



Preliminary Consultation Note on Establishment of the National Road Safety Lead Agency for Poland



December, 2014

Table of Contents

ACKNOWLEDGEMENTS.....	3
INTRODUCTION	4
APPROACH	4
PRELIMINARY PROPOSALS.....	5
Note on Future Development of NLA	14
Notes on Recommended Key Roles.....	14
References.....	19
Appendix 1: Key functions of lead agency	20
Appendix 2: Checklist questions for assessing the quality of lead agency.....	22

ACKNOWLEDGEMENTS

On the latest mission in Poland in November and December 2014, the World Bank team was ably and openly assisted by helpful discussions with the following organisations and individuals:

- Secretariat of the NRSC;
- NIK;
- Ministry of Infrastructure and Development;
- General Inspectorate (GITD);
- Secretary of State for Roads and Road Safety;
- GDDKiA;
- Motor Transport Institute.

The World Bank team also met multiple organisations on many previous visits including organisations within National Government, university researchers and research institutes, the private sector, NGOs, and in all levels of self-government, as well as reviewing many highways, rural roads, and cities in addition to Warsaw. The broader and deeper understanding derived from this background has also assisted in the formulation of recommendations in the current report. The relevant organisations and individuals are acknowledged in our previous reports.¹

¹ E.g., Czapski, R. Job, RFS, McMahon, K. Giemza, J.(2013). *Country Report on Poland: Road Safety Management Capacity Review*. Warsaw: World Bank Report No.78319-PL.

INTRODUCTION

The need for a Lead Agency for the management of road safety is a core recommendation of multiple international expert road safety organisations including the World Health Organisation and the World Bank's Global Road Safety Facility². The World Bank's earlier analysis of road safety management in Poland identified the absence of such an agency, and recommended its creation.

Others within Poland have also identified the need for improved leadership and management of road safety (e.g., the Supreme Audit Office - NIK) though some have recommended integrated transport safety management systems covering the various modes of transport³. The World Bank does not support this option for Poland for a number of reasons. First, in safety terms the numbers of deaths and serious injuries on roads dwarf the safety failure outcomes of the other transport systems and thus road safety deserves a singularly focused agency. Second, the processes by which safety can be managed differ greatly between the modes especially for open versus closed transport systems. Third, the funding, target audiences, target organisations and politics involved are largely different for road safety compared with safety on other transport modes. Thus the combined management of these would most likely add unhelpful complexity and disparate partners for management, leadership, communication, accounting, monitoring and political support processes.

This is a brief advance report for consultations of proposed functions and structure for the National Lead Agency of Poland. More elaborate materials related proposed institutional road safety solution for Poland will be provided in the course of the ongoing cooperation with the Ministry of Infrastructure and Regional Development and the World Bank.

APPROACH

Based on the discussions with numerous road safety stakeholders and preliminary analysis of the current situation in Poland and findings of earlier reports, the key required features of the National Lead Agency (NLA) were assessed, including some general proposed functions, proposed location and reporting lines, mechanisms of leadership & management, and high level Structure. Each is considered in turn under results.

² Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.

³ Michalski, L. (2010). The concept of an integrated transport safety system ZEUS. In Krystek, R. (ed) *ZEUS An Integrated System of Transport Safety Synthesis*. Motor Transport Institute in Warsaw.

PRELIMINARY PROPOSALS

Reviews of road safety management by Trinca et al⁴, Aeron-Turner et al.⁵ and Bliss & Breen⁶ all noted the variation of structures, functions and locations of successful road safety lead agencies. These variations reflect the need for lead agency features to be matched to the particular circumstances of the countries in which they operate. The NLA details proposed below are designed to match Poland's particular circumstances.

Functions

No NLA can effectively undertake road safety delivery alone: the tasks are too large and too disparate. Furthermore, the multiple tasks necessary to deliver road safety require an extensive set of skills which overlap with the expertise and core roles of many other government institutions. For example road safety education requires some special skills of teachers, road safety engineering requires the expertise of the road agencies, road safety enforcement requires the skills of Police, and so on. However, road safety is not the core business of these other players. Thus, the NLA must lead these agencies in the delivery of road safety. This state of affairs determines the core functions the NLA must perform.

According to the World Bank *Guidelines*⁷, the core functions include:

1. Results focus

The critical role of a results focus for successful management of road safety⁸ is recognized in the *World Report*⁹ issued by the World Health Organization, as well as by the *World Bank Guidelines* which identify results focus as the pivotal institutional management focus.

2. Coordination

Coordination is recognized as a key management function for road safety for the reasons noted above, including coordination amongst and within governments (at national,

⁴ Trinca GW, Johnston IR, Campbell BJ, Haight FA, Knight PR, Mackay GM, McLean AJ, & Petrucelli E (1988). *Reducing Traffic Injury – A Global Challenge*. Royal Australasian College of Surgeons, Melbourne.

