

UNITED NATIONS *ROAD SAFETY TRUST FUND*

TERMS OF REFERENCE

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Table of Contents

I.	Introduction and Rationale	1
	A. Road Safety Situation 2010-2020	1
	B. Road Safety Situation beyond 2020	2
	C. Road Safety Resolutions and Goals	4
	D. Objectives of the United Nations Road Safety Trust Fund (UNRSEF)	4
II.	Programme Scope and Results-Based Framework	6
III.	Governance	7
	A. Advisory Board	8
	B. Steering Committee	9
	C. Secretariat	11
	D. Administrative Agent	12
	E. Participating United Nations Organizations	13
	F. Non-United Nations Organizations	13
	G. Expansion of participating UN and Non-UN organizations	14
IV.	Fund Implementation	14
	A. Contributions	14
	B. Project Approval Process	16
	C. Gender	17
V.	Monitoring, Evaluation and Reporting	18
	A. Monitoring	18
	B. Evaluation	18
	C. Reporting	19
VI.	Audit	20
VII.	Modification and Expiration	21
	Appendix – Logical (Results) Framework	22

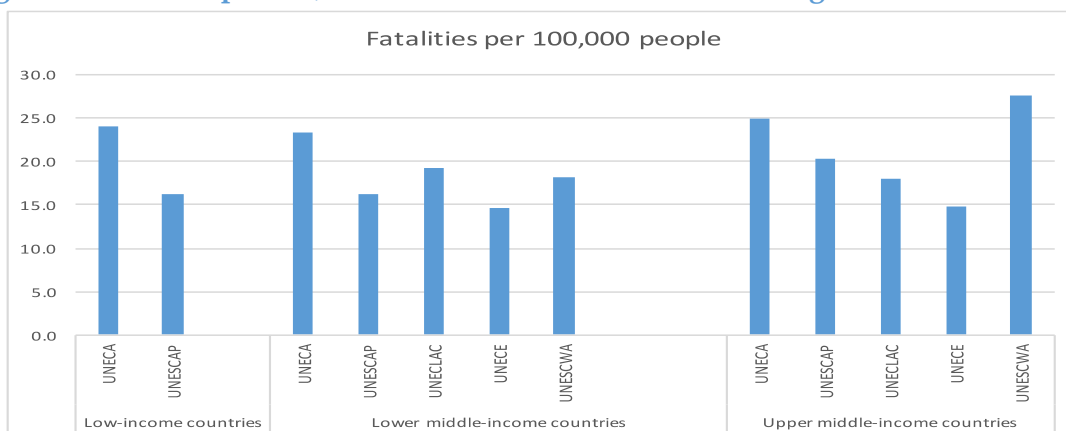
I. Introduction and Rationale

A. Road Safety Situation 2010-2020

An estimated 1.25 million¹ people are killed, and around 50 million injured, every year in road traffic crashes, which makes poor road safety one of the most pressing social, economic, health and development issues of our time. It is the leading cause of death for young people aged 15 to 29, and the eighth leading cause of death globally.²

Ninety per cent of all road fatalities occur in developing countries. Beyond human suffering, road traffic deaths and injuries impose significant economic and financial losses to individuals and to societies. These losses are, in many countries, not mitigated by adequate insurance coverage or safety nets, families may lose their only breadwinner and be left with very high healthcare bills. This hits the world's poor particularly hard. An estimated 12-70 million people are kept in poverty each year due to road traffic injuries and fatalities³, and the economic loss from road crashes ranges from 3-6 per cent of GDP a year. Road traffic injuries often inflict the highest burden of death and long-term disability on those in their prime working age, between 15 and 64 years old, resulting in a reduced workforce and a weaker economy.⁴ Road traffic injuries are estimated to create a \$1.85 trillion burden on the global economy each year.⁵

Figure 1. Fatalities per 100,000 citizens in the United Nations regions⁶



(Source: World Health Organization, 2015)

¹ World Health Organization, *Global Status Report on Road Safety, 2023*, “When compared to the estimated 1.25 million road traffic deaths in 2010, the current figure of 1.19 million for 2021 represents a reduction of 5%.”, *p.14*.

² World Health Organization, *Global Status Report on Road Safety, 2018*.

³ International Road Assessment Programme (iRAP), *A World Free of High-Risk Roads*, September 2015.

⁴ The World Bank, *The High Toll of Traffic Injuries: Unacceptable and Preventable*, January 2018.

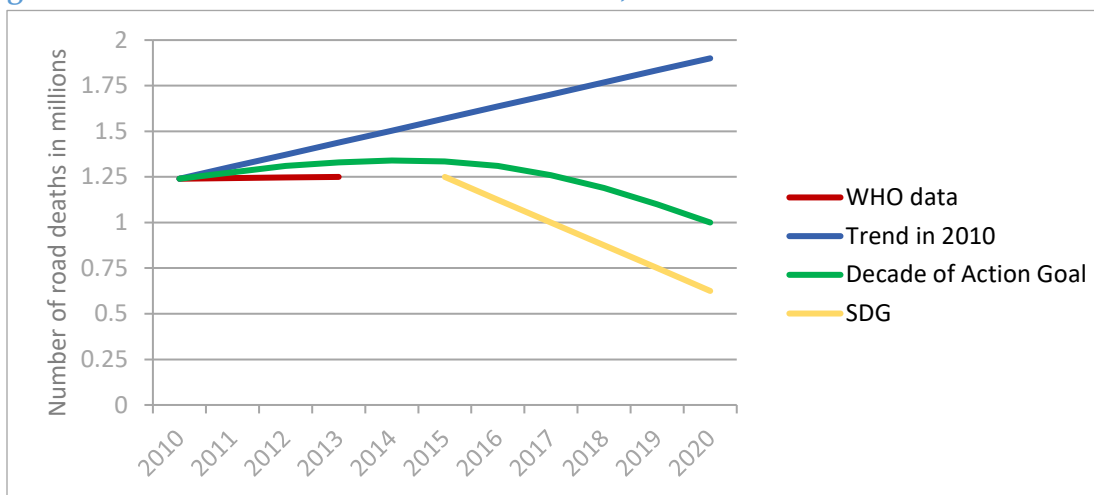
⁵ International Road Assessment Programme (iRAP), *A Business Case for Safer Roads*.

