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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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Delegations will find attached document SWD(2026) 58 final.

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**COMMISSION STAFF WORKING DOCUMENT**

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

*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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# Spain

## 1. Summary

In 2024, Spain **performed better than the EU average** (45), with 37 fatalities per million inhabitants. Compared to 2019, an increase of 2% in road fatalities was observed. In 2023, 9,265 people were seriously injured in road crashes, which is 8% higher than the respective figure in 2019.

Compared to the EU average, Spain shows a relatively high proportion of powered two-wheeler fatalities (27%) and fatalities on motorways (19%). In 2019, vulnerable road users (pedestrians, cyclists and motorcyclists) exceeded 50% of total fatalities for the first time in the entire historical record. The most frequent causes of crashes were driver distraction and driving under the influence of alcohol or drugs.

Aligned with the proposal of the European Commission, Spain's Road Safety Strategy 2030 set targets of **halving the numbers of road fatalities and serious injuries by 2030** compared to 2019. Also, specific goals for strategic groups have been defined, concerning vulnerable groups and modes, road users aged more than 64 years old and casualties on urban roads. For that purpose, four indicator scorecards have been established to monitor these goals, with different ranges of variation for fatal and serious crashes between 2019 and 2030.

The Road Safety Strategy aims to be the roadmap for the achievement of the targets in 2030, while every two years **Action Plans** with the most relevant road safety actions are defined. Thus, **61 Action Lines** divided in 9 Strategic Areas are specified in the Strategy, which provide guidance for the specific actions that will be implemented in the successive Action Plans.

Based on the latest available data, in 2024, Spain **is currently not on target to meet the 2030 targets**. Concerning the specific targets, only the numbers of killed or seriously injured children (0-14 years old) and van/lorry occupants on interurban roads were below the target values for 2023.

Regarding progress in 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. Based on the self-reported assessment, 168 actions have been planned for the examined period, with almost half of them being completed (78). 11 actions are not yet applicable, 1 action has not started, while the remaining actions are on track. It is noted that in all examined road safety areas of the 6 pillars, the starting level in 2021 is assessed as medium. The post-crash care pillar is more advanced, with 8 out of 11 actions being completed. Also, more than half of actions of the pillars Safe Roads and Safe Vehicles have been completed, followed by the pillars of Road Safety Management and Safe Road User Behaviour.

A series of **best practices** is available for Spain, covering all pillars. Among the best practices, **legislative changes** for the further promotion of automation, incorporation of new ADAS in driving licence exams, or the transposition of EU directive concerning road infrastructure safety management are mentioned.

Furthermore, focus has been given on **road safety in urban areas** and **vulnerable road users**.

It is highlighted that Spain is one of the first countries that established a 30km/h speed limit on urban roads. Also, the motion of biannual meetings of cities for the exchange of good road safety practices has been established, while successful examples of inclusion of road safety in sustainable urban mobility plans are also available. Additionally, campaigns focused on VRUs, new mobility users and speeding have been carried out in order to raise further awareness, and specific manuals for the PMD users have been developed.

A series of good practices concerning **powered two-wheelers** was reported, which is a target group of high interest for Spain. These practices concern training courses on safe riding for delivery motorcycles and mopeds, the identification of road sections with high motorcycle crash rates and the installation of special signage, which is updated on an annual basis, as well as the publication of the effectiveness analysis of motorcycle safety systems.

It is also worth noting that **new technologies** have been exploited for enforcement (new surveillance equipment) and post-crash care (connected signalling device to replace the warning triangle).

Progress in the implementation of the foreseen actions appears to be mainly well on track, however, Spain is making slow progress towards meeting its targets. The possible way forward to address this could be by:

- reviewing the degree of implementation of the actions and consider reinforcing the road safety measures accordingly,
- exploring any other relevant activities.

## 2. Road Safety Strategy and Measures

### 2.1. Road Safety Strategy

The **Road Safety Strategy 2030 of Spain** was developed by the National Road Safety Observatory. The Strategy is based on the basic principle of the Safe System, that human error shall not have deadly or serious consequences, and acts in a cross-cutting and comprehensive manner on road users, the infrastructure and the environment, the vehicles and post-crash response through legislation, education and training, monitoring, technology and improved data and governance<sup>1</sup>.

The strategy aims to be a roadmap towards 2030, while every two years **Action Plans** are defined with the most relevant road safety actions that should be undertaken.

