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COMMISSION STAFF WORKING DOCUMENT

Monitoring Road Safety Progress in the EU - Lithuania

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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1. Summary

In 2024, Lithuania was just below the EU average (45), with 42 fatalities per million inhabitants. Compared to 2019, an impressive decrease of 33% in road fatalities was achieved. In 2023, 490 people were seriously injured in road crashes, which is 59% higher than the respective figure in 2019.

Compared to the EU average, the distribution of fatalities in Lithuania showed a high proportion of car occupants and fatalities on roads outside urban areas. 49% of killed road users were car occupants in 2023 and 64% of road crash fatalities occurred on non-motorway roads outside urban areas. In addition, the number of serious injuries inside urban areas and among powered two wheelers has considerably increased between 2019 and 2023.

Lithuania has set the **targets of halving the numbers of road fatalities and serious injuries by 2030** compared to 2020. The road safety goals and programme for the decade 2021-2030 are defined by three key strategic documents in Lithuania. The Memorandum "On the Implementation of the Road Safety Program 'Vision Zero'" contains 42 road safety measures grouped into five pillars.

Based on the latest available data, Lithuania **is well on track to meet the 2030 fatality target**, with a 33% reduction since 2019. More specifically, the observed number of fatalities was about 11% lower than the target value for 2024. On the other hand, Lithuania is **not yet on track towards achieving the 2030 target of 50% reduction in serious injuries**.

Regarding the progress of the implementation of the road safety actions foreseen in the national strategy for the period 2021-2024, there is a **smooth implementation flow without any particular gaps** being reported. Lithuania starts from a medium level for most of the examined road safety areas (15 out of 26). Based on the self-reported assessment, the baseline is assessed as high for 10 road safety areas and as low in 1. The implementation of the measures in 7 road safety areas has been completed, while all remaining measures are on track.

Several **best practices** are available for Lithuania, including measures related to the pillars of safe speeds and safe roads. Some examples are the sustainable mobility plan of Vilnius, the increase in the length of cycle lanes, the automatic prevention of exceeding speed limits with the rented electric scooters and the installation of speed cameras on motorways.

The implementation progress of the foreseen actions appears to be well on track, which is reflected to some extent in the road safety performance in terms of fatalities, with Lithuania being well on track to reach the 2030 target. On the other hand, the upward trend in the number of serious injuries in Lithuania makes it necessary to take measures and explore any other relevant activities, with a focus on crashes inside urban areas and vulnerable road users.

2. Road Safety Strategy and Measures

2.1 Road Safety Strategy

The road safety goals and programme of Lithuania for the decade 2021-2030 are defined within three documents: the National Progress Plan for 2021-2030, the Transport Development Programme 2022-2030 and the Memorandum "On the Implementation of the Road Safety Program 'Vision Zero'".

The **National Progress Plan for 2021–2030** (NPP 2021–2030) was adopted by the Government resolution No. 998 on September 9, 2020. It was developed to define the key changes to be pursued over the decade 2021–2030, ensuring progress in social, economic, environmental, and security areas. To implement the changes outlined in NPP 2021–2030, national development programs are being prepared. Ten strategic goals for the decade 2021–2030 have been set. The strategic goals and progress objectives of NPP 2021–2030 are complemented by horizontal principles aimed at consistently and comprehensively shaping a specific approach and behaviour necessary for achieving all goals and objectives.

The **Transport Development Program 2022–2030** (Resolution of The Government of the Republic of Lithuania No. 245 March 16, 2022) is a strategic planning document setting out the strategic goal, the objectives and tasks aimed at reaching the goal, their evaluation criteria and the institutions implementing the Program. The Ministry of Transport and Communications, the Ministry of the Interior, the Ministry of Health, and the Ministry of Education, Science, and Sports, within their areas of competence, are assigned to include the measures of the National Road Safety Program "Vision Zero" into their institutions' development programs (as progress measures or activities of progress measures while preparing descriptions of progress measures) or strategic activity plans (as measures of continuous activities).