⁶ *Acronyms*: United Nations Economic Commission for Africa (UNECA), United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), United Nations Economic Commission for Latin America and the Caribbean (UNECLAC), United Nations Economic Commission for Europe (UNECE), and United Nations Economic and Social Commission for Western Asia (UNESCWA)⁷ www.worldbank.org/en/programs/global-road-safety-facility

Despite some progress to stabilize the number of road traffic fatalities in recent years, the world is still far from achieving these global targets (figure 2). Moreover, road safety has not been adequately funded at the national, regional or global levels.⁷

This is evidenced by the unvarying global numbers of road traffic fatalities and injuries, implying that despite the extensive inventory of resources, best practices and expertise, there has been little impact during the first seven years of the Decade of Action. Without significant and immediate measures in all United Nations regions (figure 1), we can anticipate an increase in road crash fatalities and serious injuries.⁸

Figure 2. Number of fatalities from road crashes, 2010-2020



(Source: OECD, International Transport Forum)

B. Road Safety Situation beyond 2020

According to the WHO 2023 global status report on road safety⁹, Road deaths have fallen slightly to 1.19 million per year - a 5% drop since 2010. More than half of all UN Member States, including low-income countries, report a decline in deaths. Nevertheless, more than two deaths per minute and over 3200 each day occur. Road crashes remain the leading killer of children and youth aged 5 to 29. They typically strike in most productive years, causing huge health, social and economic harm throughout societies.

⁷ www.worldbank.org/en/programs/global-road-safety-facility

⁸ Dargay, J., G. Gately and M. Sommer, *Vehicle Ownership and Income Growth, Worldwide: 1960 – 2030*, Energy Journal, Vol. 28, No. 4., 2007

⁹ World Health Organization, [Global Status Report on Road Safety, 2023](https://www.who.int/publications/m/item/global-status-report-on-road-safety-2023).

The global fatality rate stood at 15 per 100 000 population people in 2021 - a 16% drop since 2010. Motor vehicles more than doubled to over 1 billion between 2010 and 2021, yet the death rate per 100 000 vehicles fell by 41%.

Nine in 10 deaths occur in low- and middle-income countries. The risk of death per population is three times higher in low-income countries than in high-income countries, yet low-income countries have just 1% of the world's motor vehicles. 28% of deaths occur in the WHO South-East Asia Region, 25% in the Western Pacific Region, 19% in the African Region, 12% in the Region of the Americas, 11% in the Eastern Mediterranean Region and 5% in the European Region. Fatality rates per population are nearly three times higher in the WHO African Region, which has the highest rates at 19 per 100 000 population, than in the European Region, with the lowest rates at 7 per 100 000.

People in cars and other four-wheeled light vehicles account for 30% of deaths, yet more than half of fatalities occur among pedestrians, cyclists, motorcyclists and other powered two and three wheeled vehicle riders.

Just six countries - 3% of all UN Member States - have laws on risk factors that meet WHO best practice. A total of 140 countries - two thirds of UN Member States - have laws that meet WHO best practice for at least one of the five risk factors. 25 countries have modified laws to meet WHO best practice since the Global status Report on Road Safety 2018.

Some of the greatest gains were made where the safe system approach to road safety – which puts people and safety at the core of mobility systems – was most widely applied. 10 of these countries managed to halve deaths in the last 10 years, showing that a 50% reduction in a decade is possible. 35 of these countries reduced the number of deaths by between 30 and 50% between 2010 and 2021. Though the decline in deaths falls far short of what is needed to meet the **UN Decade of Action for Road Safety 2021–2030¹⁰ target of halving deaths by 2030**, it shows how to accelerate progress.

The existence of a national agency responsible for road safety is reported by 84 countries, of which 81 report that the agency has funding. 117 countries report having a national road safety strategy, while just 16 of these strategies are fully funded. More than half of countries use general taxes on vehicle purchases, insurance, fuel and alcoholic beverages among others, to finance road safety activities. About half of all countries use dedicated taxes and fines from traffic violations to finance road safety activities.

¹⁰ World Health Organization, [Global Plan for the Decade of Action for Road Safety 2021-2030](#), 2021.

C. Road Safety Resolutions and Goals

United Nations Member States acknowledged the importance of road safety by agreeing on the **Decade of Action for Road Safety 2011-2020**.¹¹ A Global Plan of Action for the Decade of Action¹² outlined the core activities needed to improve road safety, within five thematic pillars. Furthermore, the 2030 Agenda for Sustainable Development included road safety in two of the 17 Sustainable Development Goals and targets (targets 3.6 and 11.2).

In recognition of the challenge of translating “plan” into “action”, the General Assembly in April 2016 adopted resolution 70/260¹³, which requested the Secretary-General “to consider the possibility of establishing, from voluntary contributions, a Road Safety Trust Fund, to support the implementation of the Global Plan for the Decade of Action and the road safety-related Sustainable Development Goals, as appropriate, and to report thereon to Member States.”

Pursuant to this resolution, the United Nations Economic Commission for Europe (UNECE) was tasked by the Secretary-General to be the lead entity in developing a proposal for establishing such a fund in collaboration with his Special Envoy for Road Safety, the World Health Organization, other regional commissions, and United Nations system entities working on Road Safety. After extensive consultations with Member States, civil society, the private sector, academia, United Nations system partners and other stakeholders, UNECE presented the proposal to the Secretary-General for consideration in September 2017.

The Secretary-General formally expressed his support on the establishment of the United Nations Road Safety Trust Fund dated 29 December 2017, requesting for UNECE and his Special Envoy for Road Safety to take all necessary steps to establish the Fund in line with the submitted proposal and in time for the General Assembly agenda item on “improving global road safety,” in April 2018. UN member states accepted the second decade of action.

D. Objectives of the United Nations Road Safety Trust Fund (UNRSF)

While road safety is increasingly recognized as a key sustainable development issue, it has not been adequately funded at the local, national or global levels. Before the establishment of the Fund, only a few bilateral donors, most notably the Department for International Development (United Kingdom of Great Britain and Northern Ireland); the Swedish International Development Cooperation Agency and the Agency for International Development (United States of America) have

¹¹ http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/64/255

¹² Global Plan for the Decade of Action for Road Safety, 2011-2020.
http://www.who.int/roadsafety/decade_of_action/plan/plan_english.pdf?ua=1

¹³ www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/70/260

initially provided funding for road safety activities. International funding has been limited: major contributors have been the World Bank, with its Global Road Safety Facility¹⁴, multilateral development banks, the FIA Foundation¹⁵, Bloomberg Philanthropies and other private sector contributors.¹⁶

The United Nations Road Safety Trust Fund will support the continued implementation of the five pillars of the Global Plan for the Decade of Action for Road Safety and concrete action towards achieving the road safety-related targets under Sustainable Development Goals 3 and 11. Building on the 11 years of experience of the World Bank’s Global Road Safety Facility, which includes challenges in securing robust funding to support a wide geographical range of activities, a new United Nations Road Safety Trust Fund must also focus on scaling up activities and resources.

In contrast to the existing financing mechanisms, the United Nations Road Safety Trust Fund will benefit the world’s citizens by leveraging the expertise of the United Nations system to directly address the needs of countries and other stakeholders in all regions, to achieve the road safety-related Sustainable Development Goals and to implement the five pillars of the Global Plan for the Decade of Action. Furthermore, the United Nations-based Road Safety Trust Fund will enhance the engagement of United Nations Member States in road safety and draw on the expertise of the United Nations Regional Commissions and other United Nations system entities working on road safety.