**Table 27.1:** National road safety strategy

Spain	
Timeframe	2021-2030
Lead Authority	Directorate-General for Traffic (DGT)
<b>Link</b>	<a href="https://seguridadvial2030.dgt.es/export/sites/sv2030/galleries/descargas/Road_Safety_Strategy_2030_Summary_EN.pdf">https://seguridadvial2030.dgt.es/export/sites/sv2030/galleries/descargas/Road_Safety_Strategy_2030_Summary_EN.pdf</a>

<sup>1</sup> National Road Safety Observatory, 2022. Road Safety Strategy 2030 (Summary). Directorate-General for Traffic, available at: [https://seguridadvial2030.dgt.es/export/sites/sv2030/galleries/descargas/Road\\_Safety\\_Strategy\\_2030\\_Summary\\_EN.pdf](https://seguridadvial2030.dgt.es/export/sites/sv2030/galleries/descargas/Road_Safety_Strategy_2030_Summary_EN.pdf)

## 2.2. Road Safety Governance

The Directorate General for Traffic (DGT) of the Ministry of Interior and the High Road Safety Council of Spain are responsible for the **formulation of the national road safety strategy**. The High Road Safety Council is comprised by ministries and national authorities, the regional governments of autonomous communities, local entities, as well as public and private actors.

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

## 2.3. Main Safety Issues

Based on the analysis of road safety developments of the period 2009-2019 by the National Road Safety Observatory, the following **main safety issues** have been identified for Spain<sup>2</sup>:

- The majority of fatalities in road crashes were recorded on **interurban roads** (70%).
  - Most fatalities were recorded on single carriageway roads (77% of all fatalities on interurban roads).
- **Vulnerable road users** (pedestrians, cyclists and motorcyclists) exceeded 50% of all road fatalities for the first time in the entire historical record.
  - 82% of all fatalities on urban roads were vulnerable road users.
- In 2019, **motorcycle users** accounted for 24% of the total number of road fatalities, even though motorcycles constituted only 10% of the total vehicle fleet.
  - 43% of them died on urban roads and 57% on interurban roads.
- People **over 64 years of age** accounted for 28% of the road deaths in 2019, even though they represent 19% of the population.
- The most frequent causes of crashes were **driver distraction** and **driving under the influence** of alcohol or drugs.

Additional critical road safety factors are mentioned in the Spanish Road Safety Strategy.

## 2.4. Road Safety Targets

Aligned with the proposals of the United Nations and the European Commission, the following targets have been set in the National Road Safety Strategy 2030 of Spain:

- By 2030, a **50% reduction in fatalities** compared to 2019 (1,755).
- By 2030, a **50% reduction in serious injuries** compared to the 2019 baseline (8,613, according to police records).

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<sup>2</sup> National Road Safety Observatory, 2022. Road Safety Strategy 2030 (Summary). Directorate-General for Traffic, available at: [https://seguridadvial2030.dgt.es/export/sites/sv2030/galleries/descargas/Road\\_Safety\\_Strategy\\_2030\\_Summary\\_EN.pdf](https://seguridadvial2030.dgt.es/export/sites/sv2030/galleries/descargas/Road_Safety_Strategy_2030_Summary_EN.pdf)

**Specific goals** for strategic groups have been also set:

- Vulnerable groups and modes, keeping shares:
  - Not above 50%, regarding fatalities.
  - Not above 60%, regarding fatalities or serious injuries.
- People over 64, keeping shares:
  - Not above 30%, regarding fatalities
  - Not above 20%, regarding fatalities or serious injuries.
- Urban roads, keeping shares:
  - Not above 30%, regarding fatalities
  - Not above 50%, regarding fatalities or serious injuries.

For that purpose, **four indicator scorecards** have been defined to monitor the goals above, with different ranges of variation for fatal and serious crashes between 2019 and 2030.

**Table 27.2:** Indicator scorecard for mode of travel

Fatalities or serious injuries	Interurban roads		Urban roads	
	2019	Reduction range in 2030	2019	Reduction range in 2030
Pedestrians	339	50%	1,730	50%
Bicycles	372	10-50%	354	15-50%
Personal light electric vehicles*	5	-	100	-
Motorcycles/mopeds	1,667	40-50%	1,999	50%
Cars	2,575	50-65%	504	50-70%
Vans and lorries	476	50-55%	50	50-65%
Buses	6	<5	33	<5

\* PLEV data for 2020

**Table 27.3:** Indicator scorecard for age

Fatalities or serious injuries	Interurban roads		Urban roads	
	2019	Reduction range in 2030	2019	Reduction range in 2030
0-14 years old	125	50-65%	197	50-70%
15-24 years old	715	50-60%	680	50-60%
25-64 years old	3,803	50%	2,843	50%
>64 years old	858	35-50%	1,057	40-50%

## 2.5. Road Safety Measures

In the Spanish Road Safety Strategy for the decade 2021-2030, **9 major strategic Areas** are defined, as shown in the table below. Each of these nine strategic Areas develops its field of action. In total, **61 Action Lines** are specified in the strategy, which provide guidance for the specific actions that will be implemented in the successive Action Plans.