On April 18, 2024, an interinstitutional **Memorandum “On the Implementation of the Road Safety Program “Vision Zero”**” was signed regarding the implementation of the measures of the national road safety program “Vision Zero”. The Memorandum sets the target of halving the number of road fatalities by 2030 compared to 2020. The memorandum was signed by representatives from the Ministries of Transport and Communications, Ministry of Interior, Ministry of Education, Science and Sport, Police, Fire and Rescue Department under the Ministry of Interior, the Association of Municipalities, and other institutions. The Memorandum includes 42 road safety measures, distributed among the 11 signatory institutions.

Table 18.1: National road safety strategy

Lithuania	
Timeframe	2021-2030
Lead Authority	Ministry of Transport and Communication
Links	<ol style="list-style-type: none"> 1. Government of the Republic of Lithuania Resolution September 9, 2020, No. 998 “On the Approval of the National Progress Plan for 2021–2030” 2. The Transport Development Program 2022–2030 3. Memorandum "On the Implementation of the Road Safety Program "Vision Zero"

Source: national sources

2.2 Road Safety Governance

The Ministry of Transport and Communications is responsible for the **formulation of the national road safety strategy**.

Also, the National Traffic Safety Commission (The Commission approved by the Government of the Republic of Lithuania consists of governmental bodies) and the Ministry of Transport and Communications are responsible for the **monitoring of road safety developments** in the

country.

2.3 Road Safety Targets

The following targets have been set at the National Road Safety Strategy 2021-2030 of Lithuania:

- By 2030, a **50% reduction in fatalities** compared to 2020
- By 2030, a **50% reduction in serious injuries** compared to 2020

In terms of fatality rates, the following target has been set:

- Reduction of fatalities from 63 fatalities/ million inhabitants in 2020 to **≤30 fatalities/ million inhabitants by 2030.**

Interim targets have been also set for 2025:

- By 2025, ≤45 fatalities/per million inhabitants
- By 2025, a 25% reduction in serious injuries compared to 2020

2.4 Road Safety Measures

A total of **42 road safety measures** grouped into **five pillars** are included in the Memorandum "On the Implementation of the Road Safety Program 'Vision Zero'" of Lithuania¹.

Table 18.2: Road safety pillars and number of measures

Pillar	Measures
1. Reducing traffic rule violations	17
2. Ensuring road infrastructure meets set requirements	14
3. Decreasing the number of technically unfit vehicles on the road	2
4. Improving emergency response after traffic crashes	4
5. Enhancing risk management of traffic crashes	5
Total	42

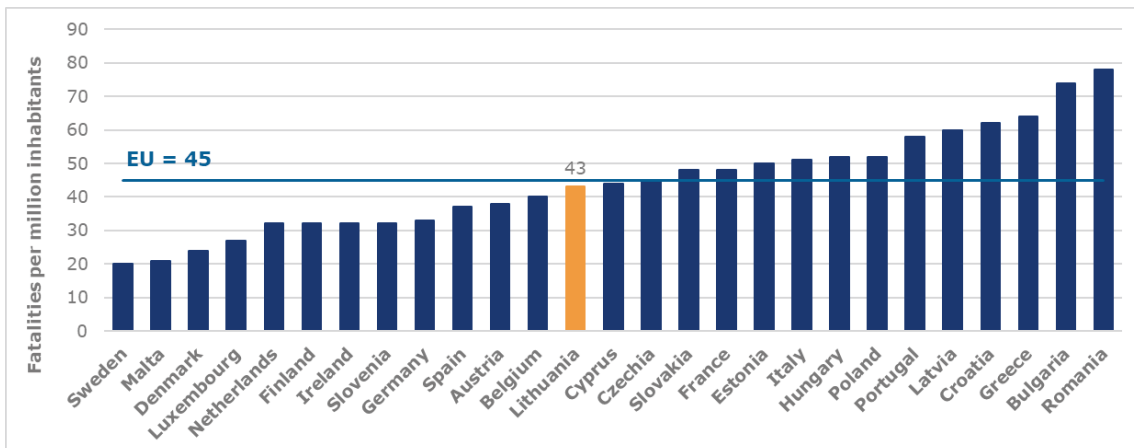
3. Road Safety Progress

3.1 Road Safety Outcomes

In Lithuania, 124 people were killed in road crashes in 2024 and 490 people were seriously injured in road crashes in 2023. Based on data for 2024, Lithuania ranked 13th out of the 27 EU countries in terms of the lowest numbers of fatalities per million inhabitants. In fact, 43 road fatalities per million inhabitants were recorded that year, which is just below the EU average (45).