⁵ Aeron-Thomas, A., Downing, AJ, Jacobs, GD., Fletcher, JP., Selby, T. & Silcock, DT. (2002). *Review of road safety management practice Final report*. GRSP, TRL, Ross Silcock, Babbie Group Ltd. TRL Report INT/216/2002.

⁶ Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.

⁷ Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.

⁸ Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C. page 11

⁹ Peden, M. et al. [Editor] (2004). *World report on road traffic injury prevention*. World Health Organisation, Geneva

voivodship, powiat, gmina levels and between them), non-government stakeholders, and parliament.¹⁰

With significant number of the deaths occurring on self-government roads, greater ownership and coordination of action across self-governments is also critical to improved road safety outcomes for Poland.

3. *Legislation*

The legislative function aims to ensure that laws and regulations are appropriate and effective for the road safety circumstances of the jurisdiction. It is recognized by the World Bank as a key road safety management capacity.¹¹

4. *Funding and resource allocation*

Sufficient funding and sound evidence-based resource allocation are critical to road safety management. Institutional management should ensure these on a sustainable basis for road safety.¹²

Delivery of road safety will require sufficient resources genuinely, not apparently, committed to road safety primarily through the Lead Agency, but also any regional delivery agencies, and self-governments to genuinely undertake road safety delivery of Poland's National Road Safety Program.

5. *Promotion (and Education)*

Promotion (sustained, effective, content and tone appropriate for communication of road safety) is a key road safety management capacity for government and non-government stakeholders. Promotion is more than road safety advertising. It should address the overall level of ambition of society and government in road safety.¹³

6. *Monitoring and evaluation*

Monitoring and evaluation (the systematic ongoing measurement of road safety inputs, outputs and outcomes) is another key management function¹⁴, without which management is blind to the effects of road safety actions.

¹⁰ Bliss A., Breen, J. (2013) *Road Safety Management Capacity Reviews and Safe System Projects Guidelines-Updated Edition*. Washington, DC: Global Road Safety Facility.

¹¹ Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.

¹² Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.)

¹³ Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C. page 12

¹⁴ Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.

7. Research, Development and Knowledge Transfer

Research, development and knowledge transfer improve the efficiency and effectiveness of road safety management, making them key management functions.¹⁵

Models for achieving these functions

Within these core functions, adjustments and variations must be made to maximise the efficacy of the NLA for Poland, and to meet specific constraints on it arising from Poland's political, economic, and social circumstances.

A workable arrangement must also be developed between the stronger NLA and the National Road Safety Council.

The NLA should commit to strict evidence base for its decisions, including not just the evidence that there is a particular problem but the evidence that the solution being considered is shown to work.

Mechanisms of Leadership & Management

In addition to directly delivering the program or project itself, there are five broad options for the leadership mechanisms for a true NLA in terms of its management of the road safety outputs of the multiple partner agencies inevitably involved in road safety (though in reality examples around the world have variations on these broad options in their detailed arrangements):

Option 1: The Lead Agency controls the budgets for road safety works of other agencies and distributes these by law, by contractual arrangements or other legal tools that may be applicable for what road safety related actions will be delivered.

Option 2: The Lead Agency has only its own internal budget and exercises control over other agencies through sign-off approvals of the works they do. The limitation of this option is not being in control of how much effort or funding is spent on road safety, but the NLA can force this to some extent in its approval conditions.

Option 3: The Lead Agency has only its own internal budget and attempts to exercise control over other agencies through influence and input or negotiations on the works they do. The major limitation of this approach is that road safety is really dependent on the final decisions of other agencies which are not directly responsible or accountable for road safety but are accountable for other delivery elements. Inevitably these elements will dominate their decisions, as their core measures of success and failure. There is also a strong victim blaming

¹⁵ Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.

culture encouraged by this model with road safety usually seen as someone else's responsibility.

Option 4: Activity for road safety is forced by legal regulation or standards, so that the delivery of a road safety activity or product to a specified degree or standard is legally determined.

Option 5: Mixed models of partial direct control of funding and partial approval process, which are in reality mostly used by NLAs, i.e. there are different types of NLA relationships with different institutions.

The real leadership models applied in different countries usually combine the above methods of control (i.e., Option 5). For example, in New South Wales the state equivalent of NLA directly held the budgets for road safety blackspot treatments but had sign off approval for all new road designs and building. Within Option 5 the control/influence component can be via Option 2 and/or Option 3 and/or 4 arrangements.

Option 3 arrangements (directly or as part of the mixed models: Option 5) often fail. This is because the other agencies who are required to deliver their segments of road safety do not have road safety as their core objective, and thus will generally choose to spend their resources on the activities on which they are measured and held accountable. Thus, unless the NLA can hold them accountable for their activities in road safety (with real consequences) the NLA is unlikely to have sufficient genuine influence. A number of countries and independent states are employing this type of attempted influence over road building and maintenance policy, with minimal success. Examples include various states of Brazil, most states of Australia, and Kuwait. On the other hand, this type of model has been highly successful for a long time in Sweden.

