Executive Summary

Report of

Working Group on Road Transport

For the Twelfth Five Year Plan
(2012-17)
I. Passenger & Freight Traffic Assessment and Adequacy of Fleet & Data Collection and Use of IT in Transport Sector

Overview

Road Transport is vital to the economic development and social integration of the country. Easy accessibility, flexibility of operations, door-to-door service and reliability have earned road transport an increasingly higher share of both passenger and freight traffic vis-à-vis other transport modes. Road transport has emerged as the dominant segment in India’s transportation sector with a share of 4.7% in India’s GDP in comparison to railways that has a mere 1% share in 2009-10. Road transport has gained in importance over the years despite significant barriers to inter-State freight and passenger movement compared to inland waterways, railways and air which do not face rigorous en route checks/barriers.

Despite good performance of the road transport sector, it is beset with slow technological development, low energy efficiency, pollution and slow movement of freight and passenger traffic. The step-up in freight and passenger road traffic during the Twelfth Plan in consonance with alternate growth paths provides an opportunity for technological upgradation, capacity augmentation and replacement of over aged rolling stock. The volume of freight and passenger movement by road during the Twelfth Five Year Plan has been projected as under:

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<th>Years of 12th Plan</th>
<th>BTKM</th>
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<td>S I (BAU)</td>
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BAU: Business as Usual; S-Scenario; SI-freight traffic assumed to grow at 8.7% per annum in line with the past trend; SII-GDP growth 8% per annum and elasticity 1.2; SIII-GDP growth 8.5% per annum and elasticity 1.2; SIV-GDP growth 9% per annum and elasticity 1.2; SV GDP growth 9.5% per annum and elasticity 1.2; SA-passenger traffic assumed to grow at 8.8% per annum; SB-BPKM derived through regression analysis as a function of population growth, urbanization and per capita income

Data Issues in Road Transport

The Constitution of India has put road transport under List-II of Seventh Schedule, thereby placing road transport primarily in the domain of State administration. The availability of relevant data or relative absence of it essentially depends on the efforts of States. Currently, the database on road transport is restricted to number of registered motor vehicles category-wise as required by the Motor Vehicle (MV) Act, 1988.
Recommendations to Overcome Data Gaps

Detailed surveys need to be carried out by NSSO which could be supplemented by professional organizations and Directorate of Economics and Statistics at the State level in the interim period as data on freight commodity flows origin/destination under the Carriage by Road Act, 2007 will take sometime to get streamlined/organised. Also, computerized and electronic transfer of data needs to be accorded priority. Quinquennial (at five yearly intervals) could cover freight movement, passenger movement, commuter surveys, trucking industry, time motion surveys and motor vehicle statistics.

Approaches to the Application of ITS

The application of IT to surface transportation is called “Intelligent Transport Systems” (ITS). ITS provides that ability to gather, organize, analyze, use, and share information about transportation systems. In the modern world, this ability is crucial to the effective and economical construction and operation of transportation systems and to their efficient use. ITS can be divided into nine subject fields: traveler information; traffic management; demand management; road management; advanced driving assistance; electronic financial transactions; commercial vehicle management; public transport management; and incident and hazard response.

Road Accident Data Management System (RADMS) is a comprehensive traffic-management system launched by the Government of Tamil Nadu, which helps to study and analyze road accidents in a systematic and scientific way. The three stake holder Departments are Police, Highways and Transport have access to use the data for analyses and follow up actions in order to reduce accidents. RADMS could be replicated in other States/UTs as well.
II. Policy Issues

Barriers to Road Transport

A typical truck operator has to face a number of different agencies for either obtaining clearances for carrying goods or paying certain charges at the check post. These agencies include (i) Sales Tax, (ii) Regional Transport Officer (RTO), (iii) Excise, (iv) Forest, (v) Regulated Market Committee, (vi) Civil Supplies (check on the movement of essential commodities, black marketing, weights and measures, food adulteration) and (vii) Geology and Mining. These checks are generally conducted by respective agencies at separate points, resulting in more than one detention. Detention of vehicles causes lower speed, loss of time, high fuel consumption and idling of vehicles, leading to under-utilization of transport capacity and adversely affecting their operational viability. Besides, it imposes economy wide costs which are not easy to assess. By introducing checks at each interstate border the road freight transport experiences significant inequity compared to the freight/cargo transport by the railways, aviation and even inland transport, which do not face such rigorous en route checking. The system in vogue hinders rather than facilitates smooth flow of freight and passenger movement across the country and has thwarted the formation of single common market.