¹ <https://sumin.lrv.lt/media/viesa/saugykla/2024/5/TjcIxQky6zA.pdf>

Figure 18.1 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 fatalities decreased by 33% compared to 2019². Therefore, Lithuania is **well on track to meet the 2030 target of halving the number of fatalities**. Also, the fatality rate per million inhabitants in 2024 (43) is about 14% lower than the target value for this year (50). Based on these data, Lithuania appears to be **well on track to meet the interim target of 45 fatalities per million inhabitants in 2025**.

Based on the latest available data, the number of serious injuries shows an increasing trend since 2018. In 2023, serious injuries increased by 59% compared to 2019. Thus, Lithuania is **not yet on track towards achieving the target of halving the number of serious injuries by 2030**. In addition, Lithuania may not meet the interim target of reducing serious injuries by 25% in 2025.

² For all Member States, 2019 has been used as the baseline year for the monitoring of 2030 targets in this report, which is used at EU level. Lithuania has set 2020 as the baseline year. Considering the national baseline, in 2024, the observed number of fatalities was 14% lower than the target value and in 2023, the number of serious injuries was 53% higher (170 serious injuries) than the target value.

Figure 18.2 Road fatalities and target 2030
(Source CARE database)

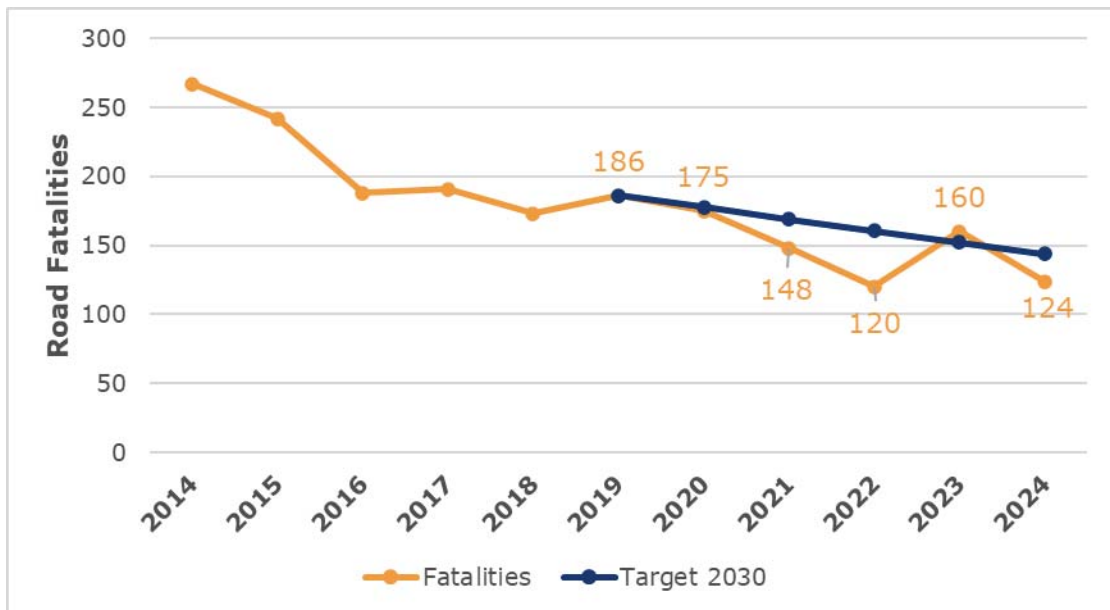
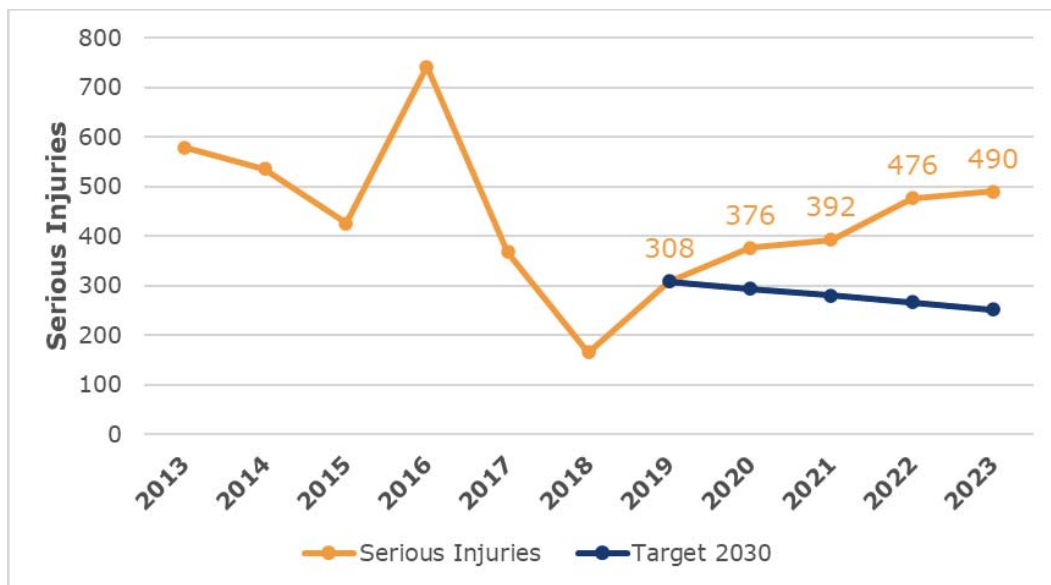