It is important to appreciate that the sphere over which the NLA must hold a results focus, coordinate, monitor, etc. is wide, including at the final point of control - roads and roadsides, speeds, vehicles, drivers and other road users. The structure and institutional capacity must ensure this coverage of content in matrix with the above functions.

Additionally, road safety funding system should be reformed to assure stable medium term funding, which should be put at the disposal of NLA. Such funding system could most probably in the short term be built for example around National Road Safety Fund and revenues collected currently from speed management system (in the short-term at least revenues from fixed speed cameras operated by Inspectorate – GITD should be considered as a primary source of funding).

The descriptions of schemes above (options) are developed by the World Bank Team primarily for illustrative purposes in relation to this ongoing assistance to the Polish government. They are generic and based on general mechanisms which are observed by the World Bank between government agencies in different sectors and countries and not specific only for the ones dealing with road safety. With few exceptions, detailed information on their

applicability in specific countries is not easily available as they are usually part of complex public sector governance systems and often strongly rooted in constitutional solutions and administrative traditions and cultures of specific countries. So it may require further research, which is not the subject of this paper.

It has to be underlined also that different forms in the above described models may be used at the same time by one institution in its different relations with other governmental partners. So in reality pure models described above rarely apply to all partners of a specific NLA across all of its functions.

Examples of the use of different leadership & management options in road safety: As mentioned above the descriptions of the options is original to this report and not in common use for road safety agencies. Road safety institutions often do not disclose such practical mechanisms. However, some uses of different options in the road safety context are apparent from World Bank observations of practical functioning of numerous road safety lead agencies or other sectoral or multi-sector government/public sector institutions¹⁶ and World Bank direct experience from cooperation with road safety lead agencies.

For example, in most countries vehicle safety standards are set by law (i.e., **Option 4**). In most systems Police and their enforcement processes remain relatively independent of NLAs, which exert influence only through **Option 3** above (negotiations and advice). However, exceptions do exist. For example, the Lead Agency in Spain appears to have been particularly influential with enforcement, and the Lead Agency in New South Wales controlled Police enforcement in overtime through **Option 1** above, paying for hours of overtime through contracted arrangements with Police. Design of new roads and upgrades to freeway or motorway standard of existing roads are important safety factors, which may improve or impair road safety depending on the design standards used and the installation of roadside barriers and median separations. Similarly, retrofitting of extra safety features such as barriers or speed management engineering such as speed humps are key road safety activities. The manner in which these are influenced or controlled varies greatly from lead agency to lead agency. For example, in some states of Brazil the retrofitting of road safety features is paid for and controlled directly by the road safety arm of government (i.e., **Option 1** control), whereas most other work of the safety arm is by indirect influence, resulting in a mixed model (**Option 5**). In France road improvements are under the control of the Ministry of Transport, not the NLA, leaving the NLA no direct control except **Option 3**.

As an example of the complexity of control processes which may be used, the control processes of the New South Wales LA (the Centre for Road Safety)¹⁷ are described below. This mix of approaches reflects the importance of considering the risks and value in more

¹⁶ such as for example: coordination of climate change related activities, preparation for EU accession, coordination of preparation and implementation of EU pre-accession reforms, implementation of EU financial assistance in candidate and member countries.

¹⁷ applied primarily until 2011 when significant road safety improvements have been achieved

direct control and budget allocation versus sign-off approval versus influence. All were employed by the Centre for Road Safety, making the approach an example of **Option 5** (mixed). Examples of the mixed approaches, including use of all the above options for control, are provided in Table 1, below.

Table 1: Examples of types of control and influence in a mixed model as adopted by the New South Wales Centre for Road Safety

Road Safety Partner Agency being influenced	Activity being influenced	Type of control/influence adopted
Vehicle manufacturers, importers, and modifiers	Minimum vehicle safety standards	Option 5: set nationally by Australian Design Standards and by State regulations
Department of Education; Catholic Schools Commission; Independent Private Schools	Teaching of Road Safety in schools	Mix of regulation (Option 5: road safety must be taught according to the school curriculum) and direct payment to the education systems for training of teachers (Option1)
Police	Road safety enforcement	Mix of Option 1 (payment for overtime spend on road safety enforcement, with contracted performance arrangements) and Option 3 (discussions and influence in a collaborative environment)
Roads Agency	Design and construction of new roads	Option 2: the Centre for Road Safety had sign-off approval for new roads.
Communications team of the roads agency	Road safety advertising	Option 1: the Centre for Road Safety directly funded the development of advertising and managed content and outputs
Roads Agency	Retrofitting of road safety to roads	Option 1: the Centre for Road Safety held the budget for blackspot treatments and directly funded the works
Road law and regulation	Legislation and penalties	The Centre for Road Safety directly delivered recommendations for change to parliament, and the policy owner of the legislation
ANCAP (Australian new Car Assessment program)	Testing, policy and promotion for safer vehicles	Although the Centre for Road Safety funded the program, many other state agencies also provided funding and so influence was by Option 3: discussions and influence