The United Nations system also has the opportunity to ensure synergy, efficiency, and coordinated investment of road safety funds. Through the Decade of Action for Road Safety, activities were undertaken with individual approaches, often preventing coherence in activities. A strong governance role by the United Nations of the Fund, as the main “participating organizations,” will offer a long-awaited, concerted approach to addressing road safety.

UNRSF vision: building a world where roads are safe for every road user, everywhere.

UNRSF mission: to mobilize partners across all sectors to commit to prioritizing road safety and to finance and leverage further funding for high-impact projects that substantially increase road safety.

UNRSF objectives:

¹⁴ www.worldbank.org/en/programs/global-road-safety-facility

¹⁵ www.fiafoundation.org/

¹⁶ See “Options for the establishment of a UN Road Safety Fund” draft note prepared by UNECE (April 2016), www.unece.org/fileadmin/DAM/trans/doc/2016/itc/Options_for_a_UN_Fund_For_Road_Safety_draft.pdf

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1. Strengthening road safety management capacity at the national and local levels, and unlocking sustainable sources of domestic road safety financing in low and middle-income countries by mobilizing global financial and technical resources;
 2. Supporting road safety programmes at the national and local levels across the five pillars of the Global Plan for the Decade of Action for Road Safety by providing funding support to participating institutions and organizations throughout the investment cycle;
 3. Coordinating complementary channels of road safety and sustainable transport assistance to countries and cities to harmonize initiatives for the Sustainable Development Goals¹⁷, and maximize the effectiveness and efficiency of the goals.

II. Programme Scope and Results-Based Framework

Provided the scope of best practices and expertise built through the Decade, the Fund will focus on supporting concrete actions that align with the five “pillars” of the Global Plan for the Decade of Action for Road Safety as well as those that link to achieving the road safety-related targets 3.6 and 11.2 of the Sustainable Development Goals. This will ensure that the capacity built, and investment made over the Decade of Action are harnessed through to 2020 and beyond, while encouraging greater implementation. The activities outlined in the pillars are recognized as timeless and fundamental elements towards improving road safety.

The Fund will apply a holistic and integrated approach by recognizing the Safe Systems principles, will promote cost-efficient approaches, and will help to catalyze the transformation of mobility and transport. Furthermore, the Fund will inspire actions that better prepare those who design, build, manage, and use vehicles and roads, and that improve post-crash response when road incidents occur, ultimately leading to improved safety and fewer casualties on the roads.

The Fund will support countries to develop road safety-related policies, thereby strengthening institutional and regulatory frameworks. The Fund will not finance road infrastructure and facilities; however, it will encourage cooperation between countries and organizations to implement activities in a sustainable manner.

- a. The work from support of the Fund is expected to contribute to a major impact: a substantial reduction of road traffic fatalities and injuries in low and middle-

¹⁷ Sustainable Development Goals targets 3.6 and 11.2.

income countries.¹⁸ This impact will be monitored with the following indicators: Death rate due to road traffic injuries in targeted countries and number of road traffic injuries in targeted countries.

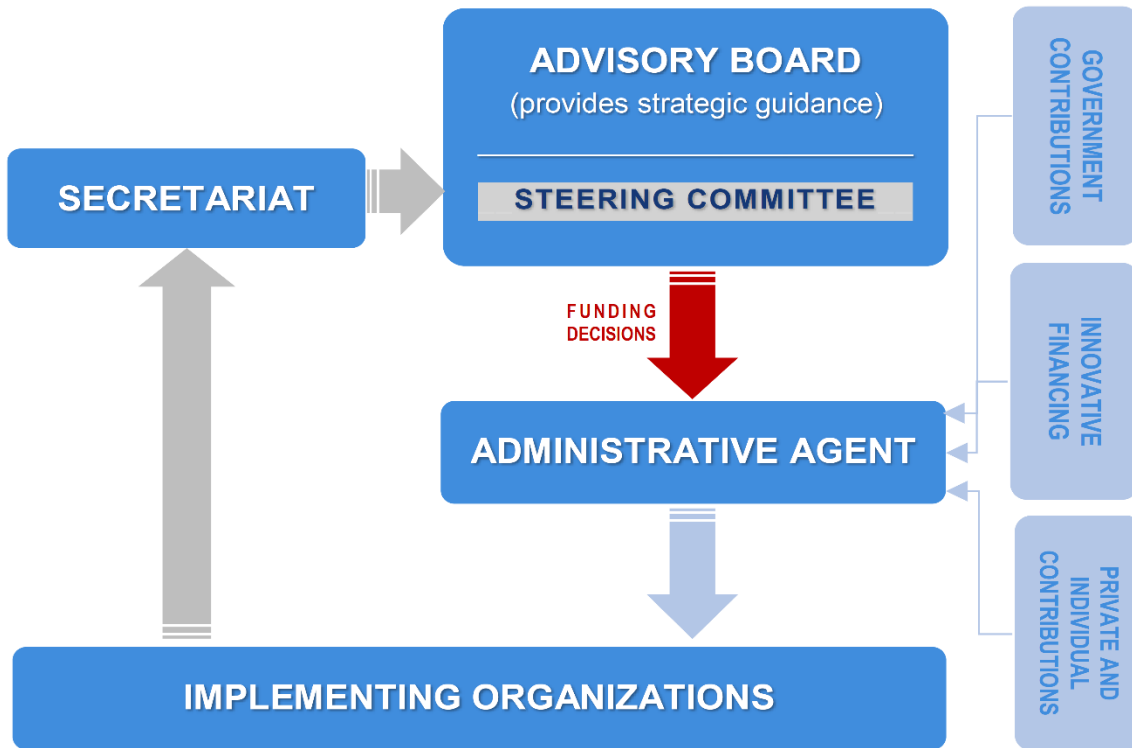
To achieve the reduction objectives, countries are expected to achieve specific outcomes attributed to the five Pillars of the Global Plan for the Decade of Action for Road Safety (outlined below). For each outcome, specific outputs, activities, and indicators of progress are formulated in the appendix. The appendix summarizes the outcomes, outputs and activities that can be generated from and prioritized by the Fund (the Advisory Board and Steering Committee may make further adjustments). Project proposals and reporting should be linked to at least one of the outcomes and provide rationale on how the activities of the project contribute to achieving the outcome.

1. Improve road safety management (Outcome/Pillar 1);
2. Improved safety of road infrastructure (Outcome/Pillar 2);
3. Improved safety of vehicles (Outcome/Pillar 3);
4. Improved behavior of road users (Outcome/Pillar 4); and
5. Improved post-crash care (Outcome/Pillar 5).

III. Governance

The governance structure will be composed of an Advisory Board, a Steering Committee, a Secretariat, and an Administrative Agent (AA). The World Bank, as the host of the Global Road Safety Facility, will be invited as a member of the Advisory Board to ensure coordination and prevent duplication of work.

