic of Croatia sets the following targets:

**Table 5.2:** National road safety targets

Nr of serious road crashes	2019 (Baseline)	Target 2029
Safe speed	429	214
Not driving under the influence of alcohol, drugs and medicines	92	46
Safe driving	959	479
Safety of motorcyclists and moped riders	673	335
Prevention of distracted driving	274	137
Active transport modes	797	398
Professional drivers	349	174
Safety devices in vehicles		
Safe infrastructure		
Safe vehicles		
Fast and efficient emergency services		
Increased capacity of the traffic police and inspection services		

The potential expressed through other targets that should be achieved in order to meet the potentials of all areas of action.

## 2.5. Road Safety Measures

A total of **190 activities** categorised into **71 measures** and **thirteen areas of action** are included in the National Road Safety Plan of Croatia<sup>2</sup>.

**Table 5.3:** Road safety fields of actions and number of measures

Field of Actions	Measures	Activities
1. Safe Speed	8	22
2. Not driving under the influence of alcohol, drugs and medicines	3	8
3. Safe driving	7	21
4. Prevention of distracted driving	3	9
5. Safety of active transport modes	7	21
6. Safety of motorcyclists and moped riders	3	7
7. Safety of professional drivers	3	7
8. Safety devices in vehicles	2	4
9. Safe infrastructure	15	33
10. Safe vehicles	8	18
11. Fast and efficient emergency services	5	15
12. Increased capacity of the traffic police and inspection services	4	14
13. Database and data collection	3	11
<b>Total</b>	<b>71</b>	<b>190</b>

## 3. Road Safety Progress

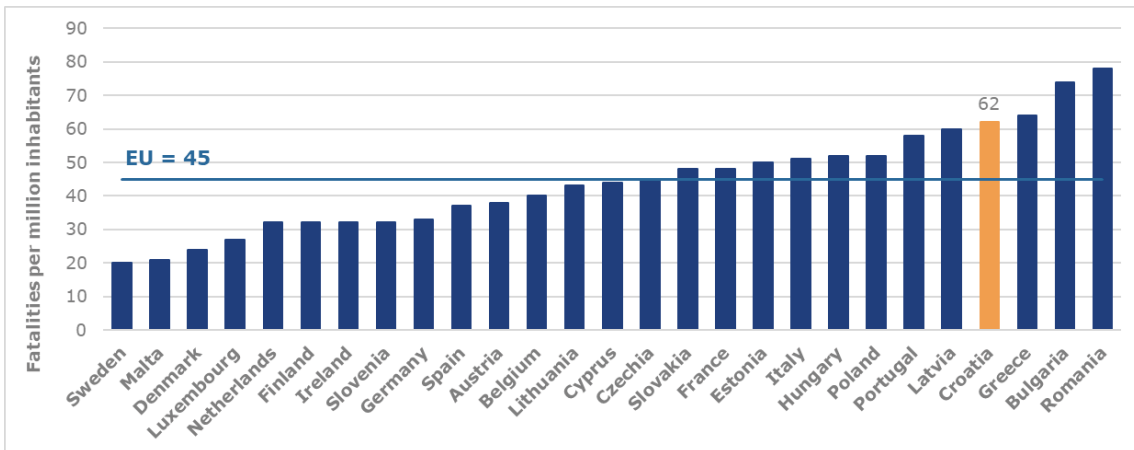
### 3.1. Road Safety Outcomes

Based on data for 2024, Croatia ranked **24<sup>th</sup> out of the 27 EU countries in terms of the lowest numbers of fatalities per million inhabitants**. In fact, 62 road fatalities per million inhabitants were recorded that year, which is substantially higher than the EU average (45).