Suggested Measures to Overcome Barriers in flow of Road Freight Movement

- Integrate Tax administration with inter-state road freight and passenger movement through online communication network system at National, Regional and Local level. This will help move towards border less and paper less movement of freight traffic across borders aided by IT in a time bound manner. This will greatly reduce transaction cost and logistics cost of domestic trade.
- Presently checking/verification work is being done manually at check posts. However, electronic surveillance and computerization present vast opportunities for outsourcing.
- Adopt concept of “Green Channel”. Currently, “Green Channel” is being implemented in Gujarat and needs to be replicated. Freight with single destination accounts for a large proportion of consignment and is likely to go up with containerization. Such cargo by road could be accorded “Green Channel” treatment provided papers are prepared in advance and sent to the check post. Initially high value freight and sensitive commodities could be covered under “Green Channel”. Implementation of this proposal will also need some modifications to existing truck fleet, which can be locked/sealed and certified for the journey to their destination; introduction of smart cards for vehicle registered (“Vahan”) and driving license (“Sarathi”) will be a pre requisite. Similarly development of national Registers for Vehicles and the traders, who are frequent users of Check Posts, will also be required.
- Adopt “Single Window Clearance System” for all authorized charges/clearances both at origin and at Check Posts. Most of the States are collecting various taxes at border check posts. Owing to non-integration of various offices (Motor Vehicles, Excise and Taxation, Forests, Sales Tax, etc.) dealing with taxes/checking of goods in many States, goods vehicles are detained at several places en route. In addition, manual processing of tax papers at inter-state checkposts, lead to delays and hampers smooth traffic flow. Single window integrated border check posts would help in drastic reduction of waiting time and smooth flow of traffic at State borders.
- Need to emulate innovative approach of State Governments of Andhra Pradesh and Gujarat towards automation and computerization of the Inter State Check Posts (ICPs). In case of Gujarat this has enabled 100% checking of vehicles and more than 4 fold increase in revenue collection from Rs. 56 crore to Rs. 237 crore within three years of introduction.
Similarly, Andhra Pradesh through common software has ushered in a Single Window Checking Facility covering 8 major departments at 5 ICP on NHs bordering adjoining States. This will result in faster delivery time, fewer opportunities for rent seeking and predictable revenue cash flows.

- Freight agents and brokers are important actors in the trucking industry. They have now been brought under the purview of legislation carriage by Road Act, 2007. This provides for registration/accreditation of brokers and freight agents.
- Abolish requirement of a transit pass
- The question about erection of check barriers was considered by the Transport Development Council at its meeting in August 1980. The Council had emphasized that all efforts should be made by the States to unify check barriers along the National Highways having single combined ones at inter-state boundaries and that they should be proper design with separate lay – so as not to hinder movement of the through traffic.

Taxation

- Replace various road transport related taxes/levies (road tax, goods tax, passenger tax) etc by a single composite tax. This will both reduce collection cost and compliance cost of vehicle owners/operators.
- Phase out Central Sales Tax
- Provide tax credit for the inter-state movement of goods under State VAT.

Motor Vehicles Act

- Amend the Motor Vehicle Act, removing penalty payment clause and retaining only removal excess load from the trucks.
- Install WIM (Weigh-in-Motion) to identify violators.
- The colour of truck number plate of interstate vehicles should be different from the intra state vehicles. This will help segregate goods vehicle and reduce the intermediate checking of inter-State freight movement.
- For enhancing inter-State road transport efficiency following amendments to existing MV Act are suggested: Punishment to common carrier found responsible for overloading; Deletion of Section 194 from the recitation of Section 200 for discontinuation of compounding vehicles; Repealing Section 158 of MV Act for limiting police powers for checking vehicle documents without the preliminary requirement of commission of any offence.