¹⁸ Contributes to targets 3.6 and 11.2 of the Sustainable Development Goals and to the Decade of Action for Road Safety.



A. Advisory Board

The Advisory Board will meet on an annual basis and provide strategic direction to the Fund. The Advisory Board will also advise on criteria for proposals, monitoring and evaluation, on priorities for funding projects, on the organizational structure and consultations. The membership will be broad enough to ensure that the strategic guidance provided to the Steering Committee reflects a large consensus among the stakeholders. For the launch of the United Nations Road Safety Trust Fund, the Advisory Board will be chaired by the Chair of the Global Forum for Road Traffic Safety (WP.1), for a period of two years. This would strengthen the links to global road safety efforts, United Nations Road Safety legal instruments and Member States. After the inaugural two-years, the Chair will be elected by the Board members. The Chair will rotate on a biannual basis. The rules of procedure of the Advisory Board and changes in membership will be developed and adopted by the members. Advisory Board members will include:

- **United Nations Secretary-General’s Special Envoy for Road Safety (1 member)**

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- **Chair of the Global Forum for Road Traffic Safety (WP.1) (1 member)** ¹⁹
 - **Member States Representing each of the United Nations Regions (5 members)**
selected by United Nations Regional Commissions
 - **Civil Society (2 members)**
recommended by the Secretariat and selected by the Advisory Board Chair²⁰
 - **Research and Academia Institutions (2 members)**
recommended by the Secretariat and selected by the Advisory Board Chair
 - **Member State donors (3 members)** ²¹
 - **Private Sector donors (3 members)** ²¹
 - **World Bank (1 member)**
 - **UNECE (1 member)** ²²
 - **World Health Organization (1 member)**
 - **Chair of the Steering Committee (1 member)**

The Fund AA (see below section III.D) and Secretariat (see below section III.C) are ex-officio members of the Advisory Board without voting rights.

B. Steering Committee

The Steering Committee implements the strategic direction recommended by the Advisory Board, including the approval of projects for funding. It will be chaired by the head of a participating United Nations organization, as the below-mentioned responsibilities do not allow for funding decisions to be made by external parties.

The Steering Committee Members will include:

- **United Nations Regional Commissions (5 members)**²³
- **World Health Organization (1 member)**

¹⁹ To ensure success for the launch of the United Nations Road Safety Trust Fund, the Advisory Board will be chaired by the Chair of the Global Forum for Road Traffic Safety for a period of two years. This will provide a strong link to global road safety efforts, United Nations Road Safety legal instruments and Member States.

²⁰ The Executive Director of the Global Alliance of NGOs for Road Safety will be recommended for this position for the first two years of the Fund to ensure a good representation of NGOs. The Alliance serves more than 140 NGOs around the world, which represents 70 countries and includes NGOs on road victims. The Fédération Internationale de l'Automobile (FIA) will be recommended for the second seat for two years. FIA has 246 club members representing 80 million motorists in 145 countries.

²¹ For the launch of the Fund, donor representatives in the Advisory Board and Steering Committee will be based on highest contributions.

²² In principle, UNECE will not chair the Advisory Board or Steering Committee, unless requested by their members.

²³ In principle, UNECE will not chair the Advisory Board or Steering Committee, unless requested by their members.

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- **Other United Nations Agencies and Departments (1 member on a two-year rotational basis from the list below, based on availability):**
 - DESA (transport intersection)
 - UNHABITAT (new urban agenda/urban mobility)
 - UNEP (environment intersection)
 - UNDP (country-level engagement)
 - UNICEF (country-level engagement)
 - **Member State Donor (2 members)²⁴**
 - **Private Sector Donor (2 members)**
 - **Civil Society (1 member)**

 - **Chair of the Multilateral Development Bank Working Group on Road Safety (1 member)**

The Fund AA (see below section III.D) and Secretariat (see below section III.C) are ex-officio members of the Steering Committee without voting rights.

The Steering Committee will meet periodically and will be the decision-making authority responsible for:

- i. Implementing the strategic direction recommended by the Advisory Board;
- ii. Providing general oversight of United Nations Road Safety Trust Fund;
- iii. Approving the Fund's risk management strategy;
- iv. Approving programmatic funding allocations to participating UN organizations (PUNOs) and Non-UN Organizations (NUNOs);
- v. Approving direct costs for Secretariat functions;
- vi. Reviewing Fund status and overseeing the overall progress against expected results as reported by Participating UN Organizations and Non-UN Organizations and consolidated by the Secretariat;
- vii. Approving any necessary programmatic or budgetary revisions, including revision of the Fund's TOR; and
- viii. Commissioning mid-term and final independent evaluations on the overall performance of the Fund.

²⁴ For the launch of the Fund, donor representatives in the Advisory Board and Steering Committee will be based on highest contributions.

The Chair of the Steering Committee will be elected by its members for a period of two years. When the Steering Committee approves a project, the Chair of the Steering Committee will request the AA to transfer funds to the participating United Nations organizations and the participating Non-United Nations organizations. The rules of procedure of the Steering Committee, including changes in membership, will be proposed by the Secretariat and adopted by the Steering Committee.

C. Secretariat

The Secretariat will provide logistical and operational support to the Advisory Board and the Steering Committee. Its costs will be covered by the Fund and hosted by UNECE. The hosting, size and exact composition of the Secretariat would depend on the level of funds as all Secretariat costs would be covered by the Fund, including the post of head of the Secretariat, which will be recruited following United Nations procedures. The Secretariat's composition and its budget will require approval by the Steering Committee.

The Secretariat will be responsible for:

- i. Convening the Advisory Board and Steering Committee meetings, preparing the agendas and communicating decisions/recommendations;
- ii. Advising the Steering Committee on strategic priorities, programmatic and financial allocations;
- iii. Providing logistical and operational support to the Steering Committee and the Advisory Board;
- iv. Elaborating and ensuring compliance of the Operations Manual of the Fund;
- v. Organizing calls for proposals and appraisal processes;
- vi. Consolidating annual and final narrative reports for submission to the Advisory Board and the Steering Committee;
- vii. Conducting monitoring and evaluation and consolidating information in a result-based management system;
- viii. Liaising with the AA on administration of the Fund; and
- ix. Undertaking resource mobilization under the guidance and supervision of the Steering Committee and the Advisory Board.

D. Administrative Agent

The United Nations Road Safety Trust Fund is administered by the United Nations Multi-Partner Trust Fund Office (MPTF Office) which performs the AA functions under the pass-through fund management modality. The MPTF Office carries out fiduciary and financial management functions and will open a separate ledger account for the Fund. The AA will work closely with the Secretariat.

