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COMMISSION STAFF WORKING DOCUMENT

Monitoring Road Safety Progress in the EU - Luxembourg

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, Luxembourg was **well below the EU average** (45), with 27 road fatalities per million inhabitants. Compared to 2019, a decrease of 18% (albeit based on small absolute numbers) was achieved. In 2023, 346 people were seriously injured in road crashes, which is 40% higher than the respective figure in 2019. The majority of fatalities in 2023 were recorded in road crashes on roads outside urban areas. On the other hand, the majority of serious injuries were recorded in crashes inside urban areas.

Two **road safety action plans** have been in force during the examined period, covering the periods **2019-2023 and 2024-2028**. The latter was published in January 2025. In the first road safety action plan, a total of 31 road safety measures grouped into eleven road safety challenges were included, while in the action plan 2024-2028, 20 measures grouped into four fields of application were included. The **targets of halving road fatalities and serious injuries in 2030** compared to 2020 have been set.

Based on the latest available data, Luxembourg appears to have made reasonable progress and **is moving in the right direction towards meeting the 2030 target of halving the number of fatalities**. On the other hand, Luxembourg needs more efforts to meet **the 2030 target of halving the number serious injuries**. It is noted however that the small number of road crashes in Luxembourg may cause statistical distortions.

Regarding the progress of the implementation of the measures foreseen in the action plan 2024-2028, there is a **smooth implementation flow without any particular gaps** being reported. Luxembourg starts from a high level in most examined road safety areas. Based on the self-reported assessment, the baseline is assessed as high in 15 areas and medium in 5 road safety areas. The implementation of measures planned for this period has been completed in 10 road safety areas, while the measures in 7 areas are on track. On the other hand, the implementation of the measures in 3 areas has not started yet.

Despite the fact that the implementation progress of the foreseen actions is well on track, **the reduction in the number of seriously injured is still below the target set for this period**. The number of fatalities is small and subject to large annual fluctuations. The possible way forward to address this could be by either:

- reviewing the degree of implementation of the actions,
- exploring any other actions focussing on the three main road safety issues: speeding, driving under the influence of alcohol/drugs and driver distraction.

2. Road Safety Strategy and Measures

2.1 Road Safety Strategy

On May 13, 2019, the **Road Safety Action Plan 2019-2023** was published, which had been developed by the road safety working group. The working group, which brought together many stakeholders, decided to continue the Vision Zero strategy and adapt the action plan along the way in order to develop measures to reduce the number of road fatalities. This action plan featured 11 challenges and a total of 31 measures.

The next **National Road Safety Plan 2024-2028** was approved by the Government Council on 29 November 2024. It is in line with the international **'Vision Zero' strategy**. This action

plan focuses on prevention and awareness-raising, but also on cracking down on the main causes of serious and fatal crashes.

Table 19.1: National road safety action plans

Luxembourg	
Timeframe	2019-2023; 2024-2028
Lead Authority	Ministry of Mobility and Public Works - Department of Transport
Link	2019-2023: https://transports.public.lu/dam-assets/publications/20190513-plan-d-action-securite-routiere-2019-2023.pdf 2024-2028: https://gouvernement.lu/dam-assets/images-documents/actualites/2025/01/30-backes-pnsr/confrence-de-presse-pnsr.pdf

2.2 Road Safety Governance

The Ministry of Mobility and Public works is responsible for the **formulation of the national road safety strategy**.

The Ministry of Mobility and Public works and the Police are responsible for the **monitoring of road safety developments** in the country.

2.3 Main Safety Issues

According to national representatives, the main safety issues in Luxembourg, which are targeted in the new action plan, are the following:

- speeding
- driving under the influence (of alcohol or drugs).
- driver distraction

2.4 Road Safety Targets

The following targets have been set in the Road Safety Action Plan of Luxembourg¹:

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

2.5 Road Safety Measures

A total of **20 road safety measures** grouped into **four fields of application** are included in the road safety action plan 2024-2028 of Luxembourg².