**Table 27.4:** Road safety areas and number of action lines

Areas	Action Lines
1. Trained and competent individuals	8
2. Zero tolerance to risk behaviours	7
3. Safe cities	7
4. Safe roads	7
5. Safe and connected vehicles	8
6. Effective and fair response to accidents	4
7. Data and knowledge for risk-based management	7
8. Safe administrations, companies and organisations	7
9. Integrated policies and international cooperation	6
<b>Total</b>	<b>61</b>

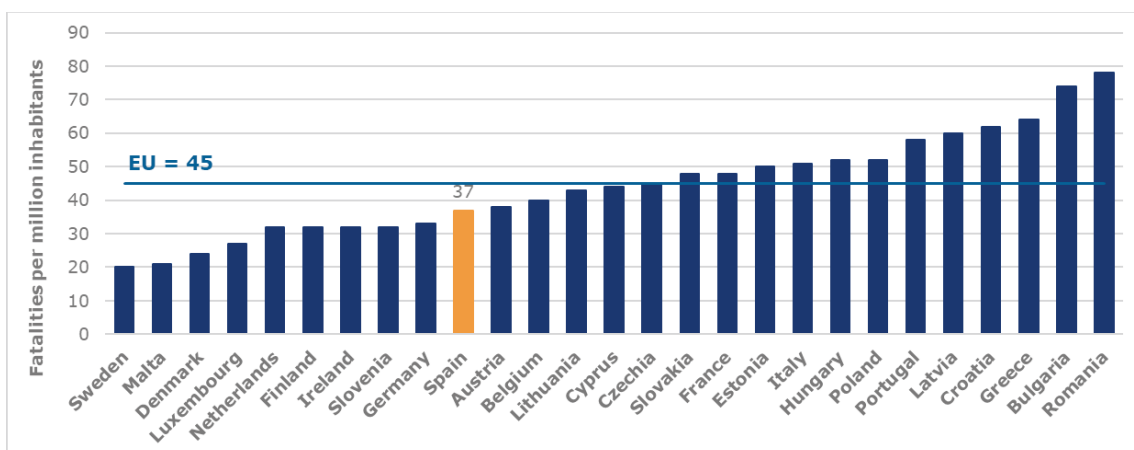
### 3. Road Safety Progress

#### 3.1. Road Safety Outcomes

In Spain, 1,785 people were killed in 2024 and 9,265 people were seriously injured in road crashes in 2023. Based on data for 2024, Spain **ranked 10<sup>th</sup>** in terms of the lowest numbers of road fatalities in the EU. In fact, 37 road fatalities per million inhabitants were recorded that year, which is below the EU average (45).

Between 2019 and 2024, the **number of fatalities increased by 2%** while the number of serious injuries increased by 8% between 2019 and 2023.

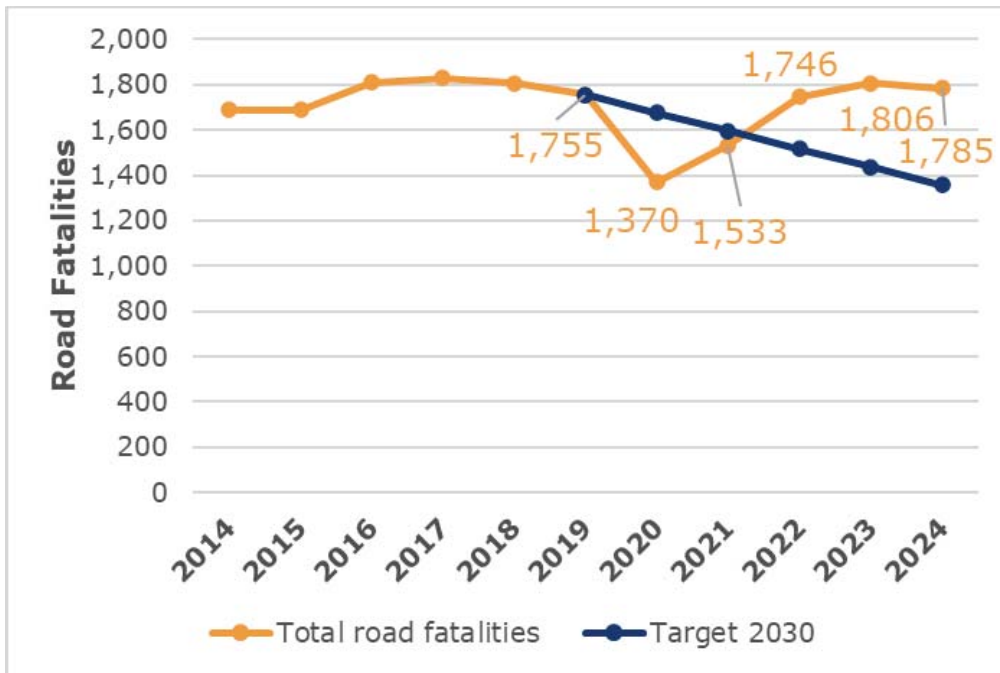
**Figure 27.1** Mortality rates by country, 2024