The Fund's administration services, whose costs are 1 per cent of received contributions, include:

- i. Setting up the Fund: support in designing the Fund (Terms of Reference and Operations Manual) and development of legal instruments;
- ii. Administrating of the Fund: receipt, administration and release of funds to implementing entities in accordance with decisions of the Steering Committee and upon instruction of the Secretariat, as well as consolidate financial reports;
- iii. Signing Memorandums of Understanding (MOU) with participating United Nations organizations;
- iv. Signing a financial agreement with the Non-United Nations participating organizations;
- v. Signing "standard administrative agreements" with donors that wish to contribute financially to the Fund;
- vi. Receiving and managing funds including those of the Fund's closure;
- vii. Investing and reinvesting fund resources according to UNDP investment policies, practices and procedures. Any profits will be added to the Fund's resources and will not be credited to the contributions of any particular donor;
- viii. Providing updated information to the Steering Committee on the regular resource expenditures and availability;
- ix. Subject to the availability of resources, transferring funds to participating organizations in accordance with the Steering Committee decisions and upon instruction of the Secretariat;
- x. Consolidating the annual and final financial reports submitted by participating organizations and presenting the consolidated report to the Steering Committee for approval; and to each of the Fund's contributors;
- xi. Providing a Fund's final financial report which includes a notice of the Fund's closure;

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- xii. Releasing funds as the direct costs of the Secretariat, based on the Steering Committee decisions. The AA will annually notify the Steering Committee about the amounts used to that end;
 - xiii. Providing tools for fund management to ensure transparency and accountability; and
 - xiv. Providing support in adjustments to the Fund design.

E. Participating United Nations Organizations

Funding will be allocated to Participating United Nations Organizations (PUNOs) that sign the MOU with the AA. The PUNOs will coordinate and guide the design of project proposals in their respective areas, as well as assist countries and project partners in implementation. Each PUNO will assume full programmatic and financial accountability for the funds disbursed to it by the AA. Such funds will be administered by each PUNO in accordance with its own regulations, rules, directives, and procedures, including those related to public procurement, as well as recruitment and evaluation of executing partners, provided that the minimum requirements established by the Fund are compiled within terms of fiduciary securities and principles. Indirect costs of the participating organizations recovered through programme support costs will be harmonized at 7 per cent.²⁵

F. Non-United Nations Organizations

Non-United Nations organizations (NUNOs) will receive funding directly as they sign the framework agreement with the AA or indirectly as implementing partners of approved projects, through a subgrant by the Participating UN organizations (PUNOs) (see section IV. B).

Resources can also be allocated to registered international and national NUNOs. This modality offers NUNOs direct access to the Fund. After a screening through the UN Partner Portal where possible, NUNOs that are assessed as low risk following a micro-assessment of the Harmonized Approach to Cash Transfers (HACT) methodology will be eligible to receive funds directly. In line with the Framework Agreement for Participation of Non-United Nations Organizations, each NUNO will assume full programmatic and financial accountability for the funds disbursed to it by the AA. The indirect costs of the NUNO recovered through programme support costs will be harmonized at 7% of the total budget submitted. For this modality, the Fund Secretariat will develop criteria to select NUNOs that will be subject to a HACT micro-assessment following the standard

²⁵ UNDG Guidance on Establishing, Managing and Closing Multi-Donor Trust Funds: <http://mptf.undp.org/document/templates>

UN HACT procedures. The Fund Secretariat will present the outcomes of the HACT assessments to the Steering Committee.

A NUNO shall not be eligible for funding should any fact or circumstance come to light which impacts its independence from any affiliation, economic or otherwise, which could give rise to conflicts between its interests and those of the UNRSF and/or the United Nations. Alignment with UN legal instruments and safety standards is a requirement for any UNRSF-funded project. All participating organizations must not act in conflict of the interest and mandate of UNRSF. Accordingly, all PUNOs and NUNOs are required to design and execute UNRSF-funded projects in full accordance with applicable UN regulations, and road safety laws and standards aligned with UN legal instruments, wherever applicable.

G. Expansion of participating UN and Non-UN organizations

The expansion of Fund PUNOs and NUNOs shall be subject to consideration on a case-by-case basis. The Secretariat will submit to the Steering Committee a detailed rationale outlining the value-add of the UN or Non-UN organizations. Resources may only be allocated to Non-UN organizations provided that a screening process that assesses that the fiduciary securities and programmatic oversight criteria established by the AA are met.

IV. Fund Implementation

The Road Safety Trust Fund will channel funds in an open and transparent way, and priority given to strengthening the capacity of government agencies, local governments and city authorities to develop and implement road safety programmes. The focus will be on low- and middle-income countries where the majority of road traffic crashes occur. Partnerships between government authorities and civil society organizations -- who in many countries are strong catalysts for positive road safety improvements -- as well as with multilateral development banks, United Nations entities, other international organizations and academia is encouraged.

A. Contributions

Contributions to the United Nations Road Safety Trust Fund may be accepted from governments, intergovernmental or non-governmental organizations, the private sector, philanthropic organizations and individuals. A risk assessment will be conducted by the Fund secretariat and will include approval of the partnership by the Steering Committee. The risk assessment will be presented to the Multi-Partner Trust Fund (MPTF) Office for decision in accordance with the AA policies

and procedures on private sector due diligence. Due diligence process will include consultations with the Fund Secretariat and may include consultations with participating United Nations organizations.²⁶

For high-risk assessments, the Steering Committee is to ensure broad agreement with the partnership before tabling it for decision-making by the MPTF Office Executive Coordinator.

A United Nations Road Safety Trust Fund may consider benefiting from innovative funding arrangements through partnerships with relevant service or manufacturing industries. For example, the automotive industry or the tyre producers could finance contributions for road safety based on the number of vehicles or tyres sold, insurance industry could contribute given the benefits achieved through reduced road crashes and a levy on used cars that are exported has also been proposed.²⁷ Innovative new financing instruments such as development impact bonds and social impact investment may also provide mechanisms for the Road Safety Trust Fund to scale up actions on road safety globally in a sustainable manner.²⁸

Furthermore, a United Nations Road Safety Trust Fund could consider web-based fund raising to facilitate access to individual and micro-donations.

Contributors are encouraged to provide un-earmarked contributions, however, in case of specific requirements, earmarking is permitted at the regional or outcome levels and must meet the following conditions:

- a) The contribution is at least USD 2 million;
- b) Earmarking should be done at the regional level (as defined by [UN Data Standards](#)²⁹) or at the outcomes (pillars) level (as defined in these ToR).

The classification of countries per sub-regions/regions for earmarking are set forth as those defined in the UN Data Standards³⁰. The MPTFO and the Secretariat shall negotiate with donors on a case-by-case basis the targeting of regions for earmarking of funds. The MPTFO and the Secretariat shall inform the Steering

²⁶ Ethical guidelines will be developed by the Secretariat to ensure that private sector partners are committed to core United Nations values and United Nations causes and that they are not involved in commercial or other activities that are incompatible with the UN's values.

²⁷ Such ideas have been articulated by the FIA High Level Panel for Road Safety.