Figure 18.3 Serious road injuries
(Source: CARE database)



Compared to the EU average, the distribution of fatalities in Lithuania showed a high proportion of car occupants and fatalities occurred on roads outside urban areas³. In fact, 49% of killed people in road crashes were car occupants in 2023 and 64% of road crash fatalities occurred outside urban areas, on non-motorway roads.

An overview of the evolution of road fatalities and serious injuries for the years 2019 and 2023 (year with the latest available detailed crash data) is provided below for specific types of roads, crashes and road users. Overall, in Lithuania, **serious injuries increased** for all groups

³ European Commission (2023), Country Profile Lithuania. Road Safety Observatory. Brussels, European Commission, Directorate General for Transport.

examined, except on motorways. The increase in seriously injured people riding a bicycle and in single vehicle crashes was considerably higher than the increase in the total number of serious injuries.

On the other hand, the total number of **fatalities decreased** in 2023. The number of fatalities inside urban areas and pedestrian fatalities decreased by 47% and 42% respectively. Increases in road fatalities outside urban areas, on non-motorway roads, and among cyclists were also observed in 2023 compared to 2019.

Table 14.3: Evolution of road fatalities, 2019-2023

Fatalities	2019	2023	% in 2023	% change 2019-2023
Total road fatalities	186	160	-	-14%
Inside urban areas	89	47	29%	-47%
Outside urban areas	91	102	64%	+12%
Motorways	6	11	7%	-
Single vehicle crashes	26	31	19%	+19%
Multi vehicle crashes	160	129	81%	-19%
Car occupants	90	78	49%	-13%
PTW riders	19	20	13%	+5%
Cyclists	10	11	7%	+10%
Pedestrians	59	34	21%	-42%

Table 14.4: Evolution of serious injuries, 2019-2023

Serious Injuries	2019	2023	% in 2023	% change 2019-2023
Total serious injuries	308	490	-	+59%
Inside urban areas	173	284	58%	+64%
Outside urban areas	123	191	39%	+55%
Motorways	12	15	3%	+25%
Single vehicle crashes	28	58	12%	+107%
Multi vehicle crashes	280	432	88%	+54%
Car occupants	155	171	35%	+10%
PTW riders	37	66	13%	+78%
Cyclists	15	48	10%	+220%
Pedestrians	83	125	26%	+51%

3.2 Road Safety Performance Indicators

In Lithuania, the use of seat belts among the front passengers of passenger cars is higher and it is lower for rear passengers compared to the EU average. Lithuania's passenger car fleet is among the oldest fleets in the European Union.

