



# BUSINESS PLAN

## FY2024–2027

Catalyzing Road Safety Financing  
in Low and Middle-Income Countries



© 2024 International Bank for Reconstruction and Development / The World Bank  
1818 H Street NW  
Washington DC 20433  
Telephone: 202-473-1000  
Internet: [www.worldbank.org](http://www.worldbank.org)

### **Standard Disclaimer**

This publication was produced by the World Bank Group. The findings, interpretations, and conclusions expressed in this paper do not necessarily reflect the views of the Boards of the World Bank Group members or the governments they represent. The World Bank Group does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of World Bank Group or its members concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

### **Rights and Permissions**



This work is available under the Creative Commons Attribution 3.0 IGO license (CC BY 3.0 IGO) <http://creativecommons.org/licenses/by/3.0/igo>. Under the Creative Commons Attribution license, you are free to copy, distribute, transmit, and adapt this work, including for commercial purposes, under the following conditions:

#### **Attribution**

Please cite the work as follows: World Bank. 2024. *Catalyzing Road Safety Financing in Low and Middle-Income Countries: Global Road Safety Facility Business Plan FY2024–2027*. Washington D.C, License: Creative Commons Attribution CC BY 3.0.

#### **Translations**

If you create a translation of this work, please add the following disclaimer along with the attribution: This translation was not created by the World Bank Group. The World Bank Group shall not be liable for any content or error in this translation.

#### **Copyright Statement**

The material in this publication is copyrighted. Copying and/or transmitting portions or all of this work without permission may be a violation of applicable law. The World Bank Group encourages dissemination of its work and will normally grant permission to reproduce portions of the work promptly. For permission to photocopy or reprint any part of this work, please send a request with complete information to World Bank Group, at [pubrights@worldbank.org](mailto:pubrights@worldbank.org).

#### **More information**

For further interest or information, please email GRSF: [grsf@worldbank.org](mailto:grsf@worldbank.org)

# CONTENTS

Acknowledgments .....	iv
Foreword .....	v
<b>1. The Global Road Safety Crisis .....</b>	<b>1</b>
<b>2. GRSF Achievements and Lessons Learned .....</b>	<b>5</b>
<b>3. Establishing the GRSF 2.0 Umbrella Program .....</b>	<b>9</b>
<b>4. GRSF 2.0 Theory of Change .....</b>	<b>13</b>
<b>5. GRSF 2.0 Pillars and Focus Areas .....</b>	<b>17</b>
Pillar 1: Road Safety Policies and Investments .....	19
Pillar 2: Road Safety Programs and Innovations .....	21
Pillar 3: Road Safety Knowledge and Expertise .....	23
<b>6. Summary of the GRSF Business Plan for FY2024–2027 .....</b>	<b>25</b>
<b>7. Program Management and Administration .....</b>	<b>27</b>
Appendix A: GRSF Pillar Activities .....	29
Appendix B: GRSF Indicative Results Framework .....	32

# ACKNOWLEDGMENTS

The Global Road Safety Facility (GRSF) acknowledges the support of its current and past donors:

- Bloomberg Philanthropies
- Government of the United Kingdom (UK):
  - Foreign, Commonwealth & Development Office
  - Department of Health and Social Care through the National Institute for Health Research
- TotalEnergies Foundation
- International Motor Vehicle Inspection Committee
- FIA Foundation
- Government of Australia
- Government of the Netherlands
- Government of Sweden
- World Bank Group

GRSF also gratefully acknowledges the sustained support of our many partners who have worked with us to improve road safety and save lives in low and middle-income countries. These partners include multilateral development banks, UN organizations, road safety agencies and experts, private sector companies, non-governmental organizations, and academia. Their contribution has been vital to achieving our shared vision.

This GRSF Business Plan FY2024–2027 sets out our forward program for working with our donors and partners to support efforts in low and middle-income countries to halve their road traffic fatalities and serious injuries.

# FOREWORD

**R**oad traffic deaths and injuries in low and middle-income countries are unacceptably high. Without urgent action, road crash fatalities and serious injuries will keep rising as the demand for mobility grows in developing countries. Increased funding for road safety is crucial for halving road traffic fatalities, as outlined by The Global Plan for the UN Decade of Action for Road Safety, 2021-2030.

In support of the Global Plan, the Global Road Safety Facility (GRSF) Business Plan FY2024-2027 has two primary goals. First, it will catalyze increased financing by the World Bank and other multilateral development banks for multi-sectoral road safety investments in low and middle-income countries. And second, it will complement these investments with the creation and transfer of global road safety knowledge, expertise, and innovation.

Since its inception, GRSF has been highly cost-effective in achieving its strategic goals in low and middle-income countries. Over the last decade, GRSF-funded activities and initiatives informed more than US\$3.2 billion of World Bank financing for road safety investments. The support of current and past GRSF donors has been critical to achieving stronger road safety management, increasing investments in road safety, and implementing innovative infrastructure solutions.

We must now redouble our efforts to meet the needs of the Decade of Action, with the focus shifting from global advocacy to the operational requirements of road safety delivery at the country level. Achieving improved road safety outcomes is integral to the achievement of wider sustainable development goals. This is especially the case with transport decarbonization. Safer speeds, safer active transport infrastructure, and safer and cleaner vehicles will all contribute to reductions in greenhouse gas emissions and local air pollution.

The World Bank has a long history of working with its country partners on road safety initiatives and is committed to the future financing role it can play. We are now calling for additional support from our partners in the donor community to work with us to achieve the development objectives of the GRSF Business Plan FY2024-2027 and improve road safety outcomes for all in low and middle-income countries.

**Guangzhe Chen**  
Vice President for Infrastructure  
The World Bank



# 1. The Global Road Safety Crisis

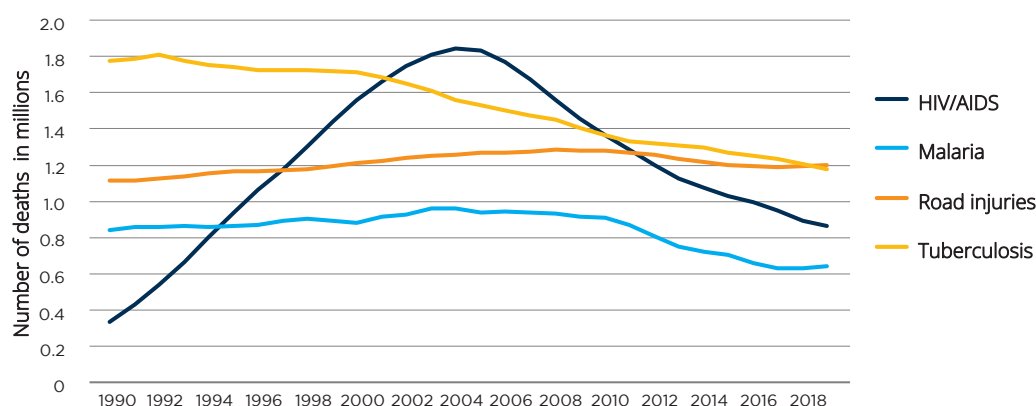


Globally, road traffic crashes are the leading cause of death for children and young adults 5–29 years of age, and they rank the twelfth leading cause of death for people of all ages. Vulnerable road users — pedestrians, cyclists, and motorcyclists—comprise more than half of global road traffic deaths. Only seven percent of road traffic deaths are in high-income countries, despite them having 40 percent of the global vehicle fleet. Road traffic fatalities per capita are on average three times higher in low-income countries than in high-income countries.

