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COMMISSION STAFF WORKING DOCUMENT

Monitoring Road Safety Progress in the EU - Poland

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, Poland was above the EU average (45), with 52 fatalities per million inhabitants. Compared to 2019, an impressive decrease of 35% was achieved. In 2024, 7,796 people were seriously injured in road crashes, which is 27% lower than the respective figure in 2019.

Compared to the EU average, the distribution of fatalities in Poland showed a high proportion of pedestrians and fatalities inside urban areas. There is also a high number of crashes characterised by extremely high severity which points at the consequences of excessive driving speeds.

In the National Road Safety Programme 2021-2030 of Poland, the **targets of halving the numbers of road fatalities and serious injuries by 2030** compared to 2019 have been set. In addition, key monitoring indicators have been defined in the strategy, which are linked to specific pillars. A total of **63 directions of action grouped into 16 areas of intervention** and five pillars are included in the Road Safety Programme.

Based on the latest available data, Poland is well **on track to meet the 2030 targets**. More specifically, the observed number of fatalities was about 16% lower than the target value for 2024. Also, the observed number of serious injuries was 5% lower than the target value for 2024.

Regarding the progress of the implementation of the road safety actions foreseen in the national strategy for the period 2021-2024, there is a **smooth implementation flow without any particular gaps** being reported. Based on the self-reported assessment, Poland starts from a high level in all examined road safety areas. Furthermore, all measures planned for this period are well on track. It is noted that measures related to the pillar of Vehicle Safety have not been planned for this period.

The National strategy foresees a review in 2025 and a new Action Plan for the period 2026-27 will be prepared. In addition, new legislation is currently under preparation for the worst behavioural issues such as drink driving where sanctions and penalties will be strengthened.

Finally, the implementation of the road safety strategy in Poland seems to be **progressing smoothly** in all areas in the period 2021-2024, which is also reflected in the positive progress made in the evolution of the number of road fatalities and serious injuries, with Poland being on track to meet 2030 targets.

2. Road Safety Strategy and Measures

2.1 Road Safety Strategy

The **National Road Safety Programme 2021-2030 (NRSP)** has been prepared based on experiences coming from previous prevention programmes, taking into account the latest trends and the most effective solutions, with a clearly defined vision and principles of implementation.

In addition, the NRSP is a document fulfilling the basic condition for the transport sector in Poland, included under the Regulation of the European Parliament and of the Council laying down common provisions on the Cohesion Policy funds in the 2021-2027 financial perspective.

The NRSP is the **national strategy for road safety**, which summarises the assessment of the risks existing on Polish roads. The NRSP is complemented by documents creating a financial framework for the implementation of infrastructure investments, i.e. the National Road Construction Programme 2014-2023 and its continuation, the National Programme to Build 100 bypasses in the 2020-2030 period, the Safe Road Infrastructure Programme 2021-2024, and the National Road Maintenance Programme 2020-2030 containing elements of road safety, which will continue the assumptions of the Safe Road Infrastructure Programme 2021-2024 from 2025 on-wards.

Table 22.1: National road safety strategy

Poland	
Timeframe	2021-2030
Lead Authority	National Road Safety Council
Link	https://www.krbrd.gov.pl/programy-brd/narodowe-programy-brd/

2.2 Road Safety Governance

The National Road Safety Council (KRBRD), an inter-ministerial advisory and auxiliary body to the Council of Ministers on road safety issues, is responsible for the **formulation of the national road safety strategy** and the **monitoring of road safety developments** in the country.

2.3 Main Safety Issues

Based on the results of 2019, the following road safety issues have arisen for Poland¹:

- The basic problem is the extremely **high severity of road crashes**. In 2018-2019, a decrease in the number of crashes and injuries was observed, but the number of fatalities increased.
- The highest number of crashes characterised by extremely high severity are in most cases the consequence of **excessive driving speed**. This category includes vehicle collisions, hitting pedestrians or collisions with a tree.
- A key problem of road traffic safety in Poland is an extremely high risk for **vulnerable road users**. In 2019, VRUs accounted for 48.6% of fatalities and 49.2% of seriously injured victims.
- The greatest risk of being a fatality in a road crash in Poland concerns **young people** between the ages of 18 and 24 (136 fatalities per million population), followed by seniors aged more than 60 years old (95 fatalities per million population).