Automate and use of IT for cross border road freight transport management

Activities at borders involve checking parameters related to vehicle, driver and cargo. Origin, destination, value, weight, tax paid and type of cargo is checked which either lead to compliance or violations related to weight and taxation. Non-compliance leads to payments of penalties and detentions, both of which require safe parking for both, short and long term. Issuance of tickets for complying as well as non-complying vehicles is also an activity. Also checked at the border are compliance related to vehicle and its driver including various certificates and licenses. It needs to be kept in view that IT also makes it possible to spatially segregate many of the activities from the exact border locations.

- Weigh-in-motion (along with Automatic Vehicles Identification which can be remotely communicated to the Border Check-Posts.)
• Commodity certification for unitized cargo (in a manner similar to dry-ports) and communication of the same at check post enabling early preparation for inspection and regulation.

• Attempts at moving clearance centres away from the border with inland inspection, in a manner similar to dry ports in case of export cargo.

**Motor Vehicle Taxation (MVT)**

MVT is being levied in all States and UTs except the UT of Lakshadweep. Existing tax structure for commercial vehicles shows wide variations among States. There are different bases for computation and different rates, leading to differing incidence of taxes per vehicle in different States. In fact, it is not easy to make comparisons of rates levied on different types of vehicles in different States. Inter-State comparisons are difficult for the following reasons: a) different classification principles for the taxation of vehicles in different States; b) variations in the application of ‘lifetime’ and annual tax rates to vehicle categories; c) use of specific and *ad valorem* rates; and d) multiplicity of rates. To evolve the common tax rate strategy, two key approaches may be suggested on following lines:

**Light Motor Vehicles (LMV) and two wheelers:** It is suggested that:

- Floor rate of these vehicles be pegged at 6% in all the States and Union Territories;
- It would be desirable to move towards *ad valorem* taxation for non-commercial two wheelers, motor cars and jeeps from the point of view of administrative convenience and revenue buoyancy. The reasoning is that to have buoyancy in the tax system, it would be useful to resort to a tax system which is based on the cost of vehicles. Tax is levied on the basis of sale price of the vehicle eliminating all other bases linking it directly to the VAT. Further it is progressive in incidence;
- Tax be collected as lump-sum tax for life time on the Sales on the basis mentioned above;
- To facilitate free movement across States of personalized vehicles which are on ‘lifetime’ tax, those which have paid taxes in one State could be treated as tax exempt by others. A vehicle moving to other state after a period of two years of registration may be exempted from tax in the new state obviating requirement of refund and subsequent payment of tax in the new state.

**Transport Vehicles**

The scheme of national permit has been introduced to facilitate seamless movement of goods vehicles. However, basic motor vehicle taxes on transport vehicles vary. In such a scenario a State which has comparatively higher rate of tax, tends to lose the tax revenue whereas its share of national permit is fixed. Similarly, the reciprocal arrangement between two states becomes skewed when the basic tax rates between neighboring States differ considerably. Therefore it is suggested that:

- Tax rate of all goods transport vehicles be brought to a floor rate;
- Basis of tax may be ‘capacity of the vehicle’;
- Tax is levied on an annual basis whereas the facility of payments may be given on quarterly basis.
- In case of passenger vehicles like national permit holder tourist buses and taxies, a similar approach can be adopted to facilitate growth and free movement of transport vehicles in the
country. For this purpose, a meeting of State Finance Ministers/Transport Ministers may be convened and appropriate decision be taken as was done in case of Value Added Tax.

- Vehicle taxation is road damage related, but levied on the basis of gross vehicle weight rather than on potential axle loads, resulting in under-taxation of 2-axle trucks compared to multi-axle vehicles (MAVs). Since the former is a major source of revenue to States, there is need for its rationalization, to ensure that the tax burden is distributed fairly among different types of vehicles according to PCUs (Passenger Car Units) as well as the road damage caused by each type of vehicle, according to the equivalent standard axle (ESL). Motor vehicle taxes could be used to encourage the plying of MAVs.