Middle-income countries carry the largest share of the global health burden. They account for 85 percent of the global population, 59 percent of the vehicle fleet, and 80 percent of the road traffic fatalities. Low-income countries account for nine percent of the global population, one percent of the vehicle fleet, and 13 percent of the traffic fatalities. While road traffic fatalities per capita generally decline with increased country incomes and road safety system improvements, the fatality rates in both low and middle-income countries (LMICs) are unacceptably high and require targeted action.<sup>1</sup>

Road traffic deaths now annually exceed deaths from HIV/AIDS, malaria, and tuberculosis (Figure 1-1). Compounding this impact are the associated serious injuries and permanent disabilities, which are at least an order of magnitude greater than the deaths.

**FIGURE 1-1: Benchmarking tuberculosis, HIV/AIDS, malaria, and road traffic injuries.**



Source: Institute for Health Metrics and Evaluation. Used with permission. All rights reserved.

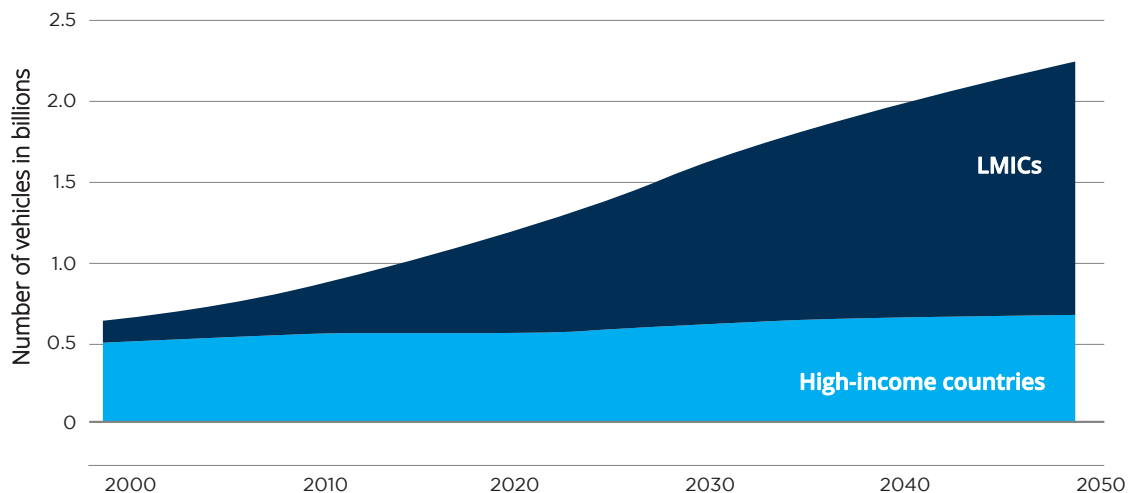
Road traffic fatalities and injuries impose high socioeconomic costs, especially on the poor and the productive-age population. In addition to the toll exacted on human health and wellbeing, road crashes result in lost productivity, property damage, legal and judicial costs, out-of-pocket expenses, and public healthcare expenditures.

According to a recent study in Central Asia, economic costs of road traffic fatalities and injuries in LMICs can range between the equivalent of two to six percent of gross domestic product (GDP), and the average health cost per casualty can reach up to 300 percent of health expenditure per capita and 20 percent of GDP per capita.<sup>2</sup>

World Bank (the "Bank") analyses undertaken in five LMICs indicate that sharply reducing the number of road traffic fatalities and injuries over time would enable countries to achieve increases in economic growth and national income between 7–22 percent of GDP per capita over 24 years, while simultaneously achieving significant population welfare gains.<sup>3</sup>

Sustained growth in the vehicle fleets of LMICs is likely for many decades to come (Figure 1-2). This will inevitably see road traffic deaths and injuries continue to grow unless traffic safety risks are substantially reduced. Immediate and targeted action in LMICs is required to achieve sustainable success. Increased financing of road safety programs is a top priority.

**FIGURE 1-2: Actual and projected global growth in vehicles in LMICs and high-income countries.**



Source: UNEP 2020

UN General Assembly Resolution 74/299 declared a second Decade of Action for Road Safety 2021–2030 (Box 1-1) with the goal of reducing road traffic deaths and injuries by at least 50 percent during that period. A Global Plan for the Decade of Action for Road Safety 2021–2030 was developed by the World Health Organization and the United Nations Regional Commissions.<sup>4</sup>



The Global Plan acknowledges that road safety is underfunded in most LMICs and makes the case that long-term, sustainable funding is the primary responsibility of national governments. However, it recognizes that mobilizing domestic funding sources will take time and that short-term bridging funds may be required to kick-start implementation of the recommended Global Plan actions. Identified sources of this bridging funding include the financing operations of the Bank and other multilateral development banks (MDBs) and donor support for grant-making platforms such as the Global Road Safety Facility (GRSF).

### **BOX 1-1: Global Plan for the Decade of Action for Road Safety 2021–2030**

The Global Plan goal is aligned with the Sustainable Development Goal target 3.6 set for 2020, which was not met and is now set for 2030. It also addresses Sustainable Development Goal target 11.2, which calls for safe, affordable, and accessible transport systems for all. The Global Plan stresses the urgency of the situation and foresees a further 13 million traffic deaths and 500 million injuries on the world's roads and streets over the coming decade unless bold and decisive measures are taken.

The Global Plan calls on governments and partners to implement a Safe System approach and specifies an integrated framework of 'what to do', 'how to do it', and 'who to do it' for further action. The recommended toolkit of evidence-based interventions comprises multimodal transport and land use planning, safe road infrastructure, safe vehicles, safe road use, and post-crash measures. Critical requirements concerning financing responsibilities, legal frameworks, speed management, capacity development, gender, and safety technologies are addressed, with the focus being on LMICs.

The Global Plan highlights the need for robust road safety data collection systems to meet the monitoring and evaluation challenges of measuring progress toward the global target. It urges governments and stakeholders to redouble their efforts to put safety as a core value of the road transport system and embed safety along its entire value chain, including policy, governance, vehicle and infrastructure design, and service delivery. In emphasizing the shared responsibility for road safety delivery, it specifies the roles of government, civil society, academia, the private sector, funders, and United Nations agencies.

### **Notes**

1. WHO (2018). Global Status Report on Road Safety 2018. Geneva: World Health Organization; 2018. Licence: CC BY-NC-SA 3.0 IGO.
2. World Bank. Socioeconomic Impacts of Road Traffic Injuries in Central Asia. © 2022 World Bank.
3. World Bank (2017). The High Toll of Traffic Injuries: Unacceptable and Preventable. Bloomberg Philanthropies and Global Road Safety Facility, Washington, DC.
4. World Health Organization and United Nations Regional Commissions (2021). Global Plan: Decade of Action for Road Safety 2021–2030, Geneva.