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<sup>2</sup> [https://mup.gov.hr/UserDocsImages//2022/06//NPSCP%2021-30\\_engl.pdf](https://mup.gov.hr/UserDocsImages//2022/06//NPSCP%2021-30_engl.pdf)

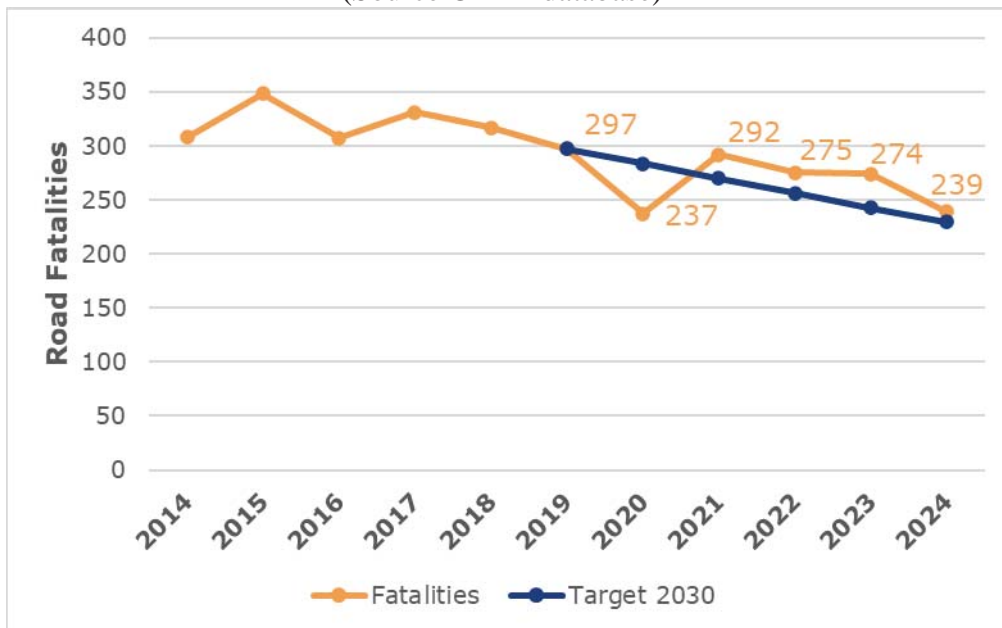
**Figure 5.1** Mortality rates by country, 2024



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

Compared to 2019, which is the baseline year for the target 2030 set in the Plan, a decrease of 20% in road fatalities compared was recorded in 2024. Thus, Croatia appears to be **close to meeting the 2030 target of halving road fatalities**. Between 2019 and 2024, the number of serious injuries increased by 30%.

**Figure 5.2** Road fatalities and target 2030  
(Source CARE database)<sup>3</sup>



However, based on the latest available data, Croatia does not appear to be close to meeting the remaining two targets of the Plan, with the observed number of crashes resulting in fatalities and serious injuries being higher than the target values in 2024.

<sup>3</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.

**Table 5.4:** Monitoring of road safety targets

	2019 (Baseline)	Target 2024	Observed 2024	Difference
<b>1. Number of road crashes resulting in fatalities</b>	279	215	219	<b>+4</b>
<b>2. Number of road crashes resulting in serious injuries</b>	2,213	1,710	2,894	<b>+1,184</b>

Compared to the EU average, the distribution of fatalities in Croatia shows a relatively high proportion of fatalities on urban roads, especially for passenger car occupants<sup>4</sup>. In fact, 53% of road fatalities and 71% of serious injuries occurred in road crashes inside urban areas in 2024.

An overview of the evolution of road fatalities and serious injuries during the period 2019-2024 is provided below for specific types of roads, crashes and road users. In Croatia, road fatalities declined by 20%, with the highest decrease being recorded for fatalities in single vehicle crashes (60%). On the other hand, the highest increases were recorded in fatalities on motorways, in multi vehicle crashes and PTW fatalities over the same period.

The number of serious injuries increased by 30% over the period 2019-2024. They increased in all categories examined below, except single vehicle crashes. The highest increase was recorded in serious injuries on motorways.

**Table 5.5:** Evolution of road fatalities, 2019-2024

Fatalities	2019	2024	% in 2024	% change 2019-2024
Total road fatalities	297	239	-	<b>-20%</b>
Inside urban areas	164	126	53%	<b>-23%</b>
Outside urban areas	115	84	35%	<b>-27%</b>
Motorways	18	29	12%	<b>+61%</b>
Single vehicle crashes	102	41	17%	<b>-60%</b>
Multi vehicle crashes	153	187	78%	<b>+22%</b>
Car occupants	141	98	41%	<b>-30%</b>
PTW riders	55	71	30%	<b>+29%</b>
Cyclists	16	11	5%	<b>-31%</b>
Pedestrians	61	40	17%	<b>-34%</b>

<sup>4</sup> European Commission (2023), Country Profile Croatia. Road Safety Observatory. Brussels, European Commission, Directorate General for Transport.