2.4 Road Safety Targets

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

¹ National Road Safety Council. (2024). National Road Safety Program 2021-2030. Available at: <https://www.krbrd.gov.pl/programy-brd/narodowe-programy-brd/>

- By 2030, a **50% reduction in fatalities** compared to 2019
- By 2030, a **50% reduction in serious injuries** compared to 2019

Additionally, a set of key monitoring indicators has been defined in the National Road Safety Programme, which are linked to a specific pillar.

2.5 Road Safety Measures

A total of **63 directions of action grouped into 16 areas of intervention and five pillars** are included in the National Road Safety Programme of Poland¹.

Table 22.2: Road safety pillars and number of actions

Pillar	Areas of intervention	Directions of action
1. Road Safety Management System	7	16
2. Safe Road User	2	10
3. Safe Roads	3	17
4. Safe Vehicles	2	9
5. Rescue Services and post-crash response	2	11
Total	16	63

In the near future, the Government plans to implement the following legislative changes:

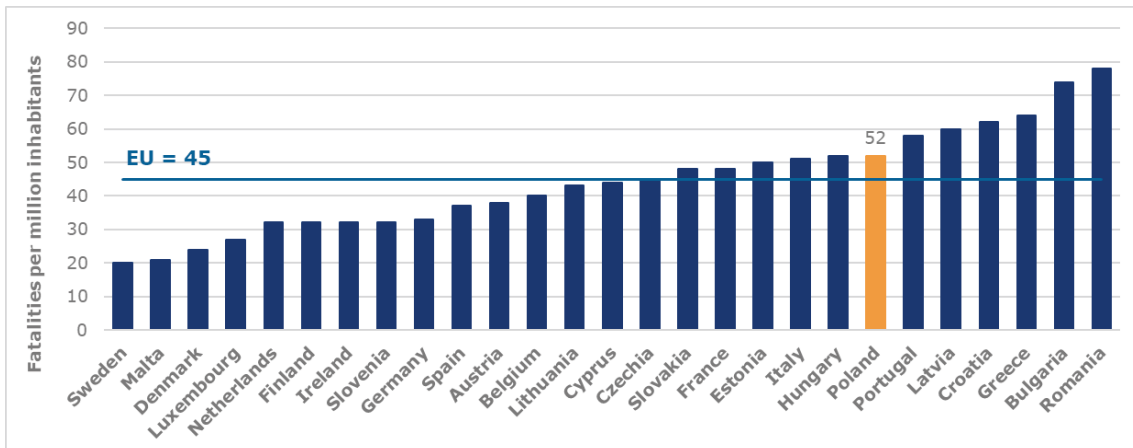
- allowing driving from the age of 17, with a trial period including stricter speed limits and zero tolerance for alcohol. Young drivers will have to drive under the supervision of an experienced driver in the first months;
- extending the possibility of withdrawing a driving license outside built-up areas on single-carriageway two-way roads for driving at a speed of more than 50 km/h above the limit;
- eliminating recidivists with multiple driving bans from road traffic;
- severe prosecution and punishment of illegal racing and drifting;
- higher penalties for flagrantly dangerous, reckless driving. Increased penalties for a fatal accident (as part of an illegal race, flagrantly dangerous, reckless driving or breaking a driving ban).

3. Road Safety Progress

3.1 Road Safety Outcomes

In Poland, 1,896 people were killed and 7,793 people were seriously injured in road crashes in 2024. Based on data for 2024, Poland ranked 21st out of the 27 EU countries in terms of the lowest numbers of fatalities per million inhabitants. In fact, 52 road fatalities per million inhabitants were recorded that year, which is above the EU average (45).