¹ ITF (2023), Road Safety Annual Report 2023 – Country Profile Luxembourg, OECD Publishing, Paris. Available at:

<https://www.itf-oecd.org/sites/default/files/luxembourg-road-safety.pdf>

² <https://gouvernement.lu/dam-assets/images-documents/actualites/2025/01/30-backes-pnsr/confrence-de-presse-pnsr.pdf>

Table 19.2: Road safety fields of application and number of measures in Action Plan 2024-2028

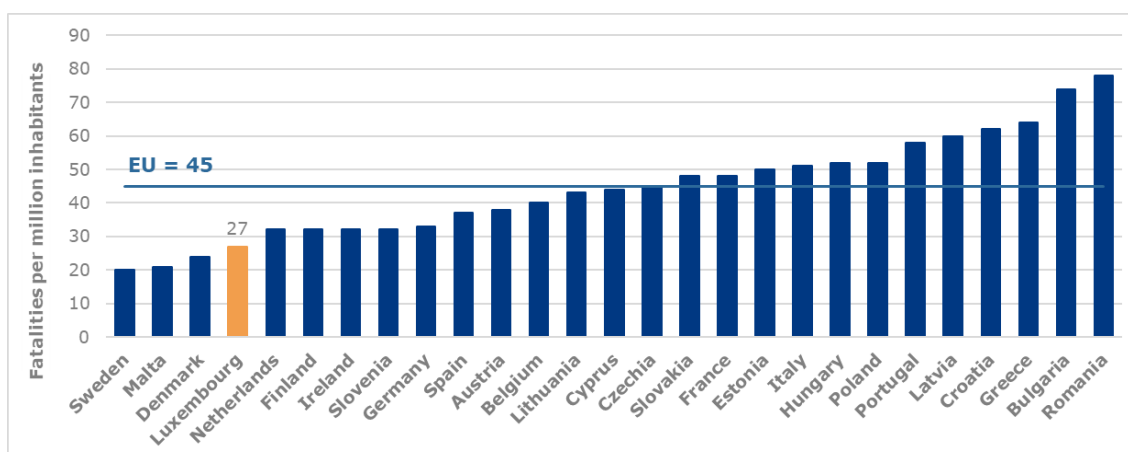
Field of application	Measures
1. Human behaviour	5
2. Legislation	7
3. Monitoring and control	4
4. Road Infrastructure	4
Total	20

3. Road Safety Progress

3.1 Road Safety Outcomes

In Luxembourg, 26 people were killed and 346 people were seriously injured in road crashes in 2023. Based on preliminary data for 2024, Luxembourg ranked **4th out of the 27 EU countries** in terms of the lowest numbers of fatalities per million inhabitants. In fact, 27 road fatalities per million inhabitants were recorded that year, which is well below the EU average (45).

Figure 19.1 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 18% compared to 2019. Thus, Luxembourg is moving in the right direction to meet the 2030 target of halving the number of fatalities³. It is noted that annual numbers of road fatalities in Luxembourg are particularly small and are, therefore, subject to substantial annual fluctuation.

On the other hand, the number of serious injuries increased by 40% between 2019 and 2023. Thus, Luxembourg may not meet **the 2030 target** of halving the number of serious injuries. More specifically, the observed number of serious injuries (346) was 1.7 times higher than the

³ 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. Luxembourg has set 2020 as the baseline year. Considering the national baseline, in 2024, Luxembourg is well on track to meet the 2030 target of halving road fatalities. In 2023, the number of serious injuries was about 1.9% higher than the target value for this year.

target value for 2023 (203 serious injuries).