**Table 5.6:** Evolution of serious injuries, 2019-2024

Serious Injuries	2019	2024	% in 2024	% change 2019-2024
Total serious injuries	2,488	3,238	-	<b>+30%</b>
Inside urban areas	1,812	2,312	71%	<b>+28%</b>
Outside urban areas	622	731	23%	<b>+18%</b>
Motorways	54	195	6%	<b>+261%</b>
Single vehicle crashes	805	798	25%	<b>-1%</b>
Multi vehicle crashes	1,366	2,199	68%	<b>+61%</b>
Passenger cars	989	1,227	38%	<b>+24%</b>
PTWs	639	913	28%	<b>+43%</b>
Cycles	269	336	10%	<b>+25%</b>
Pedestrians	421	431	13%	<b>+2%</b>

### 3.2. Road Safety Performance Indicators

The use of seat-belts in Croatia is considerably lower than the EU average. Also, the passenger car fleet of Croatia is older than the average European.

**Table 5.7:** Road Safety Performance Indicators, 2022 – 2025 (Source: ERSO, Country Profiles)

	Croatia		EU	
	2022	2025	2022	2025
<b>Speeding<sup>5</sup></b>				
% of passenger cars travelling within speed limits <sup>a</sup>				
Motorways	-	45.0	-	-
Rural Roads	-	65.0	-	-
Urban Roads	-	-	-	-
<b>Seat belt &amp; CRS use rates (%) <sup>a*,b</sup></b>				
Front	81.0	91.7	93.1	92.4
Rear	36.0	22.3	75.3	69.9
Child restraint systems (roadside observations)	-	82.4	67.0	83.3
Child restraint systems (in-vehicle inspections)	/	/	-	-
<b>Helmet use rates (%) <sup>a</sup></b>				
PTW driver	-	99.5	97.0	97.6
PTW passenger	-	99.3	94.4	97.0
Cyclist	-	11.8	37.8	34.5
<b>DUI of Alcohol<sup>c</sup></b> (self-reported)				
% of car drivers who have driven at least once in the last 30 days over the legal limit	-	-	11.8	11.8
<b>Driver Distraction <sup>a</sup></b>				
% of drivers not using hand-held mobile device/phone while driving	-	94.4	94.8	94.5

<sup>5</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.

	Croatia		EU	
	2022	2025	2022	2025
<b>Vehicle Safety</b>				
% of new passenger cars rated with 4 EuroNCAP stars and above <sup>a</sup>	-	-	83.6	82.7
Average age of passenger car fleet (years) <sup>d</sup>	14.8	13.4	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

#### *Road Safety Management*

Based on the self-reported assessment, Croatia starts from a medium level in two road safety areas related to **Road Safety Management** (National Road Safety Budget and Road Safety Legislation), from a low level in the area of the national road safety observatory and from a high level in the area of national road safety governance. In 2024, the measures related to the area of national road safety legislation were on track, while the implementation of the measures in the area of national road safety governance has been completed. No measures relative to the remaining two areas have been planned in Croatia.

**Table 5.8:** Self-reported assessment of implementation progress of measures related to road safety management

B1	Road Safety Management	Baseline Assessment (2021)	Progress (2021-2024)
1	National road safety authority	high	completed
2	National road safety budget	medium	not applicable
3	Road safety legislation	medium	on track
4	National road safety observatory	low	not applicable

In Croatia, there is a dedicated road safety fund for financing activities and measures of the National Road Safety Plan. Also, amendments to several laws and regulations related to road safety are in progress.

#### *Safe Road User Behaviour*

In relation to the pillar of **Safe Road User Behaviour**, Croatia starts from a high level in almost all road safety areas, except education and vulnerable road users. In 2024, most of the relevant measures to this pillar have been completed. The measures related to education and vulnerable road users are on track.