7:00-22:00





## 2. GRSF Achievements and Lessons Learned

GRSF was established in 2006 as a multidonor trust fund managed by the Bank, with the following strategic goals:

1. **Strengthen** global, regional, and country capacity to support sustainable reductions in road deaths and injuries in LMICs.
2. **Catalyze** increased levels of road safety investment in LMICs.
3. **Accelerate** safety knowledge transfer to LMICs.
4. **Promote** innovative infrastructure solutions to improve the safety of mixed traffic and mixed speed road environments in LMICs.

The second GRSF strategic plan (2013–2020) encapsulated these goals and promoted road safety measures in all Bank-financed road infrastructure projects. Successive independent evaluations of GRSF performance endorsed its activities and recommended scaling up donor funding and Bank support to take GRSF efforts to higher levels of achievement.

Over its 18 years of operation, GRSF has disbursed US\$80 million of donor contributions to fund road safety activities in more than 85 countries.

Five important lessons learned from GRSF initiatives in LMICs over the last 18 years are summarized in Box 2-1. These lessons have been hard-won. The provision of GRSF support at the country level strengthens government commitment to increased road safety financing.

However, country capacity to manage increased investment is a constraining factor and must be factored into the investment operation. This does not mean that the complexities of multisectoral operations should be shied away from, as the alternative is to stick with the status quo, which is ineffective.

**During the first UN Decade of Action 2011–2020, GRSF catalyzed US\$2.35 billion of road safety financing under the Bank's transport sector lending program.**

**This financing was informed by funding country management capacity reviews and the safety assessments of about 40,000 kilometers of roads. During this period, GRSF also trained more than 17,000 professionals and delivered numerous global knowledge products.**

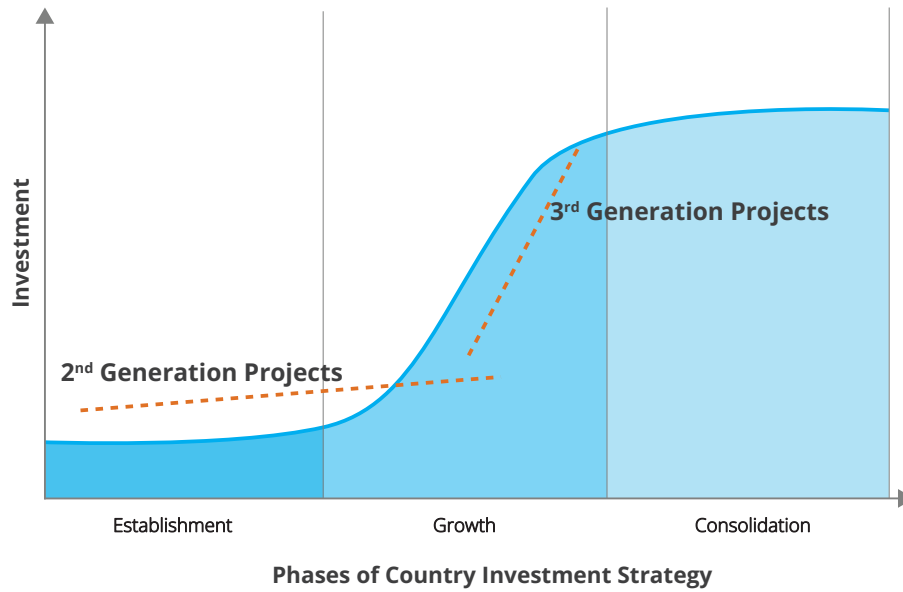
Engagement at the country level must be sustained throughout the investment cycle and the transfer of global knowledge and expertise is crucial to this process.

GRSF will continue to play a vital leadership role in meeting the challenges of the road safety crisis in LMICs. In the second Decade of Action for Road Safety 2021–2030 there is a need to considerably step up GRSF initiatives designed to support efforts in LMICs to achieve the Decade's goal of halving their traffic fatalities and serious injuries.

#### **BOX 2-1: Five GRSF Lessons Learned**

1. **Bank financing of country road safety initiatives grew significantly with GRSF support.** The Bank's road safety commitments by 2014 represented 12.8% of total road infrastructure commitments, compared to an average of 2.6% for the previous eight years prior to GRSF establishment, with 70% of projects financed having multisectoral components.
2. **The strengthening of country delivery capacity must be an integral and priority component of any road safety investment project.** Road safety management capacity in LMICs is usually weak and project design must address this to create opportunities for institutional strengthening during the project delivery process.
3. **The challenges of road safety project complexity must not be viewed as a barrier to action.** GRSF has guided a shift from the financing of first generation road safety projects to the next generational level; that is, a shift from small road safety components of road infrastructure projects to larger standalone and multisectoral road safety projects. A third generation of projects are emerging, which take a more programmatic approach to meeting country demand for road safety financing support, on an even larger investment scale (Figure 2-1).
4. **Dedicated in-country engagement plays a pivotal role in the financing of systematic, evidence-based road safety reforms and programs in LMICs, and in the channelling of grant funding to catalyze, grow, and enhance this safety financing.** Efforts to improve road safety performance in LMICs often start from a minimal institutional base with limited resources. They require substantial in-country support over extended periods of time to facilitate and sustain country commitment and strengthen country expertise. With its committed day-to-day presence through the Bank country office teams across all regions of the world, GRSF is uniquely placed to provide this support.
5. **Global knowledge and expertise are vital to strengthening road safety management at the country level.** GRSF knowledge services and products providing this include road safety management capacity review and investment planning tools, country advisory services and analytics, road infrastructure safety rating tools, speed management planning tools, motorization management diagnostic tools, road safety funding and budgetary guidelines, road safety data and analytics services, safety research reports, and staff and country client road safety training.

**FIGURE 2-1: Shift from 2nd to 3rd Generation Projects.**



Source: GRSF Guidelines: Road Safety Management Capacity Review and Safe System Projects







## 3. Establishing the GRSF 2.0 Umbrella Program

**T**he GRSF 2.0 multidonor trust fund has been established as an Umbrella Program, building on GRSF's achievements and the unique strengths of its delivery platform and global knowledge services and products. The primary development objective of GRSF 2.0 is to catalyze the scaling up of the Bank's and other MDBs' multisectoral road safety financing in LMICs, targeted to overcome the prevailing low levels of country road safety investment.

GRSF will play a key role in the coordination of the Bank's and other MDBs' road safety activities as outlined in the high-level MDBs commitment to the Decade of Action for Road Safety 2021-2030, which seeks to harmonize their road safety engagement with LMICs (Box 3-1). GRSF 2.0 is designed to catalyze, enhance, and grow the significant development financing opportunities that will be potentially mobilized for road safety under this MDBs commitment.

GRSF serves as the secretariat of the MDBs Working Group, which aims to harmonize the MDBs road safety practices. A key Working Group priority concerns scaling up road safety financing in LMICs, and GRSF 2.0 resources will support related efforts. A formal GRSF funding mechanism has been established to transfer funds to MDBs for this purpose.

GRSF currently finances its activities through three multidonor trust funds and a stand-alone donor trust fund, with significant specialist and budgetary contributions from the Bank's Transport Global Practice. To add to this, the GRSF 2.0 initiative will bring additional and necessary resources to Bank- and other MDB-financed road safety programs and projects in LMICs to deliver them more effectively, inclusively, and efficiently.

