



Business Plan | $\frac{2022}{2025}$ | **RSF** UN ROAD SAFETY FUND

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Introduction

The UN Road Safety Fund Business Plan for 2022–2025 presents the objectives and milestones for increasing the impact of the Fund's projects in low- and middle-income countries. It represents an important step forward for the Fund in terms of a more integrated approach to the design, delivery and results measurement of UNRSF projects. The Business Plan also affirms UNRSF's mission to support countries' efforts to improve road safety systems in order to meet the Sustainable Development Goal (SDG) 3.6 target of halving road traffic deaths and injuries by 2030 and SDG 11.2 target to improve access to safe and sustainable transport systems for all.

There is a growing demand for UNRSF support, measured by increasing country requests for help to improve road safety. Moreover, in today's world, how people move – from where they live, go to work and decide to travel – is being reset in response to the covid-19 pandemic and the climate emergency. There is an opportunity to revitalize the global dialogue on road safety and, in turn, reconfigure safe mobility in particular supporting low- and middle-income countries. Globally, awareness is increasing about the mutually reinforcing relationship between global road safety and other policy agendas including climate-friendly transportation ("safe and sustainable mobility"). Moreover, the international community is increasing efforts to raise the visibility of the global road safety crisis, including the fact that it is the leading cause of death for children and young people. During its second phase of operations in 2022–2025, the UNRSF intends to also grow its ability to deliver added value and support within this context.

In order to succeed in this mission, the Business Plan outlines and explains three

strategic areas of focus: 1. Scale capacity to support high-impact road safety projects; 2. Mobilize financial resources to increase support to countries; and 3. Strengthen internal capacity to ensure continued efficiency and results.

Part 1 – Strategic UNRSF achievements (2018 – 2021)

During the UNRSF's first phase of operations during 2018–2021, UNRSF committed itself to generating value for money for both its beneficiary and donor countries. It achieved this through rigorous application of funding criteria and priorities which ensured UNRSF intervened only where it could make a difference; progressively moving from single agency projects to more integrated solutions through a multi-agency approach; responding to new and emerging development objectives including covid-19 responsive interventions; and enhancing global advocacy and communications. More illustrations of major achievements may be found in the UNRSF 2021 **Resolution to Results** report.

While the lion's share of UNRSF's first phase of operations was marked by the covid-19 pandemic, which continues to change the face of the world, our ambitions for better global road safety were not scaled back. On the contrary, UNRSF received a positive **independent evaluation** which called for increased UNRSF scale, financing and projects. The independent evaluation concluded that the work of the UNRSF secretariat is highly relevant to achieving various UN mandates and Sustainable Development Goals (SDGs) on road safety. The evaluation also found that UNRSF has demonstrated its "proof-of-concept" or the potential to deliver on its intended results and recommended, inter alia, promoting synergistic collaboration across

various participating UN agencies (PUNOs), considering fit-for-purpose governance systems, strengthening monitoring systems and paying greater attention to fundraising.

By the end of 2021, the Fund financed 25 projects benefitting 30 countries. This is 11 additional beneficiary countries compared to 2020. With our donors, PUNOs and other implementing partners we are slowly but surely building a world where roads are safe for every road user, everywhere.

With a focus on partnerships and committed to fostering a future where together we halve road traffic deaths by 2030, the first phase also resulted in the launch of 6 **UNRSF Platforms of Engagement. The Platforms are "innovation labs"** that gather and leverage the knowledge of thought leaders from different sectors to brainstorm collaborative project ideas that can accelerate global development road safety goals. The Platforms focus on how road safety SDGs can be linked to low-carbon sustainable cities; education; gender equality; health; partnerships and data; and decent work and economic growth. The ultimate objective is to have a vibrant community where development actors can gather to contribute to the body of ideas that may be translated into future actionable and investable project proposals that ensure high impact on the global agenda of safe and sustainable mobility.