Location & Reporting Lines

The location and reporting lines of the NLA must engender the powers required to coordinate and monitor the activities of the other relevant agencies. Based on observations and

World Bank direct experience in implementation of road safety investment and technical assistance projects it is clear that “voluntary” cooperation between different governmental institutions going beyond formal legal or procedural requirements faces difficulties and is very rare. Governmental institutions usually focus on their core functions and results in difficulties in sustainable inter-institutional coordination at all necessary levels and tendency to limiting activities primarily to the core ones, for which the institution is primarily responsible and which are fully controlled and funded by this specific institution. There are however successful examples of structures implemented by the Polish government for specific priority areas such as Office of the Committee for European Integration (UKIE), which played a crucial role in preparation for EU accession and negotiations process. The opposite example could be the current structure of National Road Safety Council and its Secretariat, which does not have significant executive powers or tools which can be used to mobilize key stakeholders to active cooperation under joint leadership. Hence road safety performance of Poland over the last years has been significantly below average for EU countries. Continuous strong political commitment and willingness of key ministers to cooperate is in such circumstances necessary to achieve progress rather than sustainable institutional relationships at all necessary levels.

For these reasons the NLA should rather not be simply a part of any single sectoral delivery agency, and must sit in a reporting line which preferably places it above the other agencies it will coordinate and monitor.

Thus the recommended location is as an independent entity located within the Prime Minister’s sphere of reference with reporting line direct to the Prime Minister¹⁸. The social and economic magnitude of the road safety problem in Poland, along with the critical success factor of sufficient power to undertake the role with strong partner organisations, requires this level of organisation.

Proposed Structure

The aim in producing an organisational structure is to require the least number of organisational layers and staff to effectively and efficiently perform the functions of the organisation. In other countries and states the Lead Agencies are large: For example, the lead agency in France (the Road Safety Interministerial Directorate) has around 200 staff, and the lead agency in the state of New South Wales, Australia had around 120 staff when it was the fully functioning Lead Agency (a situation which has changed slightly since 2012 when it became part of Transport).¹⁹

¹⁸ Office Committee for European Integration (UKIE) with the Polish government seems to operate in a similar way, but this this example will be analysed in the course of the next stages of our cooperation with the Polish government.

¹⁹ It is difficult to obtain numbers for most lead agencies because they are part of larger departments or do not provide such details.

While structures of successful lead agencies vary this should not be interpreted to mean that any structure and function will work. Rather, there is a range of variation which reflects variations of good practice, but with certain core features in common. Variations of structure and function across successful road safety lead agencies may not simply reflect that many alternatives work, but indicate that the structure and functions, the model appropriate for the scale of the road safety challenge, governance systems and administrative culture must be chosen to make the best use of the resources available for the Lead Agency (i.e. to maximise efficiency). It should ensure appropriate social and political support, funding and resourcing, to match the particular road safety circumstances and issue of the country or state at the time, and to facilitate working relationships with key partner agencies inside and outside government. In Poland's case this will ultimately require effective influence within national government and also better interactions with self-government at all levels as well as and internationally, especially in relation to the EU policies.

Related road safety committees

The National Road Safety Council (NRSC) already exists, and its functions and operations should be carefully considered in the process of creating an effective Lead Agency.

The NLA must lead, and must take an evidence based approach to the delivery of road safety.

This requires a rethinking and potential change of focus for the current National Road Safety Council to avoid duality of leadership and direction by the NLA on one hand and NRSC on the other. It is recommended to consider in the future system that current functions of the NRSC be refocused onto ensuring the political commitment, coordination and support of road safety primarily from within government stakeholders (key governmental institutions). Rather than executive decision maker the NRSC should become more of a conduit for collaboration between the NLA and the key government road safety partners as well as facilitating collaboration across the partners to ensure the most effective delivery of road safety programs and strategies. It should be regularly presented strategies and actions developed by the NLA and approved by the Prime Minister or the Government through the usual channels of government procedural approval for priority activities led by the Prime Minister's office.

The NRSC should rather consist of Government agencies only so that proper government consideration can be given to key issues without the need to constantly manage the views and pressures of community groups, who may push for decisions which are counter productive to road safety for the sake of the groups they represent. The Head of the NLA should be a member of the NRSC while chairmanship should be given to the government official in charge of road safety supported by the NLA.