**The MDBs approved a total of US\$149 billion in transport projects between 2012-2018, averaging around US\$20 billion per year. Road and urban transport sector projects represent about 65 percent of all transport projects. The current Bank portfolio in the road sector stands at US\$27 billion in active commitments across 91 countries.**

### **BOX 3-1: Multilateral Development Banks Road Safety Working Group**

In 2008, GRSF convened a meeting of MDBs to discuss the harmonization of measures to improve the safety of road infrastructure. While the challenges of harmonization were acknowledged, the opportunity for MDBs to work closely together on the road safety agenda was welcomed. Joint MDBs initiatives were seen as important steps in a growing program of work to be undertaken as international development partners. As a result, a MDBs Working Group on Road Safety was established with three objectives:

1. Scale up MDBs' road safety financing
2. Harmonize project preparation and implementation approaches
3. Adopt a common approach to global and regional engagements

MDBs representatives signed a High-Level Joint Statement on Road Safety in November 2020, confirming their commitment to support the Decade of Action for Road Safety 2021–2030. The MDBs Statement welcomes the global call for increased road safety action, ambition, international cooperation, and multilateralism to achieve the UN fatality and injury reduction goal.

In April 2023, a Working Group study on road safety financing found that MDBs collectively committed US\$3.6 billion for road safety in developing countries over the 5-year period from 2018-2022. Despite these sizable contributions, it was recognized that more is needed to achieve the United Nations' goal of halving road fatalities in low- and middle-income countries by 2030.

The MDBs Working Group will play an increasingly important role in harmonizing the delivery of LMICs road safety initiatives over the coming Decade of Action. The Working Group comprises ten MDBs—African Development Bank, Andean Development Corporation - CAF, Asian Development Bank, Asian Infrastructure Investment Bank, European Bank for Reconstruction and Development, European Investment Bank, Inter-American Development Bank, Islamic Development Bank, New Development Bank, and the World Bank.

**Support from the donor community for GRSF 2.0 will be vital to supporting the process of building the necessary road safety delivery capacity in LMICs and increasing their road safety investment levels to achieve sustainable success.**



Non-governmental organizations, the private sector, philanthropies, and other road safety service providers will be encouraged to bring additional resources to GRSF 2.0-supported country road safety investments. Large scale, harmonized Bank- and other MDB- financed road safety operations will create the necessary results focus and momentum and provide entry points for more effective interventions by these partners and stakeholders.

**GRSF 2.0 will create an enabling environment for strategic road safety partners to directly link their initiatives to larger road safety investments in LMICs to achieve greater impact.**



LEFT  
TURNER  
YIELD  
TO  
BIKES





## 4. GRSF 2.0 Theory of Change

The GRSF 2.0 Theory of Change (TOC) maps the evidential links between three interrelated development objectives: (i) increase country multisectoral road safety investments; (ii) support mass action programs and innovative solutions; and (iii) contribute to global road safety knowledge and expertise, and the overarching GRSF 2.0 program development objective of supporting efforts in LMICs to halve their road traffic fatalities and serious injuries. The outputs and outcomes required to achieve these objectives provide an integrated framework to plan and manage their delivery, and are specified in Figure 4.1. The scientific evidence base for this has been robustly validated in good practice countries with the necessary institutional capacity and level of investment in place to ensure success. The GRSF 2.0 TOC addresses these institutional and financing necessities and identifies actions at the output level that will be required to surmount related barriers faced by LMICs seeking to improve their road safety performance.

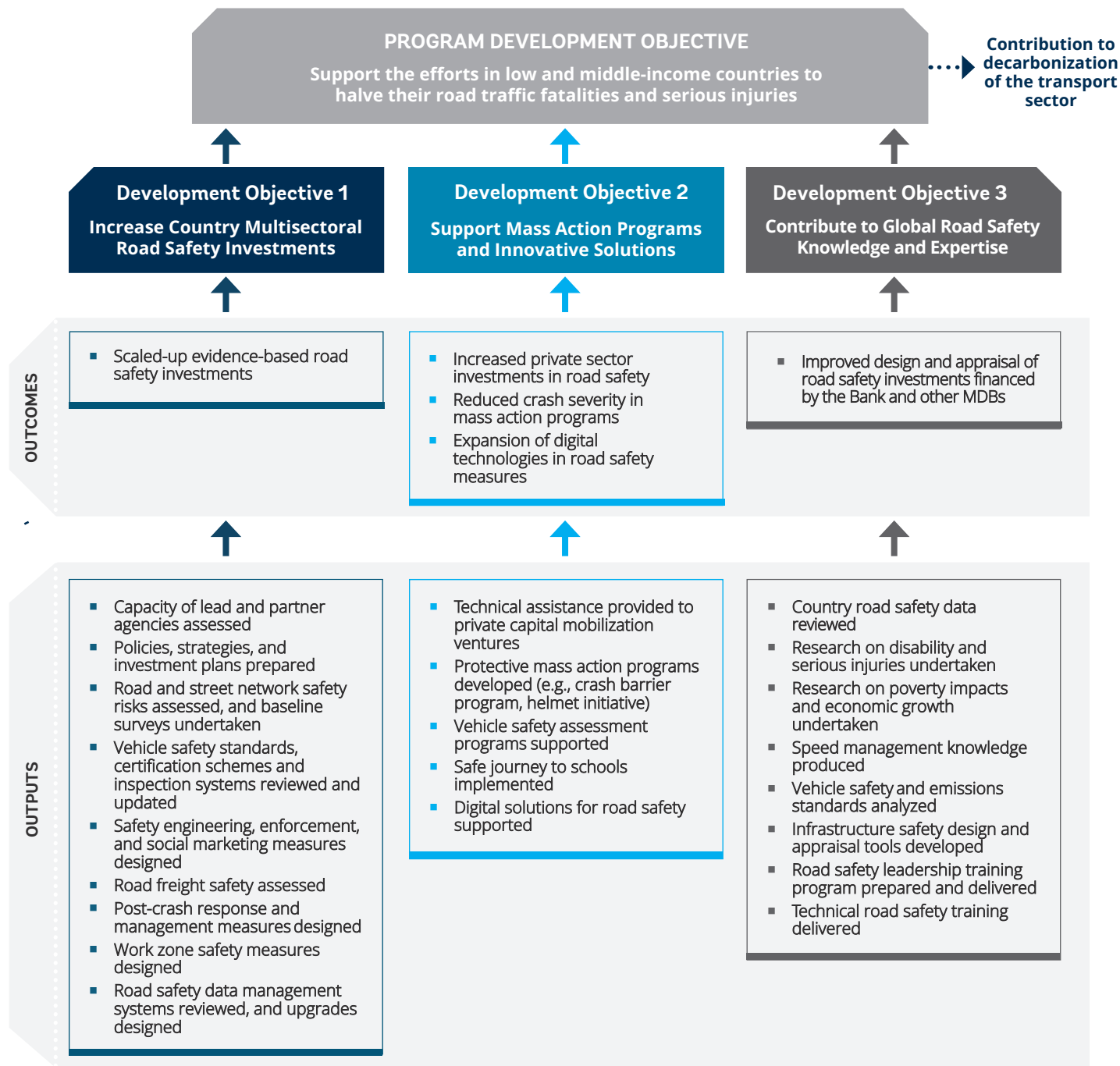
Priority is placed on the first development objective of increasing multisectoral road safety investments which comprise institutional strengthening and targeted combinations of road safety interventions. Assessments of road safety performance in good practice countries have identified three broad categories of intervention that systematically result in the bulk of safety gains made:

1. Intensive police enforcement of unsafe road user behaviors to reduce speeding and drink driving and increase the wearing of safety belts and helmets.
2. Safety engineering of road environments to improve their protective qualities.
3. Vehicle safety improvements.