**Table 5.9:** Self-reported assessment of implementation progress of measures related to road user behaviour

B2	Safe Road User Behaviour	Baseline Assessment (2021)	Progress (2021-2024)
1	Enforcement	high	completed
2	Education	medium	on track
3	New drivers training	high	completed
4	Communication campaigns	high	completed
5	Measures for vulnerable road users	medium	on track
6	Measures for professional drivers	high	completed

More specifically, the capacity of the traffic police and inspection services has increased, with 87 speed cameras having been installed in the last three years. Regarding road safety education, there is a continuous education of young drivers, and education on road traffic safety principles is expanded to driving schools. Concerning campaigns, preventive-educational and promotional activities are implemented.

Concerning safety of vulnerable road users, the Croatian Roads Ltd. has installed ITS solutions at identified isolated pedestrian crossings to increase pedestrian safety, including smart traffic lights, variable message signs, and internally illuminated traffic signs.

Measures have also been taken to prevent drink- and drug- driving for professional drivers.

### *Safe Speeds*

Regarding the **Safe Speeds** pillar, Croatia starts from a high level in all related road safety areas. In 2024, the implementation of all planned measures was completed.

The update of speed limits is continuously carried out as part of projects for the treatment of black spots and targeted road safety inspections. Concerning speed enforcement, there is a continuous supply of fixed, stationary and portable speed measuring devices, as well as enforcement vehicles. Additionally, preventive-educational and promotional activities related to speeding have been carried out. Speed enforcement has been introduced on sections and sites with increased crash frequency.

**Table 5.10:** Self-reported assessment of implementation progress of measures related to safe speeds

B3	Safe Speeds	Baseline Assessment (2021)	Progress (2021-2024)
1	Update of speed limits	high	completed
2	Enforcing speed limits	high	completed
3	Campaigns on speeding	high	completed
4	Monitoring speeding	high	completed

## Safe Roads

Regarding the **Safe Roads** pillar, based on the self-reported assessment, the baseline is high in two areas (motorways safety management and Road safety audits and inspections), and medium in the remaining areas. In 2024, all measures were on track, while the implementation of the measures related to motorways safety management and road safety audits and inspections has been completed.

**Table 5.11:** Self-reported assessment of implementation progress of measures related to safe roads

B4	Safe Roads	Baseline Assessment (2021)	Progress (2021-2024)
1	City mobility & safety plans	medium	on track
2	Urban infrastructure for VRUs	medium	on track
3	Rural roads safety interventions	medium	on track
4	Motorways safety management	high	completed
5	Road design standards	medium	on track
6	Road safety audit and inspection	high	completed

More specifically, concerning city mobility and safety plans, focus is given on sustainable mobility, reducing traffic congestion, enhancing infrastructure, and ensuring safety for all road users. In this context, a National Bicycle Transport Development Plan has been prepared for the period 2023-2027.

Among the measures related to urban infrastructure for VRUs, analyses of traffic safety levels in school zones on state roads using the iRAP Star Rating for Schools methodology have been carried out leading to proposals for safety improvements.

Additional measures have been taken to increase motorcycle safety on specific sections of national roads.

Also, guidelines have been developed for the implementation of flexible barrier systems on motorways and for the design, installation, and maintenance of roadside barriers.

Regarding road safety audits and inspections, activities were carried out related to meeting the requirement that all newly designed roads should have a rating of at least three stars for all road users, depending on the road category and the anticipated traffic load by road user group. In Croatia, 24 road safety audits are in progress, covering project documentation, as well as audits during and after the completion of construction works.

## Safe Vehicles

In relation to the pillar of **Safe Vehicles**, Croatia starts from a high level in all areas, except fleet renewal. In 2024, the implementation of all planned measures for the examined period has been completed.

**Table 5.12:** Self-reported assessment of implementation progress of measures related to safe vehicles

B5	Safe Vehicles	Baseline Assessment (2021)	Progress (2021-2024)
1	Fleet renewal	medium	completed
2	Promotion of ADAS	high	completed
3	Technical vehicle inspection	high	completed
4	Automation preparation	high	completed

Activities to increase the share of electric vehicles are ongoing. The Environmental Protection and Energy Efficiency Fund subsidises the purchase of new energy-efficient vehicles in order to renew and refresh the vehicle fleet.

Additionally, educational activities are carried out on new safety systems in vehicles and how to use them. In this context, a brochure titled “Advanced Driver Assistance Systems for Vehicle Control” has been published.