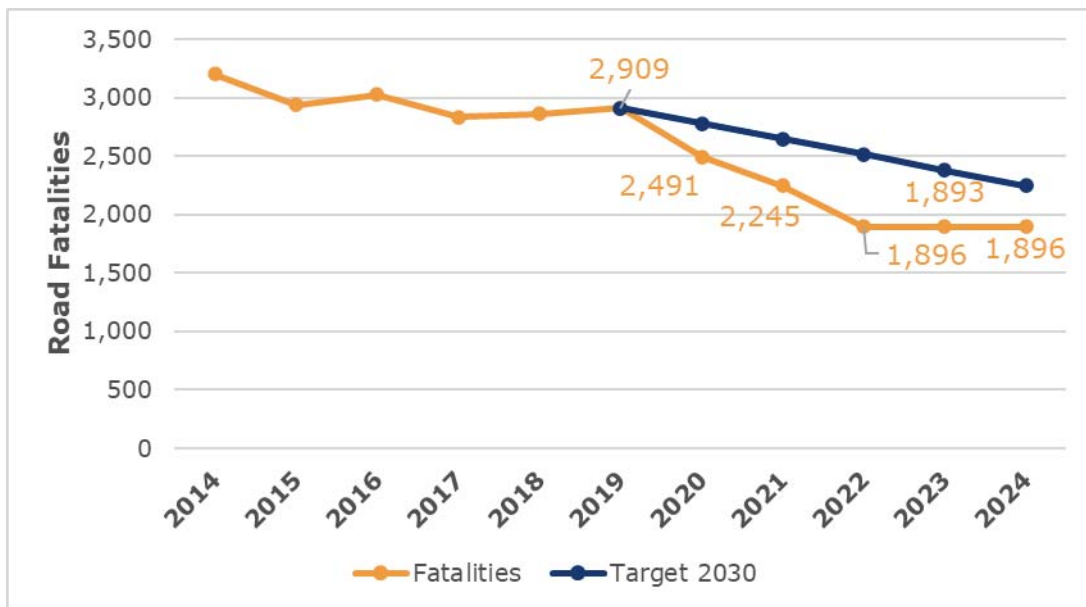
Figure 22.1 Mortality rates by country, 2024



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

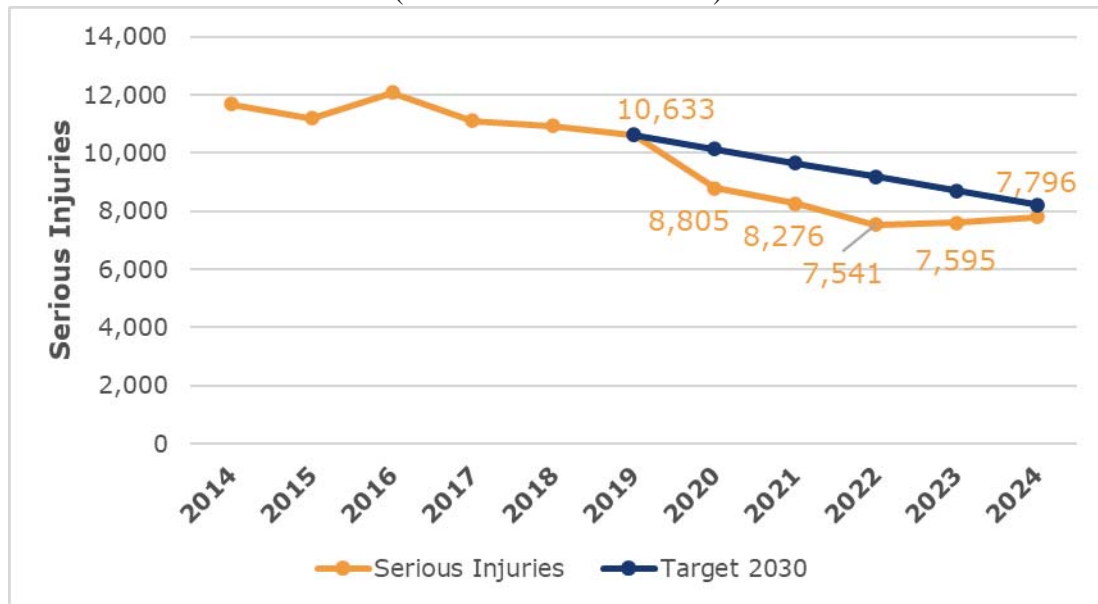
Compared to 2019, a decrease of 35% in road fatalities was recorded in 2024. Also, the number of serious injuries fell significantly, recording a decrease of 27% between 2019 and 2024. Thus, Poland is well on track to meet **the 2030 targets of halving the numbers of fatalities and serious injuries**.