In terms of global communications and advocacy, the secretariat launched a new website with a new US\$ 1 or more online donation feature. The visibility of the Fund also increased thanks to more than 60 publications, including its **first results** report; over 30 events; and more than 15 social media campaigns. The Fund's social media presence reached ever-bigger audiences, exceeding 50,000 visitors on its Twitter page in the fourth quarter of 2021.

The Fund's global advocacy also included the launch of **#moments2live4** – the Fund's social media campaign to make the issue of road safety and the need for road safety financing in developing countries more

visible. As of January 2022, roughly one month into the launch of the campaign, media and social media analytics of potential total reach indicated over 125 posts in total mentioning #moments2live4 generating close to 2.4 million views. There were also nearly 1,000 posts, in 11 languages, mentioning @UN_RSFS, with a total reach of 9 million people.

To date, the Fund has mobilized 19 donors that have jointly committed US\$ 22 million. With 10 donors from the private sector and the remaining from the member States, the Fund represents a true public-private partnership.

To position the Fund to implement and fulfil the ambition of the recently-launched Global Plan for the Decade of Action for Road Safety 2021–2030, the Secretariat launched the Fund's first replenishment cycle (2022–2025) on the margins of the Supporting Event for the UN High Level Meeting on Improving Road Safety at the end of 2021. This first replenishment cycle will culminate at a pledging event during the UN High Level Meeting on Road Safety at the UN Headquarters in New York. Early pledges from public and private donors have already been received and promising discussions with several others are ongoing.

The global goal to halve road traffic deaths by 2030 will happen only when a critical mass of the 125 low- and middle-income countries improve their road safety systems. That is why our base **replenishment target** of US\$ 40 million for 2022–2025 is aimed at helping at least 60 new countries to prioritize and implement road safety system improvements. If this target is met, then UNRSF would be supporting at least 90 countries by the end of 2025.

Part 2: Strategic lessons and opportunities (2022–2025)

UNRSF operations were launched at the end of 2019 on the doorstep of an unprecedented global crisis posed by the ongoing covid-19 health pandemic and fast-escalating climate emergency. Over the last two years, the global pandemic has claimed millions of lives particularly in low- and middle-income countries. Alongside this was an increasing international community focus on the need for climate action.

It is within this challenging global health and climate context that UNRSF began implementing its portfolio of now 25 projects in 30 countries. Looking back, here are the key lessons that we learnt:

- **Focus on integrated and cross-sectoral (inter-agency) solutions.** The ongoing health pandemic has proven to be a very challenging operational environment for project teams across the board. However, one key takeaway is that multi-stakeholder project teams with integrated solutions and/or multi-country solutions fared significantly better during the coronavirus crisis than those that were single agency or single country-focused. The independent evaluation of the Fund has also recommended more synergies among PUNOs in project co-creation and implementation in-country as a key advantage and strength.
- **Develop multi-country/regionally structured solutions.** The Fund has taken steps to encourage multi-country projects to gain efficiencies and minimize implementation risks. PUNOs have partnered with each other as well as with national,

regional and international actors to avoid fragmentation in interventions. Multi-country projects account for almost 25% of the Fund's project portfolio and are providing important avenues for addressing common challenges that particularly affect low- and middle-income countries.

- **Prioritize countries with the highest fatality numbers or rates.** The single indicator of success in the 2030 Global Development Agenda for halving road traffic deaths and injuries is "the death rate due to road traffic injuries". With road traffic losses estimated at 1.3 million deaths and 50 million injuries each year, the death rate per 100,000 inhabitants hovers at a 18.2 world average – with Africa at one end of the spectrum at around 26.6; and Europe on the other end at around 9.3 per 100,000 inhabitants. A sustained focus on the low- and middle-income countries with the highest fatality rates will have vast potential to deliver on the SDG road safety target to halve road traffic fatalities and injuries by 2030.

Looking ahead, there are some key opportunities that will be top of our minds as we embark on the second phase of operations in 2022–2025.