Table 18.3: Road Safety Performance Indicators, 2022 – 2025 (Source: ERSO, Country Profiles)

	Lithuania		EU	
	2022	2025	2022	2025
Speeding⁴				
% of passenger cars travelling within speed limits ^a				
Motorways	76.8	83.0	-	-
Rural Roads	47.2	58.0	-	-
Urban Roads	36.4	31.0	-	-
Seat belt & CRS use rates (%) ^{a*,b}				
Front	98.0	98.3	93.1	92.4
Rear	62.4	28.9	75.3	69.9
Child restraint systems (roadside observations)	85.5	45.5	67.0	83.3
Child restraint systems (in-vehicle inspections)	68.6	/	-	-
Helmet use rates (%) ^a				
PTW driver	-	100.0	97.0	97.6
PTW passenger	-	99.8	94.4	97.0
Cyclist	-	28.1	37.8	34.5
DUI of Alcohol^c (self-reported)				
% of car drivers who have driven at least once in the last 30 days over the legal limit	-	-	11.8	11.8
Driver Distraction ^a				
% of drivers not using hand-held mobile device/phone while driving	96.5	97.5	94.8	94.5
Vehicle Safety				
% of new passenger cars rated with 4 EuroNCAP stars and above ^a	64.0	80.0	83.6	82.7
Average age of passenger car fleet (years) ^d	14.7	14.7	12.3	12.5

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

4. Monitoring Road Safety Strategy Implementation

4.1 Implementation Progress

Road Safety Management

Lithuania starts from a medium level in all road safety areas related to **Road Safety Management**, except for road safety legislation, the baseline of which is assessed as high. The implementation of all measures related to this pillar has been completed, while the measures related to road safety legislation are on track.

Concerning road safety legislation, new versions of the documents "Guidelines for the design

⁴ An EU average is not available for speeding, due to different legal speed limits among countries, which does not allow for a straightforward comparison.

and use of engineering road safety measures" and "Rules for fencing and traffic regulation of road workplaces" are currently being drafted, with a view to be adopted soon. A memorandum "Vision Zero" was signed in 2024.

Table 18.4: 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	medium	completed
2	National road safety budget	medium	completed
3	Road safety legislation	high	on track
4	National Road Safety observatory	medium	completed

Safe Road User Behaviour

In relation to the pillar of **Safe Road User Behaviour**, Lithuania starts from a medium level in 2021 in all road safety areas, except the areas of VRUs and professional drivers. The baseline of these two areas is assessed as high. All measures under this pillar are on track, while the implementation of the measures on professional drivers has been completed.

In Lithuania, police officers are regularly carrying out various control measures (drivers' use of mobile phones, pedestrian behaviour, etc.). Also, children are taught safe participation in traffic in kindergartens and schools, and various advertisements are used to raise awareness among adults. Various campaigns on social networks, media, and events are carried out as well.

Table 18.5: 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	medium	on track
2	Education	medium	on track
3	New drivers training	medium	on track
4	Communication campaigns	medium	on track
5	Measures for vulnerable road users	high	on track
6	Measures for professional drivers	high	completed

Safe Speeds

Regarding the **Safe Speeds** pillar, based on the self-reported assessment, Lithuania starts from a high level in the areas of enforcement and campaigns and from a medium level in the areas of update of speed limits and monitoring of speeding. In 2024, all measures of this pillar are on track.

Table 18.6: 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	medium	on track
2	Enforcing speed limits	high	on track
3	Campaigns on speeding	high	on track
4	Monitoring speeding	medium	on track

More specifically, in some city centres in Lithuania, the speed of electric microcars is limited to 15-20 km/h. Additionally, currently, there are 212 fixed speed cameras on state highways, of which 78 are instantaneous speed cameras and 134 are cameras, which monitor average speeds over a specific section of a road. Promotion of safe speeds through media are ongoing.