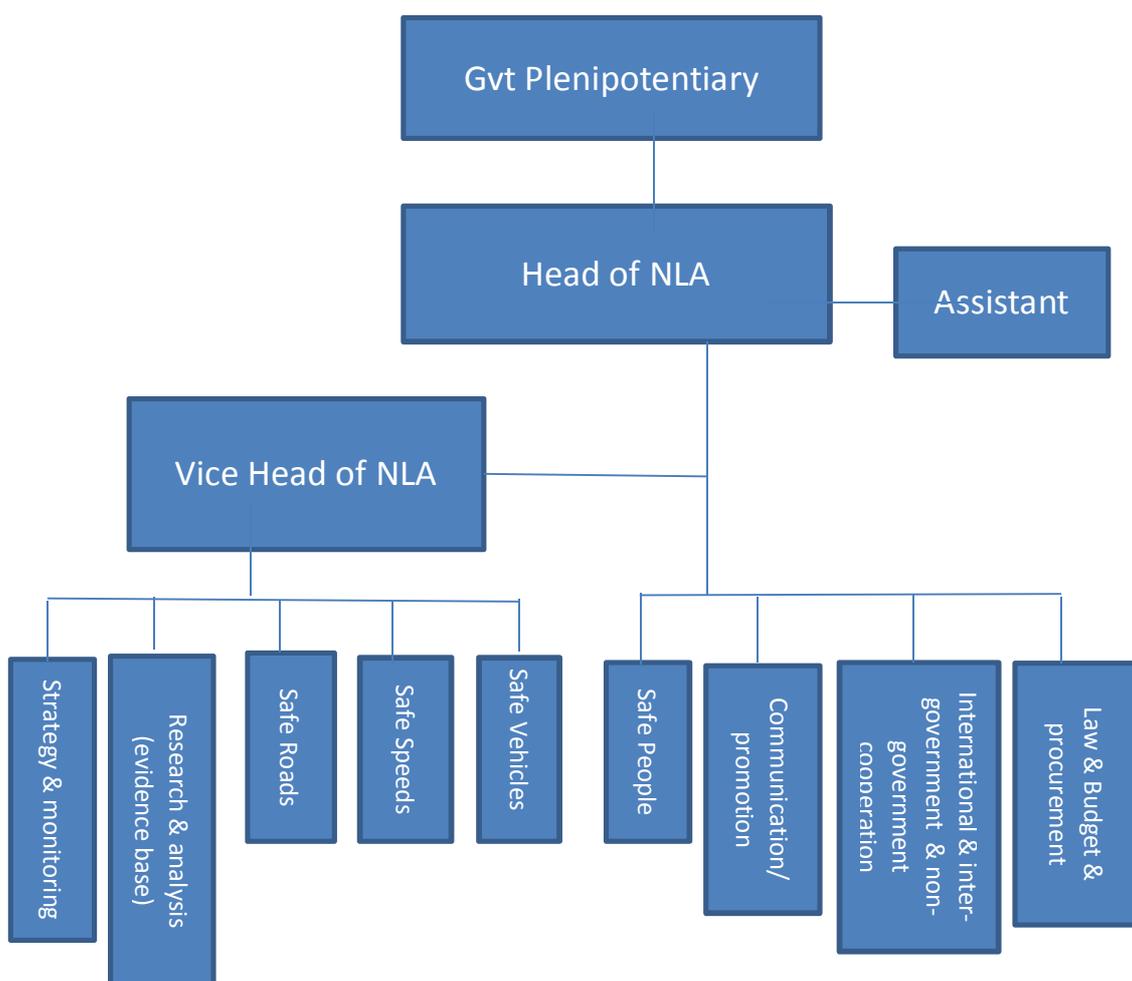
But it is also very important and appropriate that Government should meet regularly with community groups. That may be however the role of a separate body or committee (called for example a Road Safety Community Consultation and Liaison Committee). The discussions of the Committee should be referred to the reinforced NLA as part of the development of a road safety management system. Such a body should not however have the

right to make decisions or promote specific outcomes since it may disperse responsibility for road safety results and limit the decision making powers of the Government and NLA. However the responsible Government Official or the Head of the NLA should preferably Chair this kind of Committee.

Recommended Structure

Figure 1 provides the suggested functional structure of the NLA. The proposed functional structure should be put in place as quickly as possible to reinforce capacity for delivering National Road Safety Program. Obviously the names of units and their responsibilities may be adapted to specific Polish conditions but the structure should ideally follow the pillars of the National Road Safety Program to improve focus and result orientation. The proposed general structure is scalable, i.e. staffing of NLA and its different units may be different at different stages of NLA development and operation. However all the functional units mentioned on the scheme should preferably be established and staffed with at least three people initially, to assure minimal functionality. The pace of growth and future structural and staffing changes will depend on priority activities planned by NLA with a focus on expanding the size of the priority ones and those which may be needed the soonest. Similarly, attribution of units to Head or Deputy Head may change depending on the professional profiles of specific persons recruited for these positions. So the attribution of functional units as proposed below is just an example and may need to be modified.