Figure 22.2 Road fatalities and target 2030
(Source CARE database)²



² 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.

Figure 22.3 Serious road injuries
(Source: CARE database)



Compared to the EU average, the distribution of fatalities in Poland showed a high proportion of pedestrians and fatalities inside urban areas³. In fact, 23% of killed people in road crashes were pedestrians in 2024 and 37% of road crash fatalities occurred inside urban areas. Also, the share of fatalities and serious injuries on motorways in Poland is very low.

An overview of the evolution of road fatalities and serious injuries for the years 2019 and 2024 (year with the latest available detailed crash data) is provided below for specific types of roads, crashes and road users. Overall, in Poland, **serious injuries declined** for all groups examined. The decrease in seriously injured car occupants (38%) was higher than the decrease in the total number of serious injuries (27%).

The number of **road fatalities also decreased** in 2024 for all groups examined. The highest decreases were recorded among pedestrian fatalities (46%) and cyclist fatalities (34%).

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

Table 22.3: Evolution of road fatalities, 2019-2024

Fatalities	2019	2024	% in 2024	% change 2019-2024
Total road fatalities	2,909	1,896	-	-35%
Inside urban areas	1,177	695	37%	-41%
Outside urban areas	1,662	1,137	60%	-32%
Motorways	70	64	3%	-9%
Single vehicle crashes	700	532	28%	-24%
Multi vehicle crashes	1,455	965	51%	-34%
Car occupants	1,333	908	48%	-32%
PTW riders	382	268	14%	-30%
Cyclists	258	169	9%	-34%
Pedestrians	793	428	23%	-46%

Table 22.4: Evolution of serious injuries, 2019-2024

Serious Injuries	2019	2024	% in 2024	% change 2019-2024
Total serious injuries	10,633	7,796	-	-27%
Inside urban areas	7,015	5,079	65%	-28%
Outside urban areas	3,460	2,582	33%	-25%
Motorways	158	135	2%	-15%
Single vehicle crashes	2,220	1,674	21%	-25%
Multi vehicle crashes	5,976	4,409	57%	-26%
Car occupants	4,584	2,847	37%	-38%
PTW riders	1,516	1,353	17%	-11%
Cyclists	1,371	1,161	15%	-15%
Pedestrians	2,474	1,730	22%	-30%

3.2 Road Safety Performance Indicators

The use rates of seat-belts and child restraint systems (CRS) are higher in Poland than the respective EU rates. Furthermore, self-reported drink-driving is at a much lower level than the EU average. The Polish passenger car fleet is older than the EU average.

Table 22.5: Road Safety Performance Indicators, 2022 – 2025 (Source: ERSO, Country Profiles)

	Poland		EU	
	2022	2025	2022	2025
Speeding⁴				
% of passenger cars travelling within speed limits ^a				
Motorways	54.0	36.0 (120 km/h) 63.0 (140 km/h)	-	-
Rural Roads	51.9	56.0	-	-
Urban Roads	20.5	23.0	-	-
Seat belt & CRS use rates (%) ^{a*,b}				
Front	95.6	97.4	93.1	92.4
Rear	88.2	89.5	75.3	69.9
Child restraint systems (roadside observations)	93.1	96.3	67.0	83.3
Child restraint systems (in-vehicle inspections)	/	/	-	-
Helmet use rates (%) ^a				
PTW driver	99.5	99.8	97.0	97.6
PTW passenger	100.0	-	94.4	97.0
Cyclist	20.9	24.4	37.8	34.5
DUI of Alcohol^c (self-reported)				
% of car drivers who have driven at least once in the last 30 days over the legal limit	4.2	-	11.8	11.8
Driver Distraction ^a				
% of drivers not using hand-held mobile device/phone while driving	95.0	96.6	94.8	94.5
Vehicle Safety				
% of new passenger cars rated with 4 EuroNCAP stars and above ^a	-	-	83.6	82.7
Average age of passenger car fleet (years) ^d	14.9	15.1	12.3	12.5

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

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

4. Monitoring Road Safety Strategy Implementation

4.1 Implementation Progress

Road Safety Management

Poland starts from a high level in all road safety areas related to **Road Safety Management**. All measures are on track.