Continuous adjustments to the technical inspections of vehicles in line with developments in vehicle technology are made. Regulations for the technical inspection of vehicles have been developed in relation to fully automated vehicles. Additionally, measures are taken to prepare systems, processes or infrastructure for automated operations.

#### *Post Crash Care*

Regarding the **Post-Crash Care** pillar, Croatia starts from a medium level in 2021 in both road safety areas. All measures of this pillar are on track.

The road traffic safety act sets out a safety passage for emergency vehicles. Promotional and educational activities are also carried out on the importance and how to create “emergency corridors” in case of road incidents.

**Table 5.13:** Self-reported assessment of implementation progress of measures related to post crash care

B6	Post Crash Care	Baseline Assessment (2021)	Progress (2021-2024)
1	Reduce EMS reaction time	medium	on track
2	Support people injured	medium	on track

## 4.2. Best Practices

A series of best practices are available for Croatia. The evaluation of their effectiveness on road safety results is in progress.

### Road Safety Management

- The Road Traffic Safety Act was passed and decrees were developed for the technical inspection of vehicles in relation to fully automated vehicles.

### Safe Road User Behaviour

- 87 speed cameras installed in the last 3 years.
- Expansion of education on road traffic safety principles in driving schools.
- Primary school competition "Safe in traffic".
- Croatian Roads Ltd. has installed ITS solutions at identified isolated pedestrian crossings to increase pedestrian safety including: smart traffic lights, variable message signs, and internally illuminated traffic signs.

### Safe Speeds

- Analysis of road safety levels in school zones on national roads throughout Croatia using the iRAP Star Rating for Schools methodology, with proposals for safety improvements.
- Introducing speed enforcement on sections and sites with increased crash frequency.

### Safe Roads

- National Bicycle Transport Development Plan for the period 2023-2027.
- Additional measures have been taken to increase motorcycle safety on the section of national road DC8 from Senj to Lukovo Šugarje (12 locations), as well as on national road DC25 (location "Takalice") and on national roads DC32 and DC66 (10 locations)
- 24 road safety audits are underway, covering project documentation, as well as audits during and after the construction works.

### Safe Vehicles

- The Environmental Protection and Energy Efficiency Fund is subsidizing the purchase of new energy-efficient vehicles in order to renew and rejuvenate the vehicle fleet.
- A Brochure titled 'Advanced Driver Assistance Systems for Vehicle Control' has been published.
- Ordinances on the technical inspection of vehicles were developed in relation to fully automated vehicles.

## 5. Conclusions and Recommendations

In the National Road Safety Plan of Croatia, the **target of halving the number of road fatalities by 2030** compared to 2019 has been set. Also, the targets of halving the number of crashes resulting in fatalities and serious injuries compared to 2019 have been defined. In addition to the above general targets, Croatia has set 12 additional targets. A total of 190 activities categorised into 71 measures and 13 areas of action are included in the National Road Safety Plan.

In 2024, Croatia, with 62 road fatalities per million inhabitants, ranked **24<sup>th</sup> out of the 27 EU countries in terms of road mortality**. Compared to the EU average, the distribution of fatalities in Croatia showed a relatively high proportion of fatalities on urban roads, especially for passenger car occupants.

However, between 2019 and 2024, a decrease of 20% in road fatalities was recorded, indicating that Croatia is **almost on track towards meeting the 2030 target of halving the number of road fatalities**. On the other hand, the number of serious injuries increased by 30% over the period 2019-2024. Based on the latest available data for 2024, Croatia is not on track to meet

the remaining two targets set in the plan, with the observed number of crashes resulting in fatalities and serious injuries being higher than the target values in 2024.

Regarding the implementation of the road safety actions foreseen in the national road safety action plan for the period 2021-2024, based on the self-reported assessment, there is a **smooth implementation flow without any particular gaps** being reported. The implementation of the measures in 15 areas has been completed and measures in 9 areas are on track.

Finally, progress in the implementation of the foreseen actions is well on track, which is reflected in the evolution of the number of fatalities. However, Croatia still remains one of the countries with the highest fatality rates in the EU and more efforts are needed to reach the additional general targets set. Possible ways to address this could be:

- reviewing the degree of implementation of the actions and consider reinforcing the road safety measures accordingly,
- exploring any other relevant activities with emphasis on urban road infrastructure, vulnerable road users and post-crash care.