Figure 1: Suggested Structure of the NLA²⁰



Note on Future Development of NLA

It has to be underlined that the above considerations and proposed scheme will most likely require expansion over time, so they have to be understood as a crucial first step in the process of road safety institutional improvements. Further expansion will most likely be needed over time for a fully functioning NLA for Poland.

Notes on Recommended Key Roles

Three considerations are highlighted as relevant to the recommended functions and structure:

1. Safe System Principles: The adoption of and promotion of safe systems thinking is considered a critical function. In the present proposal it has been identified as a role of the Head or the Vice Head of NLA, a core principle for strategy and planning, and for safety engineering and speed management policy. In addition, training in safe

²⁰ Note: further expansion will be needed over time for a fully functioning NLA for Poland

systems principles and how to apply them for improved road safety should be delivered by the Specialist Consultant, or another appropriate road safety expert.

2. The Pillars of road safety management must be managed (roads, speeds, vehicles, and behaviour): These are all explicitly covered by the proposed structure.
3. The breadth of required interactions across the EU, government and multiple layers of self-government should be managed primarily at the national level in Poland. A functional unit has been dedicated to this in the proposed structure.
4. The Vice Head of the NLA should preferably be directly responsible for several units of the NLA (as shown in Figure 1), in order not to force an excessive number of direct reports on the Head. However, which units report to the Vice Head versus the Head should be determined by the Head of the NLA based on the relevant skills of the Vice Head and the Head.

Key roles for NLA as described in *Road Safety Capacity Review*²¹ are attached in Annex 1, while Annex 2 provides a checklist for verifying the proposed NLA based on *World Bank Guidelines*²².

Head of NLA - Role of Position

In addition to the Government Plenipotentiary, a strong title is recommended for public servant head of the NLA such as for example: Head or Director. A very senior grade must be attached to this position reflecting the overall responsibility of the position across multiple agencies rather than just an administrative role simply in relation to managing internal staff of the NLA. A highly regarded and respected person has to be selected to chair NLA to give it a prominent role within government and underline importance of road safety in government portfolio.

Key roles for the position²³:

- Responsibility and accountability for road safety performance of Poland, measured in deaths and injuries on all the roads of the country (This should also be an accountability of senior management including all heads of Agencies on the NRSC);
- Management and Leadership of the staff and functions of the NLA. Thus must include motivating staff and developing their autonomy to energetically push for road safety;
- Provide leadership, strategy direction, and effective planning for road safety delivery for Poland;

²¹ Czapski, R. Job, RFS, McMahon, K. Gienza, J.(2013). *Country Report on Poland: Road Safety Management Capacity Review*. Warsaw: World Bank Report No.78319-PL.

²² Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.

²³ to be fine-tuned as needed when developing detailed solution

- Employ safe systems thinking and advocate safe systems thinking for the staff of the NLA and partner agencies;
- Delivery of evidence based road safety advice, briefings, and presentations to Government;
- Implement the decisions of the Government for road safety, directly or through partner organisations;
- Management and Leadership of the potential Road Safety Consultation & Liaison Committee;
- Management of the monitoring and relationship maintenance with partner agencies;
- Liaison with senior officers of the governmental institutions and other partner delivery agencies for road safety delivery;
- Ensuring maintenance and strategic development of the crash and other road safety databases, to form a Government Road Safety Observatory;
- Financial management: setting of budgets for projects, allocation of resources, assuring appropriate record keeping on expenditure and management of expenditure to budget;
- Reporting of performance to Government.

Vice Head of NLA (Deputy Director)

- Assist and advise the Head and NLA staff in all road safety decisions, activities and internal tasks;
- Coordinate provision of training and knowledge transfer for the staff of the NLA and other agencies including coordination of any specialized advisory services that may be required by the NLA in road safety management, safe systems and the application of the principles, and specific content expertise;
- The position should provide broad road safety content expertise such as for example: on road safety management and monitoring, interagency negotiations and arrangements, principles of persuasion and advertising, enforcement and promotion of it, the management of speed for road safety, vulnerable road user safety, occupant restraints, road safety engineering principles for roads and vehicles.

Potential Phased Approach to Development of National Lead Agency

As described above the ultimate solution for consideration is a separate and independent legally established NLA preferably created by a dedicated parliamentary law reporting directly to Prime Minister via a dedicated high level government position called for example Road Safety Plenipotentiary. Such a structure should give NLA sufficiently high profile within government reflecting the importance of road safety and is needed to effectively coordinate and oversee other key government and self-government stakeholders in delivering measurable road safety results. It should also be able to provide sustainable road

safety improvements in Poland based on safe system approach (expanded and improved approach known earlier as 4Es) above and beyond limited sectoral activities. Such a structure is also most more likely to deliver ambitious targets adopted by Poland in its National Road Safety Strategy, which is fully compliant with EU road safety policies and UN Decade of Action in Road Safety.