Rapid post-crash access to the emergency medical system, trauma care, and longer-term rehabilitation services are also crucial.

The second and third development objectives—supporting mass action programs and innovative solutions, and contributing to global road safety knowledge and expertise—complement and reinforce the priority placed on increasing the financing of multisectoral road safety investments. Proven good practice has evolved over the last five decades of motorization in high-income countries, sustained by institutional reforms, scaled-up investment, innovation, piloting of new initiatives, and ongoing research and development and knowledge transfer. The GRSF 2.0 TOC spans and embeds the necessary measures to address these critical success factors within an overall program of engagement in LMICs.

**FIGURE 4-1: GRSF 2.0 Theory of Change.**



The GRSF 2.0 TOC also recognizes that efforts in LMICs to halve their road traffic fatalities and serious injuries will be inextricably linked with transport sector decarbonization efforts ameliorating climate change impacts and contribute to achieving the global net-zero carbon target set for 2050. This linkage will be operationalized across three distinct policy vectors: 1) reducing speeds on rural, inter-urban, and urban arterial roads; 2) providing safer facilities for walking, cycling, and public transport; and 3) supporting motorization management measures to bundle safe and clean vehicle standards and regulations, and ensuring ongoing aftermarket compliance (Box 4-1).

#### **BOX 4-1: Safer and Cleaner Vehicles**

The global stock of light vehicles is estimated to double between 2020 and 2050, with 90 percent of this growth expected in LMICs (Figure 1-2). Two billion new internal combustion engine-powered vehicles will be sold over this period, notwithstanding efforts to electrify motor vehicles. Ensuring that this demand in LMICs is simultaneously directed and coordinated towards vehicles with improved crashworthiness and crash-prevention characteristics, as well as low-energy-intensity and electric power trains, is a top policy priority.

Vehicle stocks in LMICs mostly grow through the importation of second-hand vehicles. In 2018, 60 percent of LMICs imported over three times as many used vehicles as new ones. In these circumstances, motorization management measures are urgently needed to encourage the adoption of safe, clean, and fuel-efficient vehicles into a country's vehicle stock. Such measures should address vehicle data availability for policy analyses, vehicle entry regulations for imports and locally assembled or manufactured vehicles, governance of vehicles at all stages of their life, funding for vehicle stock growth and turnover, and related policy and management capacity strengthening for institutions and stakeholders involved in motorization management.

GRSF 2.0 will provide opportunities for these measures to be addressed, resulting in safer and cleaner vehicles. For example, it will support the development of improved vehicle safety and emissions standards and the certification and inspection systems to implement them. It will explore mechanisms to incentivize the scrappage of older vehicles in LMICs and their replacement with safer and cleaner vehicles. It will also improve knowledge of the role of vehicle markets and their evolution in the improvement of road safety and environmental outcomes in LMICs.





## 5. GRSF 2.0 Pillars and Focus Areas

**G**RSF 2.0 will contribute to road safety financing needs in LMICs by catalyzing, enhancing, and growing the related road safety initiatives of the Bank and other MDBs. It will address three interrelated pillars of action, which underpin the GRSF 2.0 program development objective of supporting efforts in LMICs to halve their road traffic fatalities and serious injuries. The umbrella structure of GRSF 2.0 closely aligns with and amplifies the other contributions being made by ongoing GRSF activities (Figure 5-1).

The successful delivery of road safety initiatives in LMICs across these three pillars will result in substantial gains in population health and improved community wellbeing. These outcomes will be achieved through enhancing road safety policies and increasing multisectoral road safety investment; supporting road safety programs and innovations; and producing and disseminating global road safety knowledge and expertise.

Four important cross-cutting themes of poverty, vulnerable road users, gender, and transport decarbonization in LMICs span pillars 1, 2, and 3. Road traffic deaths and injuries can impoverish their victims and their families. Vulnerable road users such as pedestrians, cyclists, motorcyclists, and street vendors are most at risk. Women have different travel patterns than men and form the majority of public transport users in some LMICs. Improving their safety while commuting is a priority. Speeding, older vehicles, and infrastructure safety impediments to active transport can all contribute to higher vehicle carbon emissions. Safety initiatives across the three pillars address all these concerns as core priorities, integral to any measures taken.

**GRSF 2.0 program pillars and focus areas are designed in accordance with the GRSF 2.0 TOC that specifies evidence-based pathways and activities supporting efforts in LMICs to halve their road traffic fatalities and serious injuries.**

**FIGURE 5-1: GRSF 2.0 Pillars and Focus Areas.**





# PILLAR 1:

## Road Safety Policies and Investments

### **PILLAR 1 PROVIDES THE CORE FOCUS OF GRSF 2.0-FUNDED ACTIVITIES WITH ITS DEVELOPMENT OBJECTIVE OF INCREASING COUNTRY MULTISECTORAL ROAD SAFETY INVESTMENTS.**

The road safety financing gap in LMICs is well recognized and Pillar 1 activities are designed to maximize the investment opportunities presented by the transport, health, and urban development sector portfolios of the Bank and other MDBs. The rural, interurban, and urban road sector commitments of the Bank alone provide a powerful focal point for GRSF 2.0 initiatives designed to strengthen multisectoral institutional capacity in LMICs and catalyze a significant scaling-up of their road safety investments (Box 5-1).

#### **BOX 5-1 : The Bank's Road Sector Financing**

The Bank's rural/interurban roads and urban mobility sectors investment portfolios in LMICs total US\$27 billion in active financing commitments across 86 countries (as of February 2024). The projected investment pipeline is US\$11 billion covering 53 projects in 39 countries, many of which include improving road safety as a development objective and thus will finance a large amount of road safety investments. The Bank has financed the rehabilitation and maintenance of more than 310,000 kilometers of roads over the last five years. This trend will result in approximately one million kilometers of safer roads to be provided through Bank financing over the next 15 years. Portfolios of other MDBs carry similar road safety investment opportunities.

Current GRSF support for the Bank-financed Bangladesh Road Safety Project exemplifies the direction that will be taken by GRSF 2.0 in its support for road safety financing operations in LMICs. This large standalone project is integrated, multisectoral, and targeted, with measurable safety outcomes. It was complex to prepare and represents the first step in a longer process of systematically implementing a country road safety investment strategy (Box 5.2).

**GRSF 2.0 aims to increase Bank and MDBs road safety financing to more than US\$1 billion per year, to reinforce efforts in LMICs to halve their road traffic deaths and injuries.**

It is important to recognize that, as well as aiding the identification and preparation of large scale multisectoral road safety projects, GRSF 2.0 initiatives will support project implementation in LMICs over a far longer timeframe. Projects as complex as the Bangladesh Road Safety Project require sustained professional input and guidance across a wide range of disciplines to ensure their successful delivery.