Figure 19.2 Road fatalities and target 2030
(Source CARE database)⁴

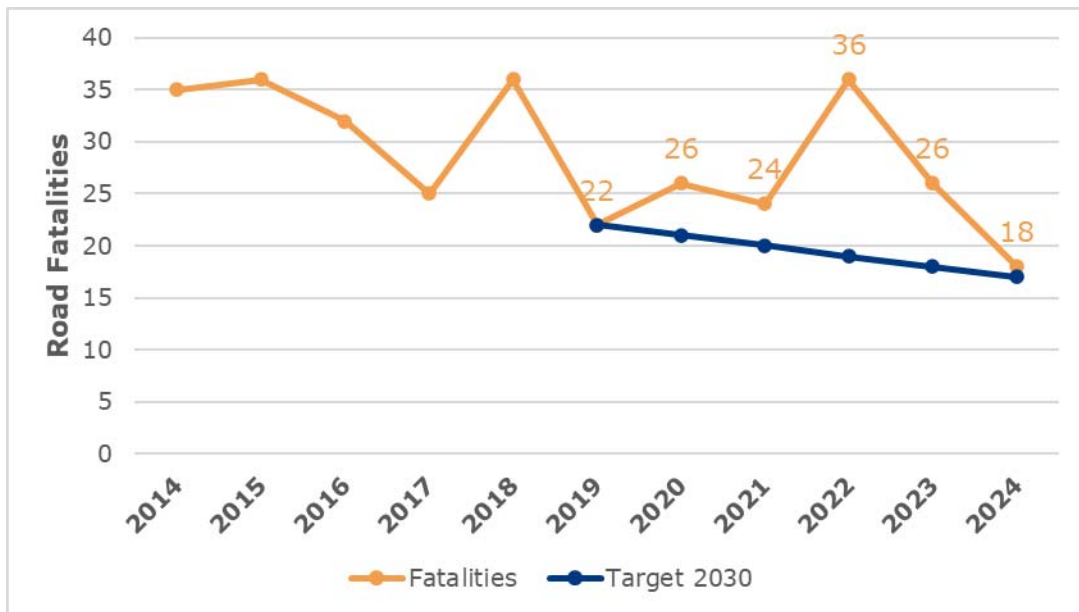
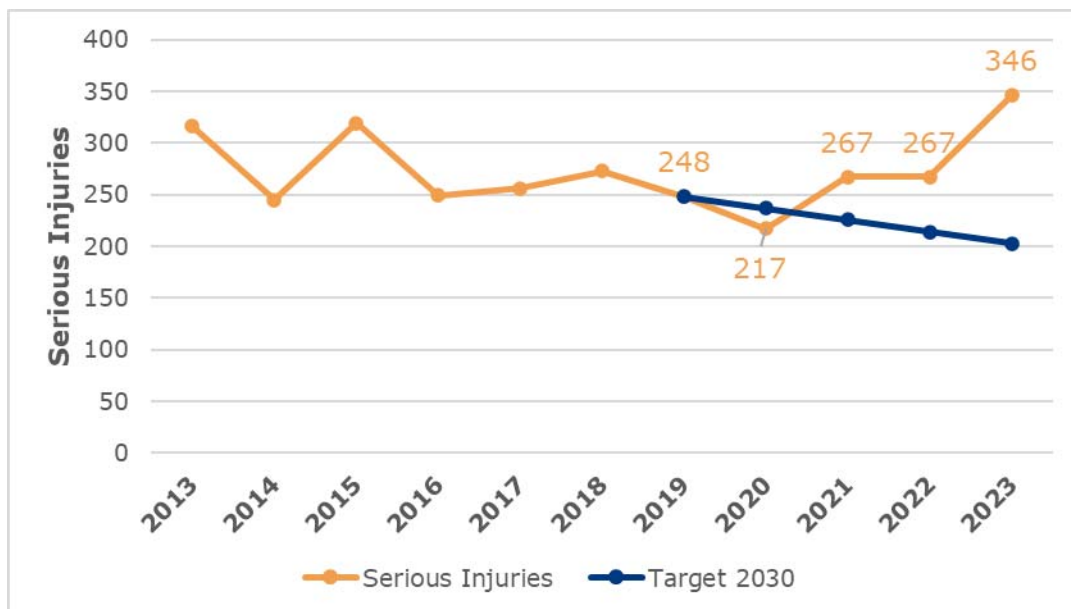


Figure 19.3 Serious road injuries
(Source: CARE database)⁵



⁴ 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.

⁵ 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.

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. The majority of fatalities in 2023 were recorded on roads outside urban areas. On the other hand, the majority of serious injuries were recorded inside urban areas. Compared to 2019, **the number of serious injuries increased by 40%**. The highest increase was recorded for PTW riders (76%) and cyclists (73%) and the lowest increase was recorded for serious injuries **outside urban areas**.

Table 19.3: Evolution of road fatalities, 2019-2023

Fatalities	2019	2023	% in 2023	% change 2019-2023
Total road fatalities	22	26	-	+18%
Inside urban areas	3	9	35%	-
Outside urban areas	16	13	50%	-19%
Motorways	3	4	15%	-
Single vehicle crashes	12	11	42%	-8%
Multi vehicle crashes	8	12	46%	+50%
Car occupants	16	13	50%	-19%
PTW riders	4	5	19%	-
Cyclists	0	2	8%	-
Pedestrians	2	4	15%	-

Table 19.4: Evolution of serious injuries, 2019-2023

Serious Injuries	2019	2023	% in 2023	% change 2019-2023
Total serious injuries	248	346	-	+40%
Inside urban areas	102	174	50%	+71%
Outside urban areas	125	143	41%	+14%
Motorways	21	29	8%	+38%
Single vehicle crashes	78	128	37%	+64%
Multi vehicle crashes	128	170	49%	+33%
Car occupants	117	142	41%	+21%
PTW riders	59	104	30%	+76%
Cyclists	22	38	11%	+73%
Pedestrians	41	49	14%	+20%

3.2 Road Safety Performance Indicators

In Luxembourg, self-reported drink-driving is substantially higher than the EU average. The passenger car fleet is considerably younger than the EU average.