However, if implementation of the proposed ultimate structure turns out to require lengthy formal procedures related to development and adoption of a dedicated road safety law (preferably including also a strong and independent NLA) the next best and relatively quick solution suggested would be to establish NLA as a structural part of Prime Minister Office using the existing resources of Secretariat of NRSC located in the Ministry of Transport. This solution should be however interim with progression later to the optimal solution. Such a short-term solution may be easier to implement quickly as based on strong Government commitments it may be sufficient to modify the existing road traffic law, which describes the current structure of NRSC and road safety coordination mechanisms.

The creation of strengthened structure closer in its functions and responsibility to the ultimate NLA within the Ministry of Transport is the least advanced solution but may prove the quickest and least costly as it can most likely be introduced very quickly even without modifying the existing high level laws. So for example upgrade of the current Secretariat of NRSC to the ministerial department level with Director (and preferably Deputy Director) being in charge of the department and strengthening it following above mentioned principles should also contribute to improvements.

It is suggested that such interim structure should preferably employ at least 20-24 people dealing with all key elements of “safe system” as reflected in the pillars of the National Road Safety Program. Since governments are usually under pressure to contain the number of public servants the other compromise that may perhaps be considered, in the case of difficulty in securing sufficient number of new positions, would be to consider staffing some positions by delegated employees of other specialized governmental agencies provided such mechanisms are feasible in the Polish system.

Perhaps such a structure can be temporarily supported by external fixed-term employees on consultancy type contracts and twinning arrangement with any EU Lead Agency which can provide hands-on help in the process. It may be worth investigating if any part of the remaining EU 2007-13 funds at the disposal of the Ministry can be used in the short-term for such a temporary or twinning support given the prominent role of road safety in EU policies and the scale of road safety problem in Poland.

Any immediate solution should at least quickly reinforce the current capacity within the Ministry of Infrastructure and should lead to more efficient cooperations with other governmental partners. It should however be only temporary until the proposed ultimate medium to long-term institutional solution resulting in modern efficient and independent NLA could be adopted. Since such ultimate solution may also merit preparation and adoption of a

dedicated parliamentary road safety law whatever short-term improvements in road safety institutional capacity are decided it is recommended that one of the primary tasks of such reinforced structure should be the development of a sustainable long-term road safety institutional and funding solution, which should preferably be implemented already in 2016.

References

- Aeron-Thomas, A., Downing, AJ, Jacobs, GD., Fletcher, JP., Selby, T. & Silcock, DT. (2002). *Review of road safety management practice Final report*. GRSP, TRL, Ross Silcock, Babbie Group Ltd. TRL Report INT/216/2002.
- Bliss, A. & Breen, J (2009). *Country guidelines for the conduct of road safety capacity reviews and the specification of lead agency reforms, investment strategies and safe system projects*. World Bank Global Road Safety Facility, Washington, D.C.
- Bliss A., Breen, J. (2013) *Road Safety Management Capacity Reviews and Safe System Projects Guidelines- Updated Edition*. Washington, DC: Global Road Safety Facility.
- Czapski, R. Job, RFS, McMahon, K. Giemza, J.(2013). *Country Report on Poland: Road Safety Management Capacity Review*. Warsaw: World Bank Report No.78319-PL.
- Job, RFS (1996). Driver training: Are we looking in the right place? C. Grigg (Ed.), *Proceedings of the 6th Biennial Australian Traffic Education Conference*. (pp.140-143). Armidale, NSW: EMU press.
- Kardamanidis K, Martiniuk A, Ivers RQ, Stevenson MR, Thistlethwaite K (2010). Motorcycle rider training for the prevention of road traffic crashes (Review). *The Cochrane Library* 2010, Issue 10.
- Michalski, L. (2010). The concept of an integrated transport safety system ZEUS. In Krystek, R. (ed) *ZEUS An Integrated System of Transport Safety Synthesis*. Motor Transport Institute in Warsaw.
- Peden, M. et al. [Editor] (2004). *World report on road traffic injury prevention*. World Health Organisation, Geneva
- Roberts IG & Kwan I (2008). School-based driver education for the prevention of traffic crashes (Review). *Cochrane Library* (Wiley).
- Trinca GW, Johnston IR, Campbell BJ, Haight FA, Knight PR, Mackay GM, McLean AJ, & Petrucelli E (1988). *Reducing Traffic Injury – A Global Challenge*. Royal Australasian College of Surgeons, Melbourne.

Appendix 1: Key functions of lead agency

The World Bank Guidelines²⁴ set out the role of the Lead Agency and contain examples of how lead agencies are structured in a range of countries. The Lead Agency role is described under each of the seven institutional management functions:

- Results focus;
- Coordination;
- Legislation;
- Funding and resource allocation;
- Promotion;
- Monitoring and evaluation;
- Research and development and knowledge transfer.