**Donor support for Pillar 1 activities will fund Bank-executed advisory and capacity enhancement programs and recipient-executed grants to support the identification, preparation, and implementation of evidence-based road safety investment projects in LMICs financed by the Bank and other MDBs. With sufficient funding, Pillar 1 could also co-finance road safety investment projects.**

### **BOX 5-2: Bangladesh Road Safety Project**

The Bank is financing the US\$358 million multisectoral, standalone Bangladesh Road Safety Project. The project aims to support the establishment of a lead road safety agency and achieve a 30% reduction in fatal crashes along pilot highway corridors and other roads receiving mass action treatments. GRSF-funded analytical and advisory services helped shape the design of project components. Funded activities included assessments of high-risk pilot corridors, a review of the crash database system, assessment of traffic enforcement agencies, and gender gap and economic analyses of the project.

Crashes on the roads of Bangladesh are estimated to kill about 25,000 people and disable another 200,000 people each year. Over the past three decades, the increase in the road traffic fatality rate in Bangladesh has been three times higher than that across the South Asia region. Over half the road crash victims are poor and vulnerable, with pedestrians accounting for almost half of these deaths and injuries.

The Government of Bangladesh (GoB) is committed to sustainably improving the nation's road safety outcomes. Through its landmark Road Transport Act, 2019, the GoB aims to enhance the governance and accountability of all stakeholders in the road safety system, by implementing targeted National Road Safety Strategic Action Plans to halve its road traffic deaths. The Bangladesh Road Safety Project will bring a new impetus to this commitment.

Key project characteristics are:

1. A focus on institution strengthening, governance, and public-private partnership opportunities in road safety.
2. Multisectoral road safety pilot initiatives on national highways and urban and district roads.
3. Priority investments in road infrastructure, vehicle and driver safety, traffic safety enforcement, and crash data management.
4. Post-crash care.
5. Technical assistance for the participating departments.

Intended project outcomes include the launch of a national road safety program and road safety fund, improved inter-agency coordination, faster incident response and crash clearance, and reduced traffic safety risks for all road users in Bangladesh.

## PILLAR 2:

# Road Safety Programs and Innovations

### **PILLAR 2 COMPLEMENTS PILLAR 1 ACTIVITIES WITH ITS DEVELOPMENT OBJECTIVE OF SUPPORTING ROAD SAFETY PROGRAMS AND INNOVATIONS.**

There is growing potential for the development of financing instruments and viable business models that mobilize private sector road safety investment in LMICs (Box 5.3). Road safety mass action programs such as crash barrier initiatives (Box 5-4) and motorcycle safety helmet design and marketing initiatives (Box 5-5) can also contribute to improved road safety performance in LMICs and complement the multisectoral investment projects supported by GRSF 2.0 under Pillar 1.

#### **BOX 5-3: Saving Lives Through Private Investment in Road Safety**

The Bank, in partnership with the International Road Assessment Program and the FIA High Level Panel has undertaken a study to investigate the potential for private capital mobilization to contribute to the long-term road safety funding needs of LMICs. Financial support for the study was provided by the International Finance Corporation, GRSF, and the Public-Private Infrastructure Advisory Facility.

Study findings identified eight distinct types of road safety projects that were potentially well positioned for private sector engagement and five related investment structures offering different combinations of public and private partners. The suitability of these investment structures across different road safety contexts in LMICs and associated financial risks and mitigation strategies were explored, with key market and regulatory challenges being identified. The importance of strengthening public sector capacity to address related issues was highlighted. All study partners have committed to further developing the study findings, and GRSF 2.0 support will contribute to this process.

Innovations in the transport and health sectors also show great promise for improved road safety outcomes in LMICs and will be addressed by Pillar 2 activities. For example, the uptake of transformative technologies or digitalization in the transport, health, and urban development sectors such as automated speed management and improved emergency response systems offer potential service delivery efficiencies.

**Donor support for Pillar 2 activities will fund Bank-executed technical assistance and analytical and advisory services. It will also fund recipient-executed grants that support private sector, bilateral, and community initiatives designed to create new road safety financing sources and improve safety performance in LMICs.**

#### **BOX 5-4: Crash Barrier Program Saves Lives**

Road safety mass action programs could include crash barrier initiatives like the Nepal Road Safety Support Project (RSSP) in 2016, which while modest in scale was successful in saving lives and serious injuries. In response to the Government of Nepal's (GoN) request for a standalone road safety operation, the Bank designed the RSSP in partnership with GRSF, the GoN, and the UK Department for International Development (now FCDO).

The RSSP installed 73 kilometers of crash barriers at dangerous locations along selected road sections with extreme roadside vertical drops. A simple impact evaluation conducted soon after the crash barriers were installed revealed that at least seven heavy vehicles with a total occupancy of 270 passengers were protected from departing the roadway and crashing into the valleys below. Projected GRSF estimates indicated that the new barriers could save up to 3,456 lives over the following 20 years. The estimated benefits considerably exceeded the total cost of the investment, which was approximately US\$5.8 million.

#### **BOX 5-5: Innovative Safety Helmet Campaigns**

Motorcycles are an important transportation mode in LMICs. Sustained global growth in motorcycle ownership is evident, with 60 to 70 million new vehicle registrations being reported annually. An estimated 3.4 million people died from motorcycle crashes globally between 2008 and 2020, of which 1.4 million lives could have been saved with the proper use of certified-quality safety helmets.

The Bank and the Office of the UN Secretary-General's Special Envoy for Road Safety recently partnered to launch the Safe and Affordable Helmet Program, which advocates the use of UN-standard (Regulation No. 22) safety helmets across the South Asia region. GRSF 2.0 will explore further opportunities to enable their successful roll-out across all LMICs. Opportunities include the bundling of helmets with new motorcycle sales as an integral motorcycle component. This would require motorcycle manufacturers to play a leadership role, complemented by government measures updating their helmet safety standards and ensuring compliance with them.

# PILLAR 3:

## Road Safety Knowledge and Expertise

### **PILLAR 3 COMPLEMENTS PILLARS 1 AND 2 WITH ITS DEVELOPMENT OBJECTIVE OF CONTRIBUTING TO GLOBAL ROAD SAFETY KNOWLEDGE AND EXPERTISE.**

Global road safety knowledge and expertise are transferable to any country with sufficient institutional capacity to adapt and apply it to the conditions they face in their road and street environments. However, in LMICs the challenges of unique traffic safety environments and related management capacity weaknesses must be acknowledged and addressed. Road safety research and training make a vital contribution to measures taken to successfully meet these challenges.

Building the stock of necessary road safety knowledge and expertise in LMICs is an ongoing task. Improving road safety data quality is a pressing priority. A deeper understanding is needed of the impacts of road crash on permanently disabled survivors and their families and businesses, and of the benefits of improved long-term disability rehabilitation services. There is also the related need to research the associated impacts of road traffic deaths and disabilities on poverty and economic growth (Box 5-6).

#### **BOX 5-6: Disability, Poverty, and Economic Impacts**

Funding from the UK government is supporting GRSF initiatives to better understand the disability, poverty, and economic impacts of road traffic fatalities and injuries in LMICs. High-quality data in LMICs on crash-related disabilities are scarce, yet it is already clear from reported data that road traffic crashes are a major cause of preventable disabilities. Further research is needed to improve data collection and assist the targeting of prevention and post-crash rehabilitation resources.