Safe Roads

Regarding the **Safe Roads** pillar, the baseline is assessed as high for all areas, except rural roads safety interventions and motorways safety management. The implementation of measures on city mobility & safety plans has been completed, while all remaining measures are on track.

Table 18.7: 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	high	completed
2	Urban infrastructure for VRUs	high	on track
3	Rural roads safety interventions	medium	on track
4	Motorways safety management	medium	on track
5	Road design standards	high	on track
6	Road safety audit and inspection	high	on track

More specifically, at the end of 2023, there were 1,775 km of cycle paths in Lithuania. Rural roads are inspected every 5 years, while motorway safety inspections are carried out every 3 years. Furthermore, a new version of the document "Guidelines for the Design and Use of Engineering Road Safety Measures" is currently under preparation. Finally, road safety audits are carried out on all roads and streets that are being designed, constructed or already in use for public traffic. All auditors must be certified and are supervised by the Transport Competence Agency.

Safe Vehicles

In relation to the pillar of **Safe Vehicles**, Lithuania starts from a medium level in the areas of fleet renewal and automation preparation, from a high level in technical vehicle inspections

and from a low level in promotion of ADAS. The implementation of the measures on vehicle technical inspections and automation preparation has been completed, while all remaining measures are on track.

Concerning the fleet renewal, public transport vehicles have been upgraded in order to be more environmentally friendly and adapted for persons with special needs. Currently, there are no measures for the promotion of ADAS.

Table 18.8: 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	on track
2	Promotion of ADAS	low	not applicable
3	Technical vehicle inspection	high	completed
4	Automation preparation	medium	completed

Post Crash Care

Regarding the **Post-Crash Care** pillar, Lithuania starts from a medium level in 2021 in both road safety areas and all measures are on track. Plans are underway to improve the quality of the emergency services, including provision of rescue services with modern rescue equipment and human resources. Also, updated medical kits must be carried in all motor vehicles.

Table 18.9: 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

Several best practices are available for Lithuania.

Safe Speeds

- Rental electric scooters automatically prevent speeding when entering a speed limit zone.
- According to statistical data, in 106 sections without speed cameras, from 2016 to 2020, 879 road users were injured and 82 killed in crashes. This averages to 176 injuries and 16 deaths per year. The situation changed drastically after the installation of speed cameras. In the same sections during 2022-2023, 189 road users were injured and 13 were killed. Thus, with the installation of speed cameras, road safety improved more than twofold.

Safe Roads

- The [Sustainable Mobility Plan of Vilnius municipality](#) has been published.
- In 5 years, the length of cycle paths in Lithuania increased by 32%.
- Speed cameras were installed on the country's main motorway by 2023.

5. Conclusions and Recommendations

In the Road Safety Strategy of Lithuania for 2021-2030, **targets of halving the numbers of road fatalities and serious injuries by 2030** compared to 2020 have been set. A total of 42 measures grouped into five pillars are included in the Memorandum "On the Implementation of the Road Safety Program 'Vision Zero'".

In 2024, Lithuania was **13th out of the 27 EU countries in terms of the lowest numbers of fatalities per million inhabitants**. Compared to the EU average, the distribution of fatalities in Lithuania shows a high proportion of car occupants and fatalities on roads outside urban areas. Based on preliminary data, between 2019 and 2024, the number of fatalities decreased by 33%, while the number of serious injuries increased by 59% over the period 2019-2023. Overall, in Lithuania, serious injuries increased for all groups examined, except on motorways. Increases were recorded only in road fatalities outside urban areas, on non-motorway roads, and among cyclists.

Regarding the progress of the implementation of the road safety actions foreseen in the Road Safety Strategy for the period 2021-2024, there is a **smooth implementation flow without any particular gaps** being reported. Based on the self-reported assessment, the implementation of the measures in seven road safety areas has been completed, while all remaining measures are on track.

The implementation progress of the foreseen actions appears to be well on track, which is reflected in the road safety performance in terms of fatalities, with Lithuania being well on track to reach the 2030 target. On the other hand, the upward trend in the number of serious injuries in Lithuania makes it necessary to take measures and explore any other relevant activities, with a focus on crashes inside urban areas and vulnerable road users.