Table 19.5: Road Safety Performance Indicators, 2022 or latest available year (Source: ERSO, Country Profiles)

	Luxembourg	EU
Speeding⁶		
% of passenger cars travelling within speed limits ^a		
Motorways	/	-
Rural Roads	/	-
Urban Roads (50km/h)	/	-
Seat belt & CRS use rates (%) ^{a,b}		
Front	/	93.1
Rear	/	75.3
Child restraint systems (roadside observations)	/	67.0
Child restraint systems (in-vehicle inspections)	/	-
Helmet use rates (%) ^a		
PTW driver	/	97.0
PTW passenger	/	94.4
Cyclist (urban roads)	/	37.8
DUI of Alcohol^c (self-reported)		
% of car drivers who have driven at least once in the last 30 days over the legal limit	24.1	11.8
Driver Distraction ^a		
% of drivers not using hand-held mobile device/phone while driving	/	94.8
Vehicle Safety		
% of new passenger cars rated with 4 EuroNCAP stars and above ^a	/	83.6
Average age of passenger car fleet (years) ^d	8.0	12.5

Sources: ^a Baseline project, ^b ETSC (2022), ^c ESRA3 project (2024), ^d ACEA (2025)

4. Monitoring Road Safety Strategy Implementation

This chapter discusses the implementation progress of the Road Safety Action Plan 2024-2028, based on the self-reported assessment.

4.1 Implementation Progress

Road Safety Management

Based on the self-reported assessment, Luxembourg starts from a high level in all road safety areas related to **Road Safety Management**. In 2024, the implementation of measures related to national road safety authority and national road safety observatory has been completed, while the remaining measures are on track.

More specifically, changes in legislation are made on a regular basis. The national road safety authority is integrated within the Ministry of Mobility and Public works. Also, the “Administration des Enquêtes techniques” was created, tasked with carrying out safety investigations in cases of crashes or serious incidents in the fields of civil aviation, railways

⁶ An EU average is not available for speeding, due to different legal speed limits among countries, which does not allow for a straightforward comparison.

(including tramways), road transport, maritime and river transports. No specific budget for road safety exists in Luxembourg, but it is integrated in the general budget.

Table 19.6: Self-reported assessment of implementation progress of measures related to road safety management

B1	Road Safety Management	Baseline Assessment (2024)	Progress (2024-2028)
1	National road safety authority	high	completed
2	National road safety budget	-	not applicable
3	Road safety legislation	high	on track
4	National road safety observatory	high	completed

Safe Road User Behaviour

In relation to the pillar of **Safe Road User Behaviour**, Luxembourg starts from a high level in 2024 in the areas of enforcement and training of novice drivers, and from a medium level in all remaining areas. The implementation of measures related to vulnerable road users, planned for the first year of the action plan, has been completed, the measures related to enforcement and campaigns are on track, while the implementation of measures related to the education and training of novice drivers has not started yet.

More specifically, police enforce the rules on a regular basis through automated systems. Two communication campaigns are conducted per year. Among the measures for VRUs is the introduction of a 1.5m rule while overtaking a bicycle. Regarding the training of novice drivers, the current status is reviewed in the scope of the new Driving Licence Directive. The options for introducing new school road safety education programmes are examined. As far as professional drivers are concerned, no measures have been planned so far.

Table 19.7: Self-reported assessment of implementation progress of measures related to road user behaviour

B2	Safe Road User Behaviour	Baseline Assessment (2024)	Progress (2024-2028)
1	Enforcement	high	on track
2	Education	medium	not started
3	New drivers training	high	not started
4	Communication campaigns	medium	on track
5	Measures for vulnerable road users	medium	completed
6	Measures for professional drivers	-	not applicable

Safe Speeds

Regarding the **Safe Speeds** pillar, Luxembourg starts from a high level in the areas of enforcement and monitoring of speeding, from a medium level in the area of update of speed

limits and from a low level in the area of campaigns. The implementation of measures related to campaigns on speeding has not started yet, while all remaining measures are on track.