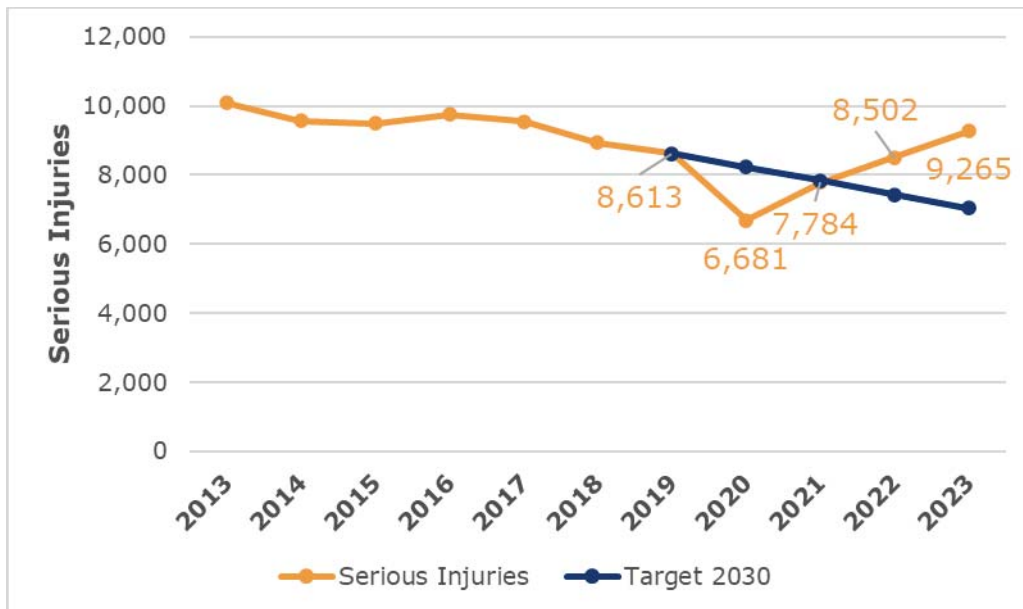
Sources: CARE database on road crashes; population data from Eurostat (online data code [demo\\_pjan](#)).

Thus, in 2023, Spain is **currently not on track to meet the 2030 targets** of halving the numbers of fatalities and serious injuries. More specifically, the observed number of fatalities was about 31% higher than the target value in 2024. Similarly, the observed number of serious injuries was 32% higher (2,218 serious injuries) than the target value in 2023.

**Figure 26.2 Road fatalities and target 2030**  
(Source CARE database)<sup>3</sup>



**Figure 26.3 Serious road injuries and target 2030**  
(Source: CARE database)<sup>4</sup>



Concerning the remaining specific targets, data on fatalities and serious injuries per transport mode and age group are available for 2023. **Only killed or seriously injured children aged**

<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.

**0-14 years old on interurban roads and killed or seriously injured occupants of vans and lorries on interurban roads are below the target values** for this year. For the remaining targets the differences between observed and target values for 2023 vary between 18% and 55%.