- **Implement the Global Plan for the Second Decade of Action for Road Safety (2021 – 2030).** The launch of the Second Decade of Action on Road Safety and the accompanying Global Plan of Action are important tools for programming, advocacy and awareness-building for improving global road safety. UNRSF seeks to dramatically fuel and broaden awareness, engagement and financed interventions to tackle the global road safety crisis, which in too many countries and corners of this world remains invisible.

- **Promote integrated solutions.** Efforts will be made to encourage an offer of integrated solutions through UNRSF projects which take into account UNRSF's five core strategic priorities (road safety management, safe road, safe user, safe vehicle and effective post-crash care) as well as special strategic priorities derived from the Global Plan for the Second Decade of Action on Road Safety. Such special priorities may include addressing different development goals/policy agendas in addition to road safety, addressing multi-modal transport and land use planning and supporting regional (multi-country) collaboration to address common challenges.

- **Leverage global road safety events.** The planned regional launches of the Global Plan, the UNGA High-Level Meeting on Improving Road Safety, as well as key events of the UN Regional Commissions, including UNECE/ITC, WP.1, European Union, WHO, ITF, the NGO Alliance for Road Safety, FIA Foundation, etc. are high visibility opportunities to raise additional financing for a portfolio of larger multi-year and multi-partner programmes, including global and regional public goods. Activities linked to these opportunities will be delivered in close coordination with the office of the UN Secretary General's Special Envoy for Road Safety.

- **Build innovative multi-stakeholder partnerships.** The Platforms of Engagement will continue to seed and support multi-stakeholder discussions and project ideation linked to various SDG priorities. The Fund will also remain an active member of the UN Road Safety Collaboration, facilitated by the WHO. With respect to the climate agenda, the two road safety SDGs on road safety and sustainable transport have already set

the groundwork for these alliances. The UNEP *Used Vehicle Report 2020*, Fund projects that promote non-motorized transport and the Global Plan of Action's call for multi-modal transportation have further cemented the narrative of safe and sustainable mobility, which will also enable the Fund to deepen climate action partnerships and financing.

Part 3: Our strategic response 2022–2025

Focus Area 1: Scale capacity to support high-impact road safety projects

A multi-priority approach: Although a mix of interventions is needed given the diverse needs at the country level, projects will continue to steer countries away from short-term, input focused support towards more strategically-prioritized systemic interventions that are proven to elevate national road safety systems to UN and international safety levels. Accordingly, the Fund's 2022 Call for Concept Notes¹ incentivizes projects which cover two or more of the following core strategic priorities:

- **Road safety management** (core priority 1) ex. institutionalized mechanisms to plan, finance, implement, monitor and review continual road safety improvements;
- **Safe roads** (core priority 2) ex. systematic road safety audit and inspection, and safety-driven design;
- **Safe vehicles** (core priority 3) ex. effective system for vehicle admission with minimum safety requirements;

¹March 2022, ref. UNRSF/CfCN/2022/1

- **Safe user** (core priority 4) ex. traffic rules enforcement and addressing road user behaviour, including for vulnerable road users; and Effective post-crash response (core priority 5) ex. standards for data collection, and improved post-crash response and investigation.

These types of interventions build capacity and bring sustainable change and benefit to the country and region. Accordingly, in support of the **Global Framework Plan of Action for Road Safety, Global Plan of Action for Road Safety 2021–2030**, and the **Global Road Safety Performance Targets**, the UNRSF will redouble its efforts during 2022–2025 to promote a multi-priority approach and to ensure that it is well-equipped to deliver on the complex and diverse technical road safety system improvements required in low- and middle-income countries.

Expanding direct access to non-UN organizations:

The Fund is currently providing direct access to its **12 PUNOs** with a view to expanding in line with increasing interest and capacity from other UN agencies. Based on lessons learnt and opportunities to broaden operational partnerships as a way to broaden technical capacity and scale implementation of interventions, the secretariat will actively pursue opening up direct access to its global pooled fund to "other viable institutions"² beyond UN participating organizations. This will include non-profit and other non-UN organizations (NUNOs) who comply with UN due diligence requirements.