**Modernization of Road Transport System**

- Introduce electronic toll collection (ETC) system
- Encourage use of MAVs
- Truck Terminals: At present, there are few truck terminals in cities whereas Government should create truck terminals in almost all ‘A’, ‘B’ and ‘C’ class cities and towns. We suggest that in ‘A’ class cities there should be four truck terminals in East, West, North and South, two in ‘B’ class cities and one in ‘C’ class cities and towns. These truck terminals will ease the traffic congestion in the city and decrease pollution, facilitate emergence of hub spoke system for distribution of goods and greatly improve the turnaround time of goods carriages. On these truck terminals there will be medical facilities, rest room, restaurant and equipment handling facilities. It is suggested that while planning SEZ or SER or Industrial Park at least 10% of the area should be embarked for logistics and warehousing to support industrial activities efficiently.
- Vehicle Safety Standards, Inspection & Certification: A phased approach would be necessary to inspect all vehicles on safety and emissions performance. Significant investments, improvements in regulatory and management practices, increased capacity and capability would be prerequisites for the effectiveness for such a regime. Hence, a phased approach has been suggested for ensuring effective implementation of inspection and maintenance program.
- Preferential Framework for Public Road Transport

**Recommendations/ Suggestions for promoting seamless passenger movement by road**

- Rationalisation of tax structure in passenger transport
- Intermodal integration
- Regulation of various modes of transport operating in a State
- Guidelines for Inter-State Agreements: The present system of entering into inter-State agreements between States as required under section 88 of M.V. Act is a long drawn process and hampers smooth movement of passenger buses between States. Basic guidelines need to be framed for uniformity in the inter-State agreements on stage carriages including delegation of powers to Transport Commissioners of States for entering into inter-State agreements.
- Seamless movement of passenger transport vehicles in line with the New National Permit System for goods vehicles
- Scientific assessment of passenger and goods travel demand
- Strategies to Revive SRTUs
- Automatic Fare Revision for SRTUs
- Facilitate access to financial markets/institutions for SRTUs
- Improve rural bus connectivity
III. State Road Transport Undertakings

Key Recommendations to improve the Performance of SRTUs

- Reduction of Excise Duty on public passenger transport vehicles
- Reduction of excise duty on diesel
- Reduction of rates of Motor Vehicle tax and passenger tax
- Toll tax reduction/reimbursement
- Exemption from payment of income tax by SRTUs
- Exemption from payment of service tax on income from casual contract services by SRTUs
- Viability Gap Funding
- Liberty to STUs for mobilizing funds by way of loan
- Central Assistance for use of intelligent transport system for the SRTUs
- Green Public Transport and use of Alternate fuels
- Automatic Fare Revision
- Provision of reimbursement by respective State Governments for concessional travel to identified categories of commuters being provided by STUs.

- Fleet augmentation of SRTUs:
  Rural areas remain underserved to a major extent in most States. The Central Government can increase the connectivity in those areas by partly funding the fleet required for operations. While the operations can be given to SRTUs or through PPP mode, the management and monitoring can be given to a Special Purpose Vehicle (SPVs). The proposed scheme is in line with Jawaharlal Nehru National Urban Renewal Mission for one time central assistance for purchase of buses be launched by the Central Government for rural operation as per the guidelines framed. It is proposed to finance purchase of 50,854 with the aim to provide 600 buses per one crore of rural population at a cost of Rs. 9,153.72 crore of which the Central Government share will be Rs.7583.74 for all states and the balance be shared by the State Government and SRTUs. For the North East SRTUs (Assam SRTC, Meghalaya TC, Nagaland ST, Arunachal ST, Manipur SRTC, Mizoram ST, Sikkim ST, Tripura RTC), sensitive zones like Jammu & Kashmir and Andaman & Nicobar Islands and States of Bihar, West Bengal and Odisha, Madhya Pradesh, Chhattisgarh and Jharkhand where public transport is very unstructured, the Central share of assistance shall be 90% grant, State Governments share shall be 10% and for other states the Central assistance share shall be 80% grant, the respective State Governments and SRTU share shall be 10% each.