²⁸ See www.gov.uk/government/groups/social-impact-investment-taskforce, www.fiafoundation.org/connect/publications/breaking-the-deadlock and www.fiafoundation.org/connect/publications/investing-to-save-lives

²⁹ Africa, Americas, Europe, Asia, Oceania

³⁰ The [UN Data Standards](#), developed through a joint initiative of the United Nations Sustainable Development Group (UNSDG) and the High Level Committee on Management (HLCM) of the UN Chief Executives Board for Coordination prescribe the requirements for UN system-wide financial data reporting exercises.

Committee on the earmarking of funds and the progress made in implementing the activities funded through earmarked contributions.

Contributions may be accepted in fully convertible currency or in any other currency that can be readily utilized. Contributions will be deposited into the bank account designated by the MPTF Office. The value of a contribution payment, if made in currencies other than United States dollars, will be determined by applying the United Nations operational rate of exchange in effect on the date of receipt of payment by the MPTF. Gains or losses on currency exchanges will be recorded in the United Nations MPTF account established by the AA.

B. Project Approval Process

The United Nations Road Safety Trust Fund will allocate funds for activities through the PUNOs and NUNOs. They will be invited to submit proposals to the Secretariat upon issuance of a “call for proposals”. Small-scale proposals can be part of a comprehensive “package” of activities included in one project proposal from the Participating UN Organization and Non-UN Organization for submission to the Secretariat. The activities would ensure participation of multiple stakeholders, implementation of robust activities and effective coordination in addressing one of the five outcomes of the Fund. Participating UN Organizations and Non-UN Organizations can submit more than one proposal.³¹ They will receive funds and disburse them in line with the project document approved by the Steering Committee, including for grant transfer to the project implementing partner(s), and in the case of UNCDF, to provide guarantees and loans, according to their rules and regulations.

The Fund Secretariat reviews the proposals of the Participating UN Organizations and Non-UN Organizations to ensure that all the required information is in the standard proposal before submission to the Steering Committee. The Steering Committee reviews the vetted proposals and either approves, requests for further review or rejects the proposal. In their selection, the Steering Committee will ensure that the project selection is diverse and inclusive.

The proposal approval process and the timeline of the allocation cycle will be described in the Operations Manual, which will be developed by the Secretariat and endorsed by the Steering Committee after consultation with the Advisory Board (see section III.C). The Operations Manual will define all operational details for the functioning of the Fund.

³¹ In order to limit transaction costs and in line with the United Nations Development Group (UNDG) guidelines, \$100,000 will be the minimum size of an individual transfer by the AA to a Participating UN Organizations and Non-UN Organizations.

C. Gender

In line with the recommendations of the UN Secretary-General to strengthen gender responsiveness of UN interventions, all the Fund's projects will be scored against Gender Equality Markers (GEM) and will aim for 15% of Fund operations to contribute to gender equality and women's empowerment (GEWE).

D. Risk Management

The governance structure brings together all stakeholders and financial contributors, thereby, offering an opportunity to develop a common understanding of the risk context and the possible mitigation measures. An assessment of risk and the use of joint mechanisms to reduce and better manage risks can result in more informed strategic choices.

Risks will be monitored and managed at the project, the programme and at the Fund level. A Fund risk management strategy is detailed in the operations manual. This strategy seeks to accelerate delivery and increase Fund impact, ensure that Fund operations 'do no harm' and verify that funds are used for their intended purpose. The Fund risk management strategy does not replace project risk evaluation/management.

The Steering Committee shall regularly assess risks and mitigation measures against the developed risk strategy and update accordingly.

A risk management strategy will:

- Develop a shared understanding of risks faced by the Fund;
- Define risk appetite or tolerance;
- Identify known risk and risk-holders;
- Establish the Fund's policies on identified risks;
- Determine risk treatment through measures of mitigation or adaptation;
- Establish information strategies and common messages about risks.

The Steering Committee shall regularly assess risks and mitigation measures against the developed risk strategy and update accordingly.

V. Monitoring, Evaluation and Reporting

A. Monitoring

Continuous monitoring and evaluation are conducted by the Secretariat of the United Nations Road Safety Trust Fund. The information will be consolidated in a result-based management system.

All projects will link to the outcome indicators of the Fund; however, output level indicators will be specific for each project. Participating UN Organizations and Non-UN Organizations are responsible for data collection, which will be one of the key elements reflected in the annual report of the programme.

In addition to the indicators listed in section II, above, and logical (results) framework in the appendix, the Advisory Board in coordination with the Steering Committee and Secretariat will develop clear targets and quantitative measures to support reporting and oversight and focus on progress towards the three objectives (see section I.C):

- Objective 1: Highlights the vital catalytic role of the Fund in leveraging sustainable national and local road safety investment. The achievement could be assessed as quantitative targets for funding gained from specified sources and increases in country budgets in road safety.
- Objective 2: Highlights the comprehensive focus of the Fund across the pillars of the Global Plan for the Decade of Action for Road Safety. Achievement could be assessed as quantitative measures of national and local level support across specified programme areas and related performance measures, as included in the appendix, results-based framework.
- Objective 3: Highlights the coordination role of the Fund across all sources of road safety funding assistance. Achievement could be assessed as process measures that reflect engagement across complementary funding channels and qualitative and quantitative measures of partnership efficiencies achieved.

B. Evaluation

The Steering Committee will commission independent reviews and evaluations of the overall performance of the Fund. An annual meeting of stakeholders will be considered to review progress, discuss significant changes in circumstances and major risks, and, if needed, substantive revisions of the Fund ToR.

C. Reporting

Responsibilities related to reporting are described in detail in the Memorandum of Understanding for Participating UN Organizations and in the Framework Agreements for Non-UN Organizations receiving funding through the direct access modality. All Participating UN Organizations and Non-UN Organizations will submit annual and final reports on program activities to the Secretariat in line with the approved format.

Narrative reports

For each project, the Participating UN Organizations and Non-UN Organizations will submit the following reports to the Secretariat for consolidation and further transmission to the AA:

1. Annual narrative reports to be provided no more than three months (31 March) after the end of the calendar year.
2. Final narrative reports after the end of activities contained in the program-related approved document, including the final year of such activities, to be submitted no more than four months (30 April) in the following year after the financial closure of the project.

Annual and final reports will exhibit results based on evidence. Annual and final narrative reports will compare actual results against estimated results in terms of outputs and outcomes and they will explain the reasons for higher or lower performance. The final narrative report will also include the analysis of how the outputs and outcomes have contributed to the Fund's overall impact. The Fund Secretariat will submit the consolidated annual narrative report to the MPTF Office four months (30 April) after the end of the calendar year.