Beyond direct access to financing, relevant NUNOs will also be invited to contribute to the detailed design and development of future projects.

² Terms of Reference dated November 2018, ref. section III.E "Participating Organizations"

After the Steering Committee selects concept notes, which should advance towards the full project development phase, relevant NUNOs may be invited to attend an "information session"³ for an already selected concept note, as a relevant stakeholder as determined by the Fund's panel of experts. During the session, moderated by a panel of road safety experts, PUNO(s) present the concept note to relevant stakeholders who in turn will be provided an opportunity to volunteer ideas, expertise and/or co-financing, with a view to incorporating the same within the final detailed project document. The information session will be a concrete opportunity for PUNOs and NUNOs to work together to flesh out detailed project documents – to help ensure projects deliver efficiencies, synergies, co-financing and best value for money.

Improving results-based management:

In line with the independent evaluation recommendations⁴, the Fund will also strengthen its results-based management (RBM) processes to improve project monitoring and reporting of outcomes, impact and best practices. In this regard, the secretariat will work closely with RBM experts and project focal points to undertake a dedicated RBM exercise aimed at streamlining the Fund's logframe. The secretariat will also work alongside the Multi-Partner Trust Fund Office (MPTFO) to systematize and automate results-based monitoring and reporting against the Fund's logframe. Future projects will also continue to consider how their interventions benefit vulnerable populations, such as women, children, persons with disabilities and older persons. Furthermore, the Fund's Risk Management Strategy and Framework⁵

³ See Application Guidelines for the 2022 Call for Concept Notes, ref. UNRSF/CfCN/2022/1

⁴ Final Report, Independent Evaluation of the UN Road Safety Fund Secretariat, 8 April 2021

⁵ UNRSTF/AB/2018(2)/3-UNRSTF/SC/2018(2)/3A, adopted 22 November 2018, Section V.

will continue to be implemented through future assessments of the Fund's risk profile.

Key related activities:

- 1 Through the Application Guidelines for the Funding Cycle and the Platforms of Engagement, incentivize participating organizations to develop collaborative multi-stakeholder projects.
- 2 Incentivize participating organizations to develop projects that support two or more of the Fund's core strategic priorities through the Application Guidelines for the Funding Cycle.
- 3 Use information sessions to foster multi-stakeholder project co-design and synergies among relevant stakeholders, as described in the Application Guidelines for the Funding Cycle.
- 4 Expand and diversify the portfolio of eligible UN and non-UN institutions, by operationalizing the option of direct financial access to "viable institutions".
- 5 Establish systematic mechanisms and tools for operationalizing results-based planning, management, monitoring, reporting and evaluation (RBM) systems, through secretariat-led logframe revision workshop(s) and by automating the Fund's RBM processes via the MPTFO RBM online tool.
- 6 Enhance global advocacy and communications outreach, through traditional and non-traditional media platforms and events which go beyond the global road safety ecosystem.
- 7 Continue to assess and report on the Fund's risk profile to help ensure resilience

and transparency of Fund operations with respect to, inter-alia, operational risks, funding risks, reputation risks and portfolio risks.

Focus Area 2: Mobilize financial resources to increase support to countries

Broadening outreach to new and existing donors:

The secretariat will continue to support the fundraising efforts of PUNOs, members of the Advisory Board and Steering Committee as well as the UN Secretary General's Special Envoy for Road Safety. On 3 December 2021, the Fund launched a call for its **1st replenishment** on the margins of the UNGA supporting event to the UN High-Level Meeting on Road Safety. The call for the 1st replenishment seeks to capitalize on the UN High Level Meeting on Improving Road Safety, where the Fund's pledging event is envisaged to take place. The minimum target of this replenishment is US\$ 40 million for the 2022–2025 phase of operations with a view to support at least 60 new countries. The replenishment targets represent a doubling of both the contributions received as well as the number of countries supported during the Fund's first phase of operations (2018–2021). Leading up to and following the pledging event during the UN High Level Meeting, the secretariat will continue its multi-pronged fundraising efforts targeting countries, corporates and citizens in line with targets established in its **Fundraising Strategy and Policy** and subsequent guidance and decisions from the Fund's governing bodies.