**Table 27.5:** Monitoring of indicators by mode of travel on interurban roads, 2023

Fatalities or serious injuries	2019 (Baseline)	Target 2023	Observed 2023	Difference*
Pedestrians	339	277	303	<b>+26</b>
Bicycles	372	304-335	411	<b>+76</b>
Personal light electric vehicles*	5	-	-	-
Motorcycles/mopeds	1,667	1,364-1,425	1,822	<b>+397</b>
Cars	2,575	1,966-2,107	2,610	<b>+503</b>
Vans and lorries	476	381-389	341	<b>-40</b>
Buses	6	<5	26	<b>+21</b>

\* Difference of observed value from the upper limit of targeted values

**Table 27.6:** Monitoring of indicators by mode of travel on urban roads, 2023

Fatalities or serious injuries	2019 (Baseline)	Target 2023	Observed 2023	Difference*
Pedestrians	1,730	1,415	1,792	<b>+377</b>
Bicycles	354	290-335	438	<b>+103</b>
Personal light electric vehicles*	100	-	-	-
Motorcycles/mopeds	1,999	1,636	2,141	<b>+505</b>
Cars	504	376-412	514	<b>+102</b>
Vans and lorries	50	38	59	<b>+21</b>
Buses	33	22	52	<b>+30</b>

\* Difference of observed value from the upper limit of targeted values

**Table 27.7:** Monitoring of indicators by age on interurban roads, 2023

Fatalities or serious injuries	2019 (Baseline)	Target 2023	Observed 2023	Difference*
0-14 years old	125	95-102	96	<b>-6</b>
15-24 years old	715	559-585	754	<b>+169</b>
25-64 years old	3,803	3,112	3,870	<b>+758</b>
>64 years old	858	702-749	882	<b>+133</b>

\* Difference of observed value from the upper limit of targeted values

**Table 27.8:** Monitoring of indicators by age on urban roads, 2023

Fatalities or serious injuries	2019 (Baseline)	Target 2023	Observed 2023	Difference*
0-14 years old	197	147-161	211	<b>+50</b>
15-24 years old	680	532-556	786	<b>+230</b>
25-64 years old	2,843	2,326	3,213	<b>+887</b>
>64 years old	1,057	865-903	1,151	<b>+248</b>

\* Difference of observed value from the upper limit of targeted values

Compared to the EU average, the distribution of fatalities in Spain shows a relatively high proportion of **powered two-wheelers** and fatalities on **motorways**<sup>4</sup>. In fact, 19% of fatalities were recorded on motorways in 2023 and 27% of fatalities were motorcycle or moped riders.

Additionally, 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. Compared to 2019, the number of killed cyclists and passenger cars occupants in road crashes increased by 10%, while the total number of fatalities increased by 3% over the same period. A **positive change was observed only for pedestrian fatalities**, with a 7% decrease being recorded. Also, the number of fatalities on motorways and inside urban areas remained stable.

**Table 27.9:** Evolution of road fatalities, 2019-2023

Fatalities	2019	2023	% in 2023	% change 2019-2023
Total road fatalities	1,755	1,806	-	<b>+3%</b>
Inside urban areas	519	518	29%	<b>0%</b>
Outside urban areas	896	943	52%	<b>+5%</b>
Motorways	340	345	19%	<b>+1%</b>
Single vehicle crashes	595	618	34%	<b>+4%</b>
Multi vehicle crashes	807	884	49%	<b>+10%</b>
Car occupants	641	703	39%	<b>+10%</b>
PTW riders	466	485	27%	<b>+4%</b>
Cyclists	80	90	5%	<b>+13%</b>
Pedestrians	381	353	20%	<b>-7%</b>

Regarding **serious injuries**, the highest increases during the period 2019-2023 were recorded among cyclists (17%) and seriously injured road users inside urban areas (14%), while the total number of serious injuries increased by 8%. Only the number of seriously injured people in crashes outside urban areas (on non-motorways) and the number of seriously injured car occupants showed a slight decrease of 1% over this period. It is noted that in contrast with pedestrian fatalities, the number of seriously injured pedestrians increased by 3%.

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

**Table 27.10:** Evolution of serious injuries, 2019-2023

Serious Injuries	2019	2023	% in 2023	% change 2019-2023
Total serious injuries	8,613	9,265	-	+8%
Inside urban areas	4,310	4,920	53%	+14%
Outside urban areas	3,399	3,381	36%	-1%
Motorways	904	964	10%	+7%
Single vehicle crashes	2,550	2,773	30%	+9%
Multi vehicle crashes	4,413	4,797	52%	+9%
Car occupants	2,438	2,421	26%	-1%
PTW riders	3,200	3,478	38%	+9%
Cyclists	646	759	8%	+17%
Pedestrians	1,688	1,742	19%	+3%

### 3.2. Road Safety Performance Indicators

Performance indicators are suggested to be used for the monitoring of road safety performance in the Road Safety Strategy 2030, without any specific target having been set. In 2022, the use rates of seatbelts and helmet in Spain were higher than the EU average. However, the self-reported drink-driving rate was higher than the EU average. Also, the Spanish passenger car fleet is somewhat older than the EU average.