Results focus: summary of NLA role

1. Appraising current road safety performance through high-level strategic review;
2. Adopting a far-reaching road safety vision for the longer-term ;
3. Analyzing what could be achieved in the medium term;
4. Setting quantitative targets by mutual consent across the road safety partnership;
5. Establishing mechanisms to ensure partner and stakeholder accountability for results.

Coordination: summary of NLA role

1. Horizontal coordination across central government;
2. Vertical coordination from central to regional and local levels of government;
3. Specific delivery partnerships between government, non-government, community and business at the central, regional, and local levels;
4. Parliamentary relations at central, regional and local levels.

Legislation: summary of NLA role

1. Reviewing the scope of the legislative framework;
2. Developing and updating legislation needed for the road safety strategy;
3. Consolidating legislation;
4. Securing legislative resources for road safety.

Funding and resource allocation: summary of NLA role

1. Ensuring sustainable funding sources;
2. Establishing procedures to guide the allocation of resources across safety programs.

Promotion: summary of NLA role

1. Promotion of a far-reaching road safety vision or goal;
2. Championing and promotion at high level;
3. Multi-sectoral promotion of effective interventions and shared responsibility;
4. Leading by example with in-house road safety policies;
5. Developing and supporting safety rating programs and the publication of their results;
6. Carrying out national advertising;

²⁴ Bliss A., Breen, J. (2013) *Road Safety Management Capacity Reviews and Safe System Projects Guidelines- Updated Edition*. Washington, DC: Global Road Safety Facility.

7. Encouraging promotion at the local level.

Monitoring and evaluation: summary of NLA role

1. Establishing and supporting data systems to set and monitor final and intermediate outcome and output targets;
2. Transparent review of the national road safety strategy and its performance;
3. Making any necessary adjustments to achieve the desired results.

Research and development and knowledge transfer: summary of NLA role

1. Developing capacity for multi-disciplinary research and knowledge transfer;
2. Creating a national road safety research strategy and annual program;
3. Securing sources of sustainable funding for road safety research;
4. Training and professional exchange;
5. Establishing good practice guidelines;
6. Setting up demonstration projects.

Appendix 2: Checklist questions for assessing the quality of lead agency²⁵

Answer scale: Yes Partial Pending No

Does the lead agency (or de facto lead agency/agencies) effectively contribute to the *results focus* management function?

- Appraising current road safety performance through high-level strategic review?
- Adopting a far-reaching road safety vision for the longer term?
- Analyzing what could be achieved in the medium term?
- Setting quantitative targets by mutual consent across the road safety partnership?
- Establishing mechanisms to ensure partnership accountability for results?

Does the lead agency (or de facto lead agency/agencies) effectively contribute to the *coordination* management function?

- Horizontal coordination across central government?
- Vertical coordination from central to regional and local levels of government?
- Specific delivery partnerships between government, non-government, community, and business at the central, regional and local levels?
- Parliamentary relations at central, regional and local levels?

Does the lead agency (or de facto lead agency/agencies) effectively contribute to the *legislation* management function?

- Reviewing the scope of the legislative framework?
- Developing legislation needed for the road safety strategy?
- Consolidating legislation?
- Securing legislative resources for road safety?

Does the lead agency (or de facto lead agency/agencies) effectively contribute to the *funding and resource allocation* management function?

- Ensuring sustainable funding sources?
- Establishing procedures to guide the allocation of resources across safety programs?

Does the lead agency (or de facto lead agency/agencies) effectively contribute to the *promotion* management function?

- Promotion of a far-reaching road safety vision or goal?
- Championing and promotion at high level?
- Multisectoral promotion of effective interventions and shared responsibility?
- Leading by example with in-house road safety policies?
- Developing and supporting safety rating programs and the publication of their results?
- Carrying out national advertising?
- Encouraging promotion at local level?

²⁵ Bliss A., Breen, J. (2013) *Road Safety Management Capacity Reviews and Safe System Projects Guidelines- Updated Edition*. Washington, DC: Global Road Safety Facility.

Does the lead agency (or de facto lead agency/agencies) effectively contribute to the *monitoring and evaluation* management function?

- Establishing and supporting data systems to set and monitor final and intermediate outcome and output targets?
- Transparent review of the national road safety strategy and its performance?
- Making any necessary adjustments to achieve the desired results?

Does the lead agency (or de facto lead agency/agencies) effectively contribute to the *research and development and knowledge transfer* management function?

- Developing capacity for multi-disciplinary research and knowledge transfer?
- Creating a national road safety research strategy and annual program?
- Securing sources of sustainable funding for road safety research?
- Training and professional exchange?
- Establishing good practice guidelines?
- Setting up demonstration projects?