Financial Reports

For each project, the Participating UN Organizations will submit the following financial statements and reports to the AA:

1. Annual financial reports to 31 December, regarding released resources by the Fund to them; these shall be provided no more than four months (30 April) after the ending of the calendar year.
2. Final certified financial statements and financial reports after the completion of activities contained in the program-related approved document, including the final year of such activities, to be submitted no more than five months (31 May) in the following year after the financial closure of the project.

In addition to the annual financial reports set in the MOU, all Participating UN Organizations are encouraged to provide each quarter financial reports on expenditure incurred as of 31 March (Q1), 30 June (Q2) and 30 September (Q3) in each calendar year through the AA's reporting system (UNEX).

Non-UN Organizations, working under the direct access modality, will submit financial reports and statements in line with the requirements of the AA. Non-UN organizations will submit an annual financial report as well as quarterly financial reports for each project in accordance with the time frames specified in the Framework Agreement.

Non-UN Organizations will submit certified final financial statements and final audited financial reports after the completion of the activities in the project document of each approved Project, including the final year of the activities in the project document of each approved Project, to be provided no later than five (5) months (31 May) after the end of the calendar year in which the financial closure of the activities in the project document of each approved Project occurs, or according to the time period specified in the financial regulations and rules of the Recipient Non-UN Organization, whichever is earlier.

Based on these reports, the AA will prepare consolidated narrative and financial reports which will submit to each of the Fund's Contributors and to the Steering Committee as per the schedule established in the Standard Administrative Agreement.

VI. Audit

The Steering Committee will commission independent reviews and/or evaluations on the overall performance of the Fund.

The AA and the Participating UN Organizations will be audited according to their own financial rules and regulations, in line with Framework for Joint Internal Audits of UN Joint Activities which has been agreed to by the Internal Audit Services of Participating Organizations and endorsed by the UNDG in 2014. The details are included in the Fund MOU.

The activities of the Recipient Non-UN Organizations in relation to the Fund will be audited by its internal and external auditors in accordance with its own financial regulations and rules. An external audit report of the separate ledger account for each approved Project, according to International Standards of Auditing, will be undertaken.

VII. Modification and Expiration

The present Terms of Reference may be modified at any time by the Steering Committee of the United Nations Road Safety Trust Fund, in consultation with the Advisory Board (see section III.B and section V.B).

Initially, the United Nations Road Safety Trust Fund has been established for a duration of four years with an end date of December 2021. At its 6th session, the Steering Committee agreed to extend the Fund until 31 December 2030, in line with the decision of the Advisory Board. Extensions may be approved by the Fund Steering Committee in consultation with the Advisory Board.

The Fund will terminate upon completion of all programmes funded through the United Nations Road Safety Trust Fund and after satisfaction of all commitments and liabilities. Notwithstanding the completion of the initiatives financed from the Fund, any unutilized balances will continue to be held in the Fund account, until all commitments and liabilities incurred in implementing the programmes have been satisfied and programme activities have been brought to an orderly conclusion.

Any balance remaining in the Fund account or in the Participating UN Organizations and Non-UN Organizations individual ledger accounts will be used for a purpose mutually agreed upon by the donors, the Secretariat, the Participating UN Organizations and Non-UN Organizations and the AA.

Appendix - Logical (Results) Framework

United Nations Road Safety Trust Fund (UNRSTF)							
Logical framework							
	Result chain	Indicator	Baseline (ref. year)	Target (ref. year)	Current value (ref. year)	Source and mean of verification	Assumption
Impact	To contribute to a substantial reduction of road traffic fatalities and injuries in low and middle-income countries.	1. Death rate due to road traffic injuries in targeted countries.	Rates according to most recent WHO report.	50% reduction as of 2030.	Rates according to next WHO report in 2023.	WHO Global Status Report on Road Safety (reported by governments) (Disaggregated by region, country and vulnerable road user classification)	Not applicable
		2. Number of road traffic injuries in targeted countries.	Rates according to most recent WHO report.	50% reduction as of 2030.	Rates according to next WHO report in 2023.	WHO Global Status Report on Road Safety (reported by governments) (Disaggregated by region, country and vulnerable road user classification)	
	Oc.1: Improved road safety management.	1.1. Number of countries and municipalities that have taken road safety action to improve coordination and monitoring.	Number of countries and municipalities that have taken related actions as a result of Fund support in December 2022.	Number of countries and municipalities that have taken related actions as a result of Fund support in December 2025.	Number of countries and municipalities that have taken related actions as a result of Fund support in December 2023.	Reported by government/ project reports/link of the government-recognized website.	<ul style="list-style-type: none"> • Adequate capacities exist in the target countries at the decision and executive level of the transport and health/emergency services authorities to ensure uptake. • The governments of the targeted countries have access to adequate financial resources to implement the measures proposed by the intervention.

Outcomes	Oc.2: Improved safety of road infrastructure.	2.1. Number of countries and municipalities that have taken road safety action to improve the safety of their road infrastructure.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2022.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2025.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2023.	Reported by government/ project reports/link of the government-recognized website.
	Oc.3: Improved safety of vehicles.	3.1. Number of countries and municipalities that have taken road safety action to improve safety of vehicles admitted to traffic.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2022.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2025.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2023.	Reported by government/ project reports/link of the government-recognized website.
	Oc.4: Improved behaviour of road users.	4.1. Number of countries and municipalities that have taken road safety action to ensure lawful road user behaviour.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2022.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2025.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2023.	Reported by government/ project reports/link of the government-recognized website.

	Oc.5: Improved Post-Crash Care.	5.1. Number of countries and municipalities that have taken road safety action to improve post-crash response.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2022.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2025.	Number of countries and municipalities that have taken legislative, enforcement, education or technology-related actions as a result of Fund support in December 2023.	Reported by government/ project reports/link of the government-recognized website.	
Outputs	Op.1.1: Improved capacities to develop a national plan for road safety and improve coordination.	1.1.1. Number of targeted countries and municipalities supported in developing road safety action plans.	Number of countries and municipalities supported in December 2022.	Number of countries and municipalities supported in December 2030.	Number of countries and municipalities supported in December 2023.	Reported by government/ project reports/link of the government-recognized website.	<ul style="list-style-type: none"> • Mobilization at the policy level is adequate to support road safety as a high priority for action. • Adequate technical capacities exist in the targeted countries. • Adequate enforcement of safety rules and measures is applied by the transport and law enforcement authorities. • Road users and the public, in general, are mobilized and willing to comply with the introduced road safety rules and measures. • Subregional and regional intergovernmental organizations are interested to collaborate with UN.
		1.1.2. Number of targeted countries and municipalities supported in improving coordination related to road safety among designated authorities.	Number of countries and municipalities supported in December 2022.	Number of countries and municipalities supported in December 2030.	Number of countries and municipalities supported in December 2023.	Reported by government/ project reports/link of the government-recognized website.	
	Op.1.2: Improved capacities in target countries to collect and monitor road safety data.	1.2.1. Number of targeted countries and municipalities supported in establishing a road safety data system.	Number of countries and municipalities supported in December 2022.	Number of countries and municipalities supported in December 2030.	Number of countries and municipalities supported in December 2023.	Reported by government/project reports/ link of the government- recognized website.	
	Op.2.1: Improved capacities in target countries and municipalities to put in place road infrastructure, with special attention to the safety needs of those in vulnerable situations.	2.1.1. Number of targeted countries and municipalities supported in developing safety standards for road design, construction, maintenance or signage that take into account safety of all road users - including children, persons with disabilities and/or older persons and women.	Number of countries and municipalities supported on legislative or related action in December 2022.	Number of countries and municipalities supported on legislative or related action in December 2030.	Number of countries and municipalities supported on legislative or related action in December 2023.	Published data on the websites of road assessment or audit authorities/project reports.	