Table 19.8: Self-reported assessment of implementation progress of measures related to safe speeds

B3	Safe Speeds	Baseline Assessment (2024)	Progress (2024-2028)
1	Update of speed limits	medium	on track
2	Enforcing speed limits	high	on track
3	Campaigns on speeding	low	not started
4	Monitoring speeding	high	on track

In Luxembourg, the speed limits of the whole road network are being assessed on a regular basis. Also, new automated speed cameras have been installed and speed checks are carried out by the police on a regular basis. On the other hand, campaigns against speeding are carried out less frequently.

Safe Roads

Regarding the **Safe Roads** pillar, based on the self-reported assessment, the baseline is high in all road safety areas, except the area of city mobility and safety plans, for which the baseline is assessed as low. The measures related to rural road safety interventions are on track, while the implementation of the measures of the remaining areas has been completed.

No measures related to **city mobility and safety plans** are included in the plan. More specifically, in Luxembourg, mobility plans in municipalities and road regulations are the competence of the municipalities. The Ministry has a very limited influence.

Regarding **urban infrastructure for VRUs**, the Ministry issued mandatory guidelines on traffic calming measures to be implemented by the municipalities.

As far as the road design standards are concerned, new roads are planned according to the standards of directive (EU) 2019/1936. Also, the whole road network is being assessed concerning road safety on a regular basis.

Table 19.9: Self-reported assessment of implementation progress of measures related to safe roads

B4	Safe Roads	Baseline Assessment (2024)	Progress (2024-2028)
1	City mobility & safety plans	low	not applicable
2	Urban infrastructure for VRUs	high	completed
3	Rural roads safety interventions	high	on track
4	Motorways safety management	high	completed
5	Road design standards	high	completed
6	Road safety audit and inspection	high	completed

Safe Vehicles

In relation to the pillar of **Safe Vehicles**, Luxembourg starts from a high level in the area of technical vehicle inspections and from a medium level in the area of automation preparation. No measures have been planned for the other two areas for Luxembourg. The implementation of the measures related to technical vehicle inspections has been completed, while the remaining measures are on track.

In Luxembourg, technical inspections are mandatory for all vehicles according to the EU-directives. Also, automation is considered possible under predefined conditions.

Table 19.10: Self-reported assessment of implementation progress of measures related to safe vehicles

B5	Safe Vehicles	Baseline Assessment (2024)	Progress (2024-2028)
1	Fleet renewal	-	not applicable
2	Promotion of ADAS	-	not applicable
3	Technical vehicle inspection	high	completed
4	Automation preparation	medium	on track

Post Crash Care

Regarding the **Post-Crash Care** pillar, Luxembourg starts from a high level in both road safety areas and the implementation of all measures has been completed. Rescue services are in constant effort to reduce reaction time, and a national network of First Responders has been established. Also, there is a national psychological support group for people injured in road crashes.

Table 19.11: Self-reported assessment of implementation progress of measures related to post crash care

B6	Post Crash Care	Baseline Assessment (2019)	Progress (2019-2023)
1	Reduce EMS reaction time	high	completed
2	Support people injured	high	completed

5. Conclusions and Recommendations

In the national road safety action plan for the period 2019-2023 of Luxembourg, the **targets of halving the numbers of road fatalities and serious injuries by 2030** compared to 2020 have been set. Two road safety action plans have been in force during the examined period, covering the periods 2019-2023 and 2024-2028. The latter was published in January 2025. In the first road safety action plan, a total of 31 road safety measures grouped into eleven road safety challenges were included, while in the action plan 2024-2028, 20 measures grouped into four fields of application were included.

In 2024, with 27 road fatalities per million inhabitants, Luxembourg was below the EU average (45) (ranked 4th among EU countries in terms of the lowest numbers of fatalities per population). Compared to 2019, the number of fatalities decreased by 18% (albeit based on small absolute numbers) in 2024, and the number of serious injuries showed an increase of 40% in 2023.

The new road safety action plan (2024-2028) is now in force. Regarding the progress of the implementation of the measures foreseen in the in this action plan, there is a **smooth implementation flow without any particular gaps** being reported. The implementation of measures planned for this period has been completed in 10 road safety areas, while the measures in 7 areas are on track. On the other hand, the implementation of the measures in 3 areas has not started yet.

Finally, the implementation progress of the foreseen actions is well on track and **the trend in the number of fatalities (albeit subject to large annual fluctuations) is downward**. However, **the reduction in the number of seriously injured is still not sufficient to meet the target set for this period**. The possible ways forward to address this could be by:

- reviewing the degree of implementation of the actions,
- exploring any other actions focussing on the three main road safety issues: speeding, driving under the influence of alcohol/drugs and driver distraction.