Improving visibility of funders:

Through customized donor toolkits, the secretariat will actively seek to increase visibility and donor recognition of partners making

a financial contribution. Given the visibility challenges that pertain to a global pooled fund, the secretariat has already begun to undertake and will increase its efforts to deliver on expectations for visibility and recognition through profiling on the Fund's website, social media channels, media engagements, events, project visits, Platforms of Engagement, publications as well as representation on the Fund's governance bodies.

Increasing flexibility for funding:

Unearmarked contributions are strongly encouraged and allow for maximum flexibility for UNRSF to respond to country needs. Nonetheless, earmarking is a known incentive for some existing and potential funders. As agreed by the Advisory Board the secretariat will seek to maintain flexibility with respect to earmarking, should it elicit greater contributions to the Fund. In an effort to remain relevant and responsive to the current demands of a development assistance community – which is volatile in the current global context – earmarking according to country, region or strategic priorities should therefore be given effect where it may generate meaningful contributions.⁶ Moreover, with a view to increasing flexibility for funding, innovative fundraising, outside of traditional corporate CSR or national development aid budgets, will be explored and may include, though not limited to, solidarity funds linked to health and/or climate priorities, legacy fundraising, corporate/consumer matching donations, government levies and consumer-facing micropayments.

Reserve list of projects.:

The Fund's governing bodies already approved the concept of a "reserve list" of approved projects in a funding cycle in the Operations Manual in November 2018. Aligned to this increasing demand for flexibility in fi-

nancing UNRSF, the secretariat will implement an approved list of reserve projects to increase opportunities for implementing high-impact projects, on a case-by-case basis, with greater efficiency.

Co-financing:

Linked to the Fund's catalyst potential, the secretariat will also encourage co-financing and innovative arrangements as a means of leveraging financial wins and fostering wide stakeholder engagement and/or country ownership. Through the information sessions described above in Focus Area 1, relevant stakeholders – which may include relevant multilateral development banks, public or private sector donor agencies, other UN representatives, civil society and/or high-net-worth individuals – will be invited to inform of their interest and capacity to support project delivery, whether in-kind or in cash, of selected projects to be financed by the Fund. Additionally, with the support of increased visibility on the work of the Fund, the secretariat will continue its efforts to attract and encourage partners to co-invest in the delivery of new and existing projects, whether in-country through its own network of implementing partners and/or through a contribution to the Fund.

Key related activities

- 1** Encourage donors to make multi-year financing commitments.
- 2** Leverage the networks of partners (including PUNOs, members of the Advisory Board and Steering Committee as well as the UN Secretary General's Special Envoy for Road Safety) to mobilize additional financial contributions.
- 3** Leverage the convening power of global industry associations and other

⁶ UNRSTF/AB/8 8 July 2020

global corporate initiatives to mobilize financial contributions from the private sector as identified by the Fund's Fundraising Strategy.

4 Explore flexible financial arrangements which may include earmarking options and innovative financing modalities outside of traditional corporate CSR or national development aid budgets.

5 Encourage in-kind resources and/or co-financing arrangements to complement and support projects and priorities.

6 Establish a reserve list of pre-approved concepts to further support governing body decision-making on project selection and approval.

Focus Area 3: Strengthen internal capacity to ensure continued efficiency and results

According to the Fund **Terms of Reference**, the secretariat is set up to provide support and implement decisions of the Advisory Board and the Steering Committee in line with core documents. It is also responsible for: organizing calls for proposals and appraisal processes; conducting monitoring, evaluation and reporting; liaising with the Administrative Agent, the UNDP Multi-Partner Trust Fund Office (MPTFO); and undertaking resource-mobilization.