The structure of the National Road Safety Authority is defined by national regulations. The regulations related to road safety are implemented on a regular basis. The National Road Safety Observatory exists within the Motor Transport Institute - a member of the National Road Safety Council.

Table 22.6: Self-reported assessment of implementation progress of measures related to road safety management

B1	Road Safety Management	Baseline Assessment (2021)	Progress (2021-2024)
1	National road safety authority	high	on track
2	National road safety budget	high	on track
3	Road safety legislation	high	on track
4	National road safety observatory	high	on track

Safe Road User Behaviour

Poland starts from a high level in all road safety areas related to **safe Road User Behaviour**. All measures are on track.

Regarding enforcement, 336 devices for the monitoring of speed limits and compliance with traffic lights were installed in 2023. Communication campaigns are carried out on an ongoing basis at both the central and regional levels.

Table 22.7: Self-reported assessment of implementation progress of measures related to road user behaviour

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

Safe Speeds

Regarding the **Safe Speeds** pillar, Poland starts from a high level in all road safety areas. All measures are on track.

The update of speed limits is carried out continuously by road managers and is based on road safety inspections. The enforcement of speeding is carried out as planned by the supervision services (Police and automatic supervision of the Road Transport Inspection). Campaigns on speeding are conducted by members of the National Road Safety Council. Finally, the monitoring of speeding is carried out by the supervision services and scientific research is conducted by the Secretariat of the National Road Safety Council.

Table 22.8: Self-reported assessment of implementation progress of measures related to safe speeds

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

Safe Roads

Regarding the **Safe Roads** pillar, Poland starts from a high level in all road safety areas. All measures are on track.

Sustainable Urban Mobility Plans (SUMP) are developed by city authorities. City authorities are also responsible for road safety interventions on urban infrastructure. Safety interventions on rural roads are implemented through action plans of regional road safety councils and road managers. Also, the motorways safety management is a main task of the national road manager - GDDKiA (General Directorate for National Roads and Motorways). Finally, road safety audits and inspections are implemented by the national road administrator and provincial road authorities in accordance with EU legislation.

Table 22.9: Self-reported assessment of implementation progress of measures related to safe roads

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

Safe Vehicles

In relation to the pillar of **Safe Vehicles**, Poland starts from a high level in all road safety areas. No measures related to this pillar have been planned in the road safety strategy for the examined period.

Table 22.10: Self-reported assessment of implementation progress of measures related to safe vehicles

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

Post Crash Care

Regarding the **Post-Crash Care** pillar, Poland starts from a high level in both road safety areas. All measures are on track. These measures are implemented by the State Medical Rescue Service on a continuous basis under the supervision of the Minister of Health.

Table 22.11: 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	high	on track
2	Support people injured	high	on track

5. Conclusions and Recommendations

In the National Road Safety Programme 2021-2030 of Poland, the **targets of halving the numbers of road fatalities and serious injuries by 2030** compared to 2019 have been set. A total of 63 directions of action grouped into 16 areas of intervention and 5 pillars are included in the Road Safety Programme.

In 2024, Poland ranked 21st **out of the 27 European Union countries in terms of the lowest fatality rates** per population, with 52 road fatalities per million inhabitants (EU average of 45). Compared to the EU average, the distribution of fatalities in Poland showed a high proportion of pedestrians and fatalities on roads inside built-up areas.

Based on data, between 2019 and 2024, a decrease of 35% in road fatalities was recorded. The number of **serious injuries decreased by 27%** over the period 2019-2024. Also, road crash fatalities and serious injuries declined for all groups examined over this period.

Regarding the progress of the implementation of the road safety actions foreseen in the national strategy for the period 2021-2024, there is a **smooth implementation flow** without any particular gaps being reported. There is also strong political support for road safety in Poland. All foreseen measures in the current strategy are well on track, which is also reflected in the progress made in terms of road safety outcomes (fatalities and serious injuries). Poland is well on track to **meet both 2030 targets**.