In 2023, GRSF published a study of the long-term impacts of road crash-related disabilities in six LMICs. The study, which involved over 2,300 participants, found that 21% of those hospitalized with road crash injuries were still suffering from severe or extreme difficulties six months after hospital discharge, and less than half had returned to their regular routines.

A 2022 GRSF-funded study of four Central Asian countries found that health costs per injury can reach up to 300% of current health expenditure per capita and 20% of per capita GDP. A previous GRSF study found that increases in economic growth and national income could be between 7-22% of GDP per capita over 24 years if countries managed to reduce their fatalities and serious injuries by half over a decade. Ongoing GRSF 2.0 initiatives will seek to extend these health and economic impacts studies into a larger number of LMICs and use the results to influence road safety policy dialogue and investments.

It will be crucial to develop new road and street network classification frameworks for LMICs to improve their safe design and related speed management measures. Road safety management issues and requirements need further attention. Training initiatives must continue to address lead agency management and technical skills training. Improved knowledge of vehicle markets and their evolution in the improvement of road safety and environmental outcomes in LMICs will be vital.

**Donor support for Pillar 3 activities will fund Bank-executed analytical and advisory services that support global research, capacity enhancement, and knowledge transfer initiatives designed to enhance road safety policy and investment performance in LMICs.**

Strengthening speed management knowledge and expertise in LMICs remains a critical focus of GRSF research and training initiatives (Box 5-7). Improved speed management will also help achieve decarbonization goals. It is noteworthy that the first point in the International Energy Agency's recent "10-Point Plan to Cut Oil Use" in the transport sector is to reduce speed limits on highways by at least 10 km/h, relative to current levels.

#### **BOX 5-7: Speed Management**

Under the Bloomberg Initiative for Global Road Safety, GRSF hosts the Speed Management Hub which provides evidence-based knowledge and expertise to assist LMICs with their speed management initiatives. This knowledge and expertise spans infrastructure, enforcement, awareness campaign, and vehicle technology measures. Key engagement areas have included the provision of technical expertise, the preparation and publication of speed management guidelines, research on the economic benefits of reduced network speeds, technical assessments of road infrastructure safety and related safety design solutions, and online advisory services.

Ongoing GRSF 2.0 research and training initiatives aim to engage LMICs and related road safety partners to deepen their understanding of the safety and environmental impacts of vehicle speeds, and to design and deliver interventions to reduce these impacts. Speed management initiatives will be linked with the Bank and other MDBs financing of multisectoral road safety investments that aim to support efforts in LMICs to halve their road traffic fatalities and serious injuries.

GRSF 2.0 also places a high priority on the preparation and delivery of a leadership capacity enhancement program for senior-level decision makers in LMICs with road safety policy, planning, funding, and management responsibilities. The program will be especially valuable for government officials playing leadership roles in road safety investment programs financed by the Bank and other MDBs.

## 6. Summary of the GRSF Business Plan for FY2024–2027

The GRSF Business Plan for financial year (FY) 2024–2027 is the first plan under GRSF 2.0. The overall budget target for this Business Plan is US\$50 million, of which US\$30 million will be for Bank-executed activities and US\$20 million for recipient-executed activities.

Table 6-1 summarizes an indicative budget for the Business Plan across the GRSF 2.0 pillars, and its allocation among Bank- and recipient-executed activities in LMICs. Appendix A provides details of the pillar budgets, activities, and key results indicators. Appendix B provides a detailed Results Framework for the Business Plan.

**TABLE 6-1: GRSF Business Plan FY2024–2027 Budget Summary**

BUSINESS PLAN PILLARS	BANK-EXECUTED	RECIPIENT-EXECUTED	TOTAL
1. Policies and Investments	US\$10 million	US\$10 million	US\$20 million
2. Programs and Innovations	US\$5 million	US\$10 million	US\$15 million
3. Knowledge and Expertise	US\$10 million	N/A	US\$10 million
<b>Implementation Support</b>	US\$1 million	N/A	US\$1 million
<b>Program Management and Administration</b>	US\$4 million	N/A	US\$4 million
<b>Total</b>	US\$30 million	US\$20 million	US\$50 million

The outcome indicators for the GRSF Business Plan FY2024-2027 are:

- Amount of Bank and other MBDs road safety financing mobilized or informed.
- Amount of private sector road safety investments mobilized, enabled, or informed by the Bank and other MDBs.
- Number of fatalities and serious injuries prevented in mass action programs.
- Number of innovative technologies that are part of the Bank and other MDBs road safety engagements.
- Number of road safety projects financed by the Bank and other MDBs using global research findings and expertise.







## 7. Program Management and Administration

**G**RSF 2.0 will be hosted as a trust fund program in the Global Transport Knowledge and Expertise Unit of the Bank and managed by a Program Management Team (PMT). Donors contributing to the GRSF 2.0 Umbrella and Associated Trust Funds will constitute a Partnership Council (PC), which will provide strategic guidance and direction to the implementation and coordination of trust fund activities and review progress on results achieved.

Donors will participate in PC meetings with the Bank as Chair and one representative per donor organization or legal entity. The Chair may invite technical experts or other stakeholders to join PC meetings in a non-decision-making capacity, in consultation with the PC.

The PMT will be responsible for the day-to-day management and administration of the Umbrella GRSF 2.0 Multidonor Trust Fund and its Associated Trust Funds. The main roles and responsibilities of the PMT will be to:

1. Provide strategic and administrative support to the PC, including organizing meetings, preparing supporting documentation, and identifying priorities for financing for endorsement by the relevant donors.
2. Plan and execute the work plans and budgets endorsed by the PC.
3. Support the trust fund allocation process, including preparing eligibility criteria for activities to be financed under the GRSF 2.0 Umbrella and reviewing activity proposals based on the eligibility criteria, as appropriate.
4. Liaise with donors and establish and maintain relevant partnerships, including establishing linkages with other relevant road safety programs within and outside the Bank.
5. Monitor and evaluate the program.
6. Prepare business plans.
7. Prepare annual reports, reporting on results in line with the agreed results framework.
8. Manage communications, conduct outreach, and disseminate lessons learned.
9. Prepare and implement a Communications and Visibility Plan (CVP), including production of relevant communication materials.

The PC will meet annually, with meetings conducted in person or virtually. PC meetings will primarily discuss the annual GRSF 2.0 progress report, work plan, and indicative budgets. Ad hoc meetings of the PC may also be held at the request of an individual member or members. Decisions will be by consensus.

The PMT will prepare a consolidated annual progress report covering all activities financed by GRSF 2.0 in consultation with all donors. GRSF will assess progress against a comprehensive Results Framework (Appendix B).

The CVP will be developed in consultation with all donors and development partners, with a clear focus on ensuring that their communications and visibility priorities are properly addressed. The CVP will define program and activity communications objectives and specify target audiences, communications media and activities, brand integration, measures to assess communications effectiveness, and the resources dedicated to strategy delivery.

GRSF will authorize an external midterm evaluation every three to five years, matching its business plan cycle. Terms of reference for the evaluation will be developed in consultation with all donors. These could include attention to specific areas or countries of interest to donors, as a subset of the program-level evaluation. Evaluation costs will be met as part of the GRSF 2.0 program management and administration costs.