**Table 27.11:** Road Safety Performance Indicators, 2022 – 2025 (Source: ERSO, Country Profiles)

	Spain		EU	
	2022	2025	2022	2025
<b>Speeding<sup>5</sup></b>				
% of passenger cars travelling within speed limits <sup>a</sup>				
Motorways	50.8	64.0	-	-
Rural Roads	42.6	39.0	-	-
Urban Roads	51.0	66.0	-	-
<b>Seat belt &amp; CRS use rates (%) <sup>a*,b</sup></b>				
Front	95.9	98.6	93.1	92.4
Rear	92.8	98.3	75.3	69.9
Child restraint systems (roadside observations)	36.4	90.5	67.0	83.3
Child restraint systems (in-vehicle inspections)	51.1	/	-	-
<b>Helmet use rates (%) <sup>a</sup></b>				
PTW driver	99.4	98.4	97.0	97.6
PTW passenger	96.2	97.0	94.4	97.0
Cyclist	52.6	51.3	37.8	34.5
<b>DUI of Alcohol<sup>c</sup></b> (self-reported)				

<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.

	Spain		EU	
	2022	2025	2022	2025
% of car drivers who have driven at least once in the last 30 days over the legal limit	17.2	-	11.8	11.8
<b>Driver Distraction <sup>a</sup></b>				
% of drivers not using hand-held mobile device/phone while driving	90.9	96.4	94.8	94.5
<b>Vehicle Safety</b>				
% of new passenger cars rated with 4 EuroNCAP stars and above <sup>a</sup>	84.0	83.0	83.6	82.7
Average age of passenger car fleet (years) <sup>d</sup>	13.9	14.2	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*

Spain starts from a medium level in all road safety areas related to **Road Safety Management**.

**Table 27.12:** 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	on track
2	National road safety budget	medium	on track
3	Road safety legislation	medium	on track
4	National road safety observatory	medium	on track
5	Other	medium	on track

During the period 2021-2024, some progress has been made in the implementation of the road safety actions related to all areas, with 45% of road safety actions having been completed.

More specifically, concerning the **national road safety authority**, out of the 16 planned actions, 7 have been completed and 9 are on track. Regarding the **establishment of a national road safety budget**, 3 actions have been planned, of which 1 has been completed and two are on track.

Also, 8 actions related to **road safety legislation** have been planned, of which 5 have been completed and 3 are on track. Additionally, half of the planned road safety actions (8) regarding the **operation of the national road safety observatory** have been completed, while 7 actions are on track and 1 is not planned to start in this period.

8 further actions related to the pillar of road safety management have been planned in Spain, of which 3 have been completed, 3 are on track, 1 has not started and 1 is not scheduled

for this period.

### *Safe Road User Behaviour*

In relation to the pillar of **Safe Road User Behaviour**, Spain starts from a medium level in 2021. In total, 65 road safety actions have been planned for this pillar and up to 2024, 40% of the actions have been completed.

**Table 27.13:** 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	medium	on track
6	Measures for professional drivers	medium	on track
7	Other	medium	on track

Regarding **enforcement**, out of the 12 planned actions only 1 has been completed, while the remaining 11 are on track. Also, concerning the area of **education**, out of the 11 planned road safety actions, 4 have been completed and 3 are on track, while 4 are not scheduled for this period.

More progress has been made in the **training of novice drivers**, with 8 out of 13 actions completed and 5 being on track. Additionally, 3 actions related to **road safety campaigns** are foreseen for this period, with 2 of them completed and 1 on track.

Furthermore, 6 actions have been planned in relation to the **vulnerable road users**, of which 2 have been completed and 4 are on track. Another set of 6 actions have been considered for **professional drivers**, with 2 completed and 1 on track. The remaining 3 were not planned to start in this term.

14 additional road safety actions have been planned in the Spanish road safety strategy for the examined period. Half of them have been completed, 5 are on track and 2 are planned for another period.

### *Safe Speeds*

Regarding the **Safe Speeds** pillar, Spain starts from a medium level in all related road safety areas. All actions related to the update of speed limits have been completed, while the actions of the remaining road safety areas are on track. It is noted that all actions related to the pillar of safe speeds are already included in the remaining pillars.

**Table 27.14:** 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	completed
2	Enforcing speed limits	medium	on track
3	Campaigns on speeding	medium	on track
4	Monitoring speeding	medium	on track
5	Other	medium	on track

### *Safe Roads*

Regarding the **Safe Roads** pillar, based on the self-reported assessment, baseline is assessed as medium. In total, half of all actions planned for this pillar have been completed by 2024.