	2.1.2. Number of targeted countries and municipalities supported in establishing road safety enforcement action to ensure road audits, assessment or inspection by qualified teams.	Number of countries and municipalities supported on enforcement action in December 2022.	Number of countries and municipalities supported on enforcement action in December 2030.	Number of countries and municipalities supported on enforcement action in December 2023.	
	2.1.3. Number of countries and municipalities supported in implementing road safety educational awareness raising or training in support of safe road construction, maintenance or use.	Number of countries and municipalities supported on education-related action in December 2022.	Number of countries and municipalities supported on education-related action in December 2030.	Number of countries and municipalities supported on education-related action in December 2023.	
	2.1.4. Number of countries and municipalities supported in adopting the use of supportive technology- related actions and equipment to ensure safe road design, construction or performance.	Number of countries and municipalities supported on technology-related action in December 2022.	Number of countries and municipalities supported on technology-related action in December 2030.	Number of countries and municipalities supported on technology-related action in December 2023.	
	2.1.5. Number of countries supported in adopting UN Road Safety Conventions in support of improved safety of road infrastructure.	Number of countries supported in December 2022	Number of countries supported in December 2030	Number of countries supported in December 2023.	UNECE website for contracting parties to road safety-related United Nations legal instruments.
Op.3.1: Improved capacities of target countries and municipalities to establish and implement high quality technical safety standards for vehicles.	3.1.1. Number of countries and municipalities supported in drafting road safety legislation and regulations on standards for admission of vehicles to traffic.	Number of countries and municipalities supported on legislative action in December 2022.	Number of countries and municipalities supported on legislative action in December 2030.	Number of countries and municipalities supported on legislative action in December 2023.	Reported by government/ project reports/link of the government-recognized website.

	3.1.2. Number of countries and municipalities supported in establishing systems to enforce vehicle certification and inspections by qualified inspectors.	Number of countries and municipalities supported on enforcement action in December 2022.	Number of countries and municipalities supported on enforcement action in December 2030.	Number of countries and municipalities supported on enforcement action in December 2023.	
	3.1.3. Number of countries and municipalities supported in implementing road safety educational awareness raising or training on vehicle safety systems.	Number of countries and municipalities supported on education-related action in December 2022.	Number of countries and municipalities supported on education-related action in December 2030.	Number of countries and municipalities supported on education-related action in December 2023.	
	3.1.4. Number of countries and municipalities supported in adopting the use of supportive technology- related actions and equipment to ensure vehicle safety system compliance.	Number of countries and municipalities supported on technology-related action in December 2022.	Number of countries and municipalities supported on technology-related action in December 2030.	Number of countries and municipalities supported on technology-related action in December 2023.	
	3.1.5. Number of countries supported in adopting UN Road Safety Conventions in support of improved safety of vehicles.	Number of countries supported in December 2022.	Number of countries supported in December 2030.	Number of countries supported in December 2023.	UNECE website for contracting parties to road safety-related United Nations legal instruments.
Op.4.1: Enhanced capacities in target countries and municipalities to enforce national road safety laws.	4.1.1. Number of countries and municipalities supported in drafting legislation in support of safe road user behaviour.	Number of countries and municipalities supported on legislative action in December 2022.	Number of countries and municipalities supported on legislative action in December 2030.	Number of countries and municipalities supported on legislative action in December 2023.	Reported by government/ project reports/link of the government-recognized website.

		4.1.2. Number of countries and municipalities supported in establishing a system to enforce lawful behaviour on roads.	Number of countries and municipalities supported on enforcement action in December 2022.	Number of countries and municipalities supported on enforcement action in December 2030.	Number of countries and municipalities supported on enforcement action in December 2023.		
		4.1.3 Number of countries and municipalities supported in implementing road safety educational awareness raising or training in support of safe road user behaviour.	Number of countries and municipalities supported on education-related action in December 2022.	Number of countries and municipalities supported on education-related action in December 2030.	Number of countries and municipalities supported on education-related action in December 2023.		
		4.1.4 Number of countries and municipalities supported in adopting the use of supportive technology-related actions and equipment to ensure safe road user behaviour.	Number of countries and municipalities supported on technology-related action in December 2022.	Number of countries and municipalities supported on technology-related action in December 2030.	Number of countries and municipalities supported on technology-related action in December 2023.		
		4.1.5. Number of countries supported in adopting UN Road Safety Conventions in support of improved behaviour of road users.	Number of countries supported in December 2022.	Number of countries supported in December 2030.	Number of countries supported in December 2023.	UNECE website for contracting parties to road safety-related United Nations legal instruments.	
	Op.5.1: Strengthened capacities of targeted countries and municipalities to provide timely, quality and professional first emergency care rehabilitation services.	5.1.1. Number of countries and municipalities supported in drafting legislation that establish standards for data collection on post-crash response and investigation.	Number of countries and municipalities supported on legislative action in December 2022.	Number of countries and municipalities supported on legislative action in December 2030.	Number of countries and municipalities supported on legislative action in December 2023.	Reported by government/project reports/link of the government-recognized website.	

	5.1.2. Number of countries and municipalities supported in establishing systems to ensure oversight of post-crash response.	Number of countries and municipalities supported on enforcement action in December 2022.	Number of countries and municipalities supported on enforcement action in December 2030.	Number of countries and municipalities supported on enforcement action in December 2023.	
	5.1.3. Number of countries and municipalities supported in implementing training and related certifications to road users, rescue workers and investigators.	Number of countries and municipalities supported on education-related action in December 2022.	Number of countries and municipalities supported on education-related action in December 2030.	Number of countries and municipalities supported on education-related action in December 2023.	
	5.1.4 Number of countries and municipalities supported in adopting the use of supportive technology-related actions and equipment to ensure effective post-crash response.	Number of countries and municipalities supported on technology-related action in December 2022.	Number of countries and municipalities supported on technology-related action in December 2030.	Number of countries and municipalities supported on technology-related action in December 2023.	
	5.1.5 Number of countries supported in adopting UN Road Safety Conventions in support of improved post-crash care.	Number of countries supported in December 2022.	Number of countries supported in December 2030.	Number of countries supported in December 2023.	