The secretariat comprises four fixed-term staff posts,⁷ which are directly supervised by the Deputy Executive Secretary and Executive Secretary of the UN Economic Commission for Europe (UNECE), which hosts the Fund secretariat.

Making the governing bodies "fit for purpose":

In 2022, 54% of the seats on the Advisory Board and Steering Committee will be re-elected. This provides an opportunity to give effect to the Fund's independent evaluation recommendations to make its governing bodies *fit for purpose*. The evaluation specifically recommends, inter alia, to increase shared understanding among members of both governing bodies; to involve members in joint fundraising efforts; to co-organize events with members and encourage members to spread the word about the Fund and its road safety work; and to agree pre-defined expectations of members. Careful attention will continue to be paid to the composition of the governing body, ensuring the membership is inclusive and representative. Agreeing the modalities, which may give effect to these recommendations, will be a key focus of the secretariat in 2022.

Making the secretariat fit for purpose:

In line with anticipated shifts in staffing needs of the secretariat beyond its first year⁸ and in response to the strategic and operational focus for 2022–2025, efforts will be made to ensure that the secretariat also remains fit for purpose. In accordance with UN rules and pursuant to governing body approval⁹, secretariat functions may be adjusted to reflect the increased need for the secretariat to focus on strengthened internal capacity on programme development and results-based management; resource mobilization and partnerships; and communications and global advocacy. Underpinning these three areas of focus will be a cross-cutting need for efficient administrative functions. Individual contractors/consultants would also be required intermittently to support specific needs on communications and events, outreach and resource mobilization and programme cycle support.

The secretariat will continue its efforts

⁷ P5 Head of Secretariat, P4 Programme Officer, P3 Public Information Officer and G5 Programme Assistant.

⁸ UNRSTF/AB/2018(1)/7-UNRSTF/SC/2018(1)/7, 3 August 2018

⁹ UNRSTF/AB/2018(1)/7-UNRSTF/SC/2018(1)/7, 3 August 2018

to upscale strategic, effective and fundraising-focused communications in line with the Fund's Communications Action Plan 2022–2025. A focused effort will be made to better market the Fund's very strong, unique and successful partnership model; UN system agencies' role and value-add; as well as the concrete results and impact of projects and the work of the secretariat. The need for better results communications and fundraising have been a recurrent theme in feedback received from current and potential donors. To respond to these demands, the secretariat will ensure that targeted communication responsibilities are distributed among the secretariat staff and that dedicated fundraising expertise is embedded within the secretariat.

Gain efficiencies through MPTFO:

The Fund will use the new MPTFO online projects portal to facilitate harmonized project monitoring and reporting. In close coordination with the MPTFO, the secretariat will customize and roll-out project team training on RBM and use of the MPTFO online projects portal, with a view to using systematic mechanisms and tools for operationalizing a results-based monitoring and reporting systems.

Key related activities

- 1** Provide strategic, logistical and operational support to the Steering Committee and the Advisory Board, including in relation to advocacy, partnership outreach and fundraising.
- 2** Organize at least one in-person joint session each year for the Advisory Board and Steering Committee members.
- 3** Streamline and systematize portfolio monitoring and reporting, including through project team training on RBM

and the use of the MPTFO online projects portal.

- 4** Implement the Fund's Communications Plan 2022–2025 to boost global advocacy, communication and visibility.
- 5** Strengthen the secretariat's communications, resource mobilization and partnerships building functions.
- 6** Strengthen and mainstream the secretariat's internal capacity on programme development and results-based management.

The UN Road Safety Fund Secretariat is hosted in Geneva by the UNECE. The Fund is administered by the UN Multi-Partner Trust Fund Office in New York.

For more information:
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