More specifically, for **City mobility & safety plans** and **Urban infrastructure for VRUs**, all actions (5 and 1 respectively) have been completed.

Concerning the safety area of **rural roads safety interventions**, and **motorways safety management**, all measures are on track. These actions, however, are already included in other road safety areas, so no further information is provided here.

Also, for the road safety area of **road design standards**, 5 actions have been planned, of which 2 are completed and 3 are on track. Similarly, related to **road safety audits and inspections**, 7 actions have been planned, of which 2 have been completed and 5 are on track.

**Table 27.15:** 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	completed
2	Urban infrastructure for VRUs	medium	completed
3	Rural roads safety interventions	medium	on track
4	Motorways safety management	medium	on track
5	Road design standards	medium	on track
6	Road safety audit and inspection	medium	on track
7	Other	medium	on track

**6 further actions related to the pillar of Safe Roads** have been planned in Spain, of which 2 have been completed and 4 are on track.

### *Safe Vehicles*

In relation to the pillar of **Safe Vehicles**, Spain starts from a medium level in all related areas. In total, up to 2024, 17 actions have been planned, with 9 of them being completed.

**Table 27.16:** 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	medium	on track
3	Technical vehicle inspection	medium	on track
4	Automation preparation	medium	completed
5	Other	medium	on track

The implementation of actions related to the area of the **automation preparation** has been completed. For the examined period, 1 action had been planned and has been completed, which concerns the authorisation of on-road tests or research trials with automated vehicles.

The implementation of actions related to fleet renewal are on track, with 1 action being completed and 1 being on track. Also, the **promotion of Advanced Driver Assistance Systems (ADAS)** has progressed well, with 4 out of 6 planned actions completed and 2 being on track.

Regarding the **technical vehicle inspections**, 2 out of 3 planned actions have been completed and 1 is on track.

**5 further actions related to the pillar of safe vehicles** have been planned in Spain, of which 2 have been completed and 3 are on track.

#### *Post Crash Care*

Regarding the **Post-Crash Care** pillar, Spain also starts from a medium level in 2021 in both key road safety areas. More progress has been made than in the remaining pillars, with 8 out of 11 post-crash actions already completed.

More specifically, 7 actions have been planned for the reduction of EMS reaction time, of which 6 are completed and 1 is on track. Also, out of 4 actions related to the support of injured people, half of them have been completed and half are on track.

**Table 27.17:** 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 is available for Spain:

### Road Safety Management:

- **Meeting of cities for road safety**: The Government in coordination with the Spanish Federation of Municipalities and Provinces organise a Meeting of Cities to exchange good practices on road safety on a more or less biannual basis. This motion started in 2008. The last meeting was held in 2022, with main topic road safety and sustainable mobility.
- **Estimation of the value of statistical life and injury**: Update of estimates of the Value of a Statistical Life (VoSL) and the Value of Preventing a Fatality (VPF) in the context of traffic crashes, updating also the methodology applied in [2011](#) for the first time.
- **Open Statistical Data**: The Directorate General for Traffic (DGT) provides openly statistical traffic and road safety data, and related publications and press releases.
- **Including road safety criteria in public purchases**: The use of public tendering as an instrument to improve road safety and support safe and sustainable mobility is pursued. Related guides and application examples are available.

### Safe Road User Behaviour:

- **Application of new technologies to enforcement**: New surveillance equipment is used to detect traffic violations and high-risk sections.
- **Including road safety education in school curriculum**: educational resources and programs facilitating the teaching-learning process of road safety contents and values have been introduced in preschool and primary education.
- **Incorporation of new ADAS in driving exams**: This instruction sets out the driving assistance systems that may be used during the aptitude and behavioural control tests, as well as the qualification criteria to be applied where appropriate.
- **“Information pills” for new mobility users**: Campaign video with basic rules and tips for safe travel for new mobility users.
- **Road sections with high motorcycle crash rates**: New signage is introduced for marking 100 road sections with high motorcycle crash rates. A vertical sign will be placed at the beginning of the identified section and will report the number of motorcyclists involved in road crashes (killed and injured) in the last 5 years. Data on the signs will be updated each year.
- **Courses on safe driving for motorcycle and moped riders**: A training course that is included in the catalogue of training needs of the State Public Employment Service (SEPE), aiming to improve the driving techniques of urban delivery motorcycles and mopeds to prevent and anticipate risky situations, adopting good practices both in driving and in relation to equipment.