**Donor support for the GRSF 2.0 program will be targeted to priorities in LMICs, and efficiently managed and administered. GRSF 2.0 delivery processes will build on 15 years of GRSF knowledge and expertise and on the Bank and other MDBs accumulated experience with road safety financing in LMICs.**

**Donor support will make the difference that is vital to securing the positive and rapid progress needed to meet this high priority sustainable development challenge.**

# APPENDIX A:

## GRSF PILLAR ACTIVITIES

PILLAR 1: ROAD SAFETY POLICIES AND INVESTMENTS	PILLAR ACTIVITIES	
	BANK-EXECUTED	RECIPIENT-EXECUTED
GRSF activities support the identification, preparation, and implementation of road safety investment projects in LMICs financed or cofinanced by the Bank and other MDBs	Advisory services to support good practices in: <ul style="list-style-type: none"> <li>▪ Building institutional capacity to manage road safety projects</li> <li>▪ Managing infrastructure safety</li> <li>▪ Setting and enforcing vehiclesafety standards and regulations</li> <li>▪ Managing safe speed and road user behaviors</li> <li>▪ Delivering post-crash responses</li> <li>▪ Ensuring workzone safety</li> <li>▪ Managing roadsafety data systems</li> </ul>	<ul style="list-style-type: none"> <li>▪ Grants to support preparation of multisectoral, evidence-based road safety projects</li> <li>▪ Grants to support the implementation and monitoring of multisectoral, evidence-based road safety projects</li> <li>▪ Cofinancing of Bank and other MDBs road safety investments</li> </ul>
Indicative Budget	<b>2024-2027</b>	<b>2024-2027</b>
	US\$10 million	US\$10 million
<b>Total 2024-2027</b>	<b>US\$20 million</b>	

PILLAR 2: ROAD SAFETY PROGRAMS AND INNOVATIONS	PILLAR ACTIVITIES	
	BANK-EXECUTED	RECIPIENT-EXECUTED
GRSF activities are linked to private sector and community initiatives designed to create new road safety financing sources and improve safety performance	<ul style="list-style-type: none"> <li>▪ Technical assistance that enables private capital mobilization</li> <li>▪ Technical assistance that supports mass action programs such as crash barrier, two-wheeler safety, and safe journey to school programs</li> <li>▪ Analytical and advisory services that introduces digital technology solutions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cofinancing of road safety programs and innovations such as private capital mobilization initiatives, mass actions, and digital technologies</li> </ul>
<b>Indicative budget</b>	<b>2024–2027</b>	<b>2024–2027</b>
	US\$5 million	US\$10 million
<b>Total 2024–2027</b>	<b>US\$15 million</b>	

PILLAR 3: ROAD SAFETY KNOWLEDGE AND EXPERTISE	PILLAR ACTIVITIES	
	BANK-EXECUTED	RECIPIENT-EXECUTED
GRSF activities that link global research and knowledge transfer initiatives designed to enhance road safety policy and investment performance in LMICs	<ul style="list-style-type: none"> <li>▪ Analytical services for LMICs: global public goods, flagship reports, good practice notes and guidelines, safety tools and methodologies</li> <li>▪ Advisory services for LMICs: training, capacity enhancement programs, implementation advice</li> </ul>	N/A
<b>Indicative Budget</b>	<b>2024–2027</b>	
	US\$10 million	
<b>Total 2024–2027</b>	<b>US\$10 million</b>	

# APPENDIX B:

## GRSF INDICATIVE RESULTS FRAMEWORK

**DEVELOPMENT OBJECTIVE:**  
SUPPORT THE EFFORTS IN LOW AND MIDDLE-INCOME COUNTRIES  
TO HALVE THEIR ROAD TRAFFIC FATALITIES AND SERIOUS INJURIES

### PILLAR 1: ROAD SAFETY POLICIES AND INVESTMENTS

OUTCOME 1	Scaled-up evidence based road safety investments	Target (FY24-27)
Outcome Indicator 1	Amount of road safety financing by the Bank and other MDBs informed and catalyzed by GRSF-funded activities (differentiated by investment type)	<b>US\$4 billion</b> <ul style="list-style-type: none"> <li>■ Road infrastructure (US\$2.5 billion)</li> <li>■ Vehicles (US\$0.2 billion)</li> <li>■ Health (US\$0.5 billion)</li> <li>■ Enforcement (US\$0.3 billion)</li> <li>■ Road safety management (US\$0.5 billion)</li> </ul>

INTERMEDIATE RESULTS INDICATORS		Target (FY24-27)
Intermediate Results Indicator 1	Number of countries with Bank engagements on road safety receiving GRSF support	<b>30</b>
Intermediate Results Indicator 2	Number of people benefiting from road safety investments financed by the Bank and other MDBs	<b>100 million</b>
Intermediate Results Indicator 3	Length of roads rehabilitated or maintained through projects financed by the Bank and other MDBs achieving low safety risk	<b>30,000 km</b>

## PILLAR 2: ROAD SAFETY PROGRAMS AND INNOVATIONS

<b>OUTCOME 1</b>	<b>Increased private sector investments in road safety</b>	<b>Target (FY24-27)</b>
Outcome Indicator 1	Amount of private sector investment of road safety activities mobilized/enabled/informed	<b>US\$500 million</b>
<b>OUTCOME 2</b>	<b>Reduced crash severity in mass action programs</b>	<b>Target (FY24-27)</b>
Outcome Indicator 2	Number of fatalities and serious injuries prevented in mass action programs	<b>10,000</b>
<b>OUTCOME 3</b>	<b>Expansion of digital technologies in road safety measures</b>	<b>Target (FY24-27)</b>
Outcome Indicator 3	Number of innovative technologies that are part of the Bank's and other MDBs' road safety engagements	<b>8</b>
<b>INTERMEDIATE RESULTS INDICATORS</b>		<b>Target (FY24-27)</b>
Intermediate Results Indicator 1	Number of countries benefiting from private sector transactions in road safety	<b>5</b>
Intermediate Results Indicator 2	Number of countries implementing innovative solutions or mass action programs	<b>10</b>
Intermediate Results Indicator 3	Number of beneficiaries of innovative solutions and mass action programs	<b>5 million</b>

### PILLAR 3: ROAD SAFETY KNOWLEDGE AND EXPERTISE

<b>OUTCOME 1</b>	<b>Improved design and appraisal of road safety investments financed by the Bank and other MDBs</b>	<b>Target (FY24-27)</b>
Outcome Indicator 1	Number of road safety projects financed by the Bank and other MDBs using GRSF-developed knowledge and appraisal tools	<b>50</b>
<b>INTERMEDIATE RESULTS INDICATORS</b>		<b>Target (FY24-27)</b>
Intermediate Results Indicator 1	Number of countries benefiting from the health research program	<b>15</b>
Intermediate Results Indicator 2	Number of government senior officials receiving road safety management leadership training	<b>250</b>
Intermediate Results Indicator 3	Number of government officials receiving good practice technical road safety training differentiated by topic (infrastructure, health, speed management, and vehicle safety)	<b>3,000</b>





[www.globalroadsafetyfacility.org](http://www.globalroadsafetyfacility.org)  
[grsf@worldbank.org](mailto:grsf@worldbank.org)





MANAGED BY  
**WORLD BANK GROUP**