- Replacement of over-aged buses of SRTUs:
  SRTUs are unable to generate adequate funds for capital expenditure and replacement of rolling stock as the financing of SRTUs (operating and investments cost) cannot be covered by the income from fares and subsidies alone. Taking into account all the 54 SRTUs, about 35,000 buses are over aged as per individual SRTUs scrapping target policy and need to be replaced during the Twelfth Five Year Plan period amounting to approximately Rs. 6300 crore (Rs.18 lakh per bus). For meeting the above requirements in rural operations of SRTUs, it is proposed that share of Central Government may be 50% of the total cost and that of the State Government may be 30% and the respective SRTU 20%. For hilly and North Eastern Regions like Assam, Himachal, Tripura, Meghalaya, Manipur, Nagaland, Arunachal Pradesh, Mizoram and Sikkim and sensitive zones like Jammu and Kashmir and Andaman & Nicobar Islands, it is proposed that the Central Government may share 90% and State Government 10%. The Central Government share will be approx. Rs.4500 crore for purchase of 35000 buses.
IV. Road Safety & Human Resource Development

- **Institutional requirements**
  - Implement on an urgent basis the key recommendation of the Sundar Committee Report concerning the creation of National Road Safety & Traffic Management Board with the legal authority to promote and sustain improved road safety India, reflect international good practice and provide an informed basis for effective action.
  - Strengthen related vertical coordination arrangements at the national level across Ministries with similar mechanisms at the State level.

- **Awareness, education and driver training**
  - There is a whole range of awareness which is required to be brought into the system, so that systemic problems get connected. Awareness should be spread using all modes of communication: TV, Newspapers, Radio, etc.
  - Education of Officials in the System: NHAI, PWD and Police Department, Consultants/Designers, NGOs and Corporates
  - Framework for managing and monitoring driving training at State and Regional level.
  - Training and licensing the trainers.
  - ITIs to be involved in driver training. MoRTH provides a scheme for setting up IDTR/DTI at state level. Before they start imparting driving training in driving schools, they should attend “TRAINERS TRAINING” in IDTRs/RSIs.
  - To ensure that the needs are met driver training schools should be encouraged to come up in the PPP mode.

- **Data systems**
  - Set minimal road death and injury data reporting requirements in accordance with standards set by the International Accident Database Group (IRTAD) for national level data. Web based data systems should be established and be operational in the 12th Plan period.
  - Strengthen road death and injury data matching capacity across the transport and health sectors at National, State and District levels.
  - MoRTH should establish a professional agency for collection and analysis road traffic accident data in collaboration with NCRB.

- **Enforcement**
  - Promote the development and implementation of general deterrence based traffic safety enforcement programs, combined with intensive social marketing programs, targeting high-risk safety behaviors at the National, State and District levels.
  - Establish dedicated highway safety patrol capacity on strategic high-risk roads at the National, State and District levels.
  - Participate in the International Road Policing Organization (RoadPOL) to strengthen leadership capacity in road policing and accelerate the transfer of international best practice.
  - Establishment of dedicated fully equipped and trained mobile traffic police units.
  - Development and piloting of semi-automatic traffic surveillance systems on high-risk transport corridors.
  - Implement recommendations regarding penalties as suggested by the Sundar Committee on amendment of the MVA.
  - Increase capacity, knowledge and skills of police agencies with regard to visible, random, uniform enforcement practices;
• **Urban and highway safety**
  - Promote the development and implementation of *Safe System* road design principles and standards that subordinate mobility requirements to safety requirements, rather than vice versa, to put the priority on enhancing the protective quality of the road network for all road users.
  - Set and manage speed limits in accordance with the protective quality of the road environment provided rather than the desired speed behavior of road users.
  - Participate in the International Road Assessment Programme (IRAP) and develop and establish a related India RAP initiative to undertake systematic and sustained assessments of road network safety performance.
  - Development of pilot fully access controlled freeway system and adjacent structured road networks.
  - Provide service roads along all 4 and 6-lane highways.
  - Implement most effective physical engineering countermeasures to improve road safety on around 30% of the on the existing national and state highway network, such as (countermeasures below are indicative only and should be selected through research efforts under section 5 below; research should also select highways, establish typical standards, layouts, criteria and cost-benefits)
    - Speed control and reduction of exposure of vulnerable road users to the through traffic in built up areas;
    - Centerline and shoulder rumble strips, which have shown to be low cost and highly effective for the reduction of run-off-the road crashes.
    - Introduce traffic calming measures where necessary.
    - 1% of cess money be earmarked for engineering aspects of road safety which should be utilised for research, pilot projects for showing casing, before and after studies and safety audits
    - Cost cutting approach in road development be abandoned and forgiving highways be planned and provided
    - More Expressways be planned rather than upgrading existing 4- lane highways.
    - Focus be on VRUs
    - Special attention be given to the stretches passing through linear settlements (built up areas) for conflict removal and by control of speeds;
    - Incorporate road safety audits in the planning, design, construction and operation of the highways