### Safe Speeds:

- **Campaign 'A 30 hay más vida'**: A campaign on the road safety benefits of 30km/h speed limit on urban roads.
- **National campaign on speeding**: The Association of Spinal Cord Injuries and Severe Physical Disabilities (ASPAYM) collaborates with the Directorate General for Traffic (DGT) to raise awareness among drivers about the serious risk of driving without respecting the speed limits.
- **Report on KPIs**: KPIs collected in the Baseline project are published by the National Road Safety Observatory and used for monitoring road safety performance.
- **Cities at 30 km/h**: The new speed limit of 30 km/h on streets with one lane in each direction was established by a modification of the General Traffic Regulations in 2020.

Many municipalities have already made 30 km/h the default speed limit on many of their streets, becoming part of “CITIES 30”.

#### Safe Roads:

- **Recommendations for road safety inclusion in Urban Plans**: A guide for the introduction of road safety criteria in the drafting of sustainable urban mobility plans was published by the National Road Safety Observatory in 2022.
- **Road conditioning near pedestrian crossings**
- **Design solutions based on the Safe System**: The DGT promotes a safe infrastructure capable of compensating when human error occurs, thereby avoiding serious crashes and continuing the drastic reduction in crashes on Spanish roads. A series of publications is available to serve as a reference and guide for actions in the field of safe infrastructure and sustainable mobility, and which are included in a collection called "Building a Safe System".
- **2+1 roads design recommendations**
- **Transposition of Directive (EU) 2019/1936**: The Government updates the regulations on road infrastructure safety management for the State Road Network, by transposing the Directive (EU) 2019/1936 of the European Parliament and of the Council of 23 October 2019 into Spanish law.
- **Intelligent Transportation Systems (ITS) Plan**

#### Safe Vehicles:

- **Analysis of the effectiveness motorcycle safety systems**: A technical report on the analysis of the effectiveness of active and passive safety systems for motorbikes and those to be added to rider's equipment.
- **Regulation on road tests of automated driving vehicles**: This regulation was published in 2022, aiming at regulating the granting of special authorisations for the performance of on-road research tests and trials with automated vehicles.
- **Manual of technical characteristics of PMD**: A manual of technical characteristics personal mobility devices, as well as basic regulations have been published by DGT.

#### Post-crash Care:

- **V16 connected signalling device**: The V16 device, a small yellow beacon that is equipped with connectivity, is intended to replace the traditional warning triangles. The connected V16 will be the only legal hazard warning device from 1 January 2026.
- **Update of the actuarial bases for personal injuries assessment**: The order ETD/949/2022 updates the actuarial technical bases supporting the calculations of the system for the assessment of damages caused to persons in road crashes, which is included in the annex of the Law on Civil Liability and Insurance of Motor Vehicles in Circulation.

### 4.3. Gaps

This section is based on the self-assessment provided by the country. Since Spain did not provide any information on gaps, this section is left intentionally empty.

## 5. Conclusions and Recommendations

In Spain's national road safety strategy for the decade 2021-2030, **targets of halving the numbers of road fatalities and serious injuries in 2030** compared to 2019 have been set. Also, specific goals for strategic groups have been set, concerning vulnerable groups and modes, people aged more than 64 years old and casualties on urban roads. The road safety strategy includes 61 Action Lines divided in 9 Strategic Areas, which provide guidance for the specific actions that will be implemented in the successive Action Plans.

In 2024, Spain **ranked 10<sup>th</sup> in terms of lowest fatality rates per population**. Compared to the EU average, Spain shows a relatively high proportion of powered two-wheeler fatalities (27%) and fatalities occurred on motorways (19%). An increase of 2% in road fatalities was recorded compared to 2019 although between 2023 and 2024 there was a reduction of 1%. The number of serious injuries increased by 8% between 2019 and 2023. Only pedestrian fatalities decreased (by 7%) while the number of fatalities on motorways and inside urban areas remained stable over the same period.

Thus, **Spain is making slow progress towards achieving the 2030 targets**. Concerning the specific targets, only killed or seriously injured children aged 0-14 years old and killed or seriously injured occupants of vans and lorries on interurban roads are below the target values in 2023. For the remaining targets, substantial differences between observed and target values are observed, varying between 18% and 55%.

Regarding progress in 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 based on the self-reported assessment. 168 actions have been planned for the examined period, with almost half of them being completed.

Finally, despite that the implementation progress of the foreseen actions appears mainly well on track, **the overall road safety performance (number of fatalities and serious injuries) is currently not on track to meet the targets set for this period**. The possible way forward to address this could be by:

- reviewing the degree of implementation of the actions and consider reinforcing the road safety measures accordingly,
- exploring any other relevant activities.