• **Vehicle safety**
  - At present the introduction of new safety standards is dependent of testing facilities available in the country including those at NATRIP. Since the vehicles produced in the next few years will be present on the road for about two decades, it is essential that the provision of testing facilities and introduction of new standards should be expedited. Impact standards for vehicles should be implemented on an early basis.
  - Since a vast majority of those injured and killed comprise of pedestrians, bicyclists, and motorcyclists, India should take the lead in introduction of pedestrian impact standards for all vehicles.
  - Special attention should be given to evaluating modern generation ITS and active safety systems for applicability in India.
  - India should set up a NCAP India Programme. In the first phase, cities with significant transport vehicles (Metros) should introduce a modern Inspection and Certification regime
  - A modern inspection regime should be first introduced for commercial vehicles, and then subsequently to private vehicles.
• Within private vehicles, older vehicles (more than 9 years old) should be included in the regime earlier. And then it must be extended to newer fleet (3-9 year old)
• Both emissions and safety tests should be introduced simultaneously for commercial vehicles.

**Pre-hospital and medical Care**
- Highway Rescue Standards and Guidelines
- Identification of corridors for Highway Rescue systems
- Implementation of Highway Rescue systems
- Enunciate a National Accident Relief Policy & a National Trauma System Plan
- Deployment of a Pan-India Pre-Hospital Emergency Medical Care Network to ensure a primary crash response time of 8 – 10 mins. This network should be adequately supported by a unified toll free number, seamless communication, centralized dispatch, medical direction, triage protocols & crash rescue units.
• To verify & designate the existing healthcare facilities along the Highways and upgrade those found deficient to minimum defined levels & to plan for new facilities where there is a deficit so as to ensure the availability of one emergency care facility at every 50km along the national highways.
• Plan for seamless networking amongst health facilities, rescue services, existing fleet of ambulances, etc.
• Capacity building and regular training in EMS to all involved in trauma care supplemented by training in First Aid to the public
• Encourage research & development into post-crash response Establish minimum standards, guidelines and protocols for emergency and in hospital care.

**Long Term Measures (three – five years for realization)**
• Assured essential emergency care to all citizens of India
• Augmentation in capacity and resources of available Medical establishments
• Setting up of Regional Referral Trauma Centres in tertiary hospitals across the country.
• Plan for rehabilitation centres for the trauma care victims
• Standardize minimum national specifications for various types of Emergency Response Vehicles viz. First Responders, Patient Transport Ambulances, BLS Ambulances and ALS Ambulances, Crash Rescue Vehicles, Dispatch Centres, Command & Control Centres, etc. so as to bring homogeneity in the system across the country.

**Research infrastructure**
- Establish 8 multidisciplinary centres of excellence in the area of road traffic safety in existing institutions of repute. The Centres so established must encompass all the disciplines associated with traffic safety;
- Establish at least 4 injury research centres in medical institutions to focus on road traffic injury.
- Create job opportunities at MTech and PhD levels in MoRTH, NHAI and other road building agencies in Road Safety Units specially created for the purpose.
- MoRTH should establish a fund for providing 50 fellowships for in-service professionals to attend international short term courses of repute in the area of road safety.
- MoRTH should establish a professional agency for collection and analysis road traffic accident data in collaboration with NCRB.
- MoRTH should sponsor an annual conference of traffic safety in collaboration with an academic institution.
V. Strengthening of Road Transport Division

Recommendations to strengthen Road Transport Division:

- Strengthen the existing roles and responsibilities within the Ministry by taking support from external domain experts and creating additional posts within the Ministry.

- To create 6 Expert Groups/bodies on:
  - Driving and vehicle licensing
  - Driving standards
  - In-use Vehicle Compliance
  - Vehicle Type Approval
  - Vehicle Regulations/International Harmonization
  - Accident Analysis and Data

- To make adequate budget provisions to cover the expenses towards
  - Additional human resources
  - R&D activities
  - Special studies
  - Modernization and management of nation-wide data
  - International participation in harmonization of automotive regulations