



K. K. Kapila
President (Emeritus)

IRF:134:18:KK: 94

1st April, 2022

Sub: IRF-IC's 5E Programme to Enhance Road Safety Scenario in the Country – focus on the aspect of 4th E on Enforcement

Dear Shri Bhalla .

Kindly accept my heartiest salutations and warm greetings.

It is my pleasure and privilege to write to you in my capacity as President (Emeritus) of the International Road Federation, Geneva a not-for-profit organisation working to promote road safety in over 80 countries of the world, over last 7 decades. India is a key country in the IRF Geneva charter and in line with this, an India Chapter of IRF, known as IRF-IC was set up in 2009.

As you might perhaps be aware, we in the IRF Chapter, are preparing the Road Safety Education Action Plan 2022 an encompassing document covering all the 5Es, i.e.,

1. Road Engineering – E1
2. Vehicular Engineering & Policy Interventions –E2
3. Road Safety Education - School and Mass Education – E3
4. Traffic Management and Accident Data Collection by the Police Department –E4
5. Emergency Trauma Care – E5

During the UN Decade of Action (2010 - 2020) on improving global road safety scenario, a number of initiatives from the 5Es named above were undertaken with focus on two or three aspects at the most in various road segments. As a result, the desired outcome of achieving 50% reduction in road traffic accidents and fatalities was not achieved by the end of the decade. One of the main reasons for this non-achievement was due to the fact that all the 5Es were not addressed simultaneously as envisaged by the UN's 5 pillar strategy.

In the extended Decade of Action for Road Safety (2021-2030), IRF-IC launched a two- pronged strategy for formulating a National Road Safety Action Plan- 2022 for India to approach Road Safety during the Decade by altering the approach to be in sync with UNs 5 Pillar strategy. As a first step, a 12 Webinars Series based on 5Es concept titled "Road Safety Challenges in India and Preparation of an Action Plan" was launched in February 2021 by the Hon'ble Minister Shri Nitin Gadkari ji. The series concluded on 15th December 2021. Of the 12 Webinars, two of the Webinars focused on the aspects of Enforcement such as Traffic Management through Technology, Traffic Enforcement through PPP, etc.

IRF is now in the process of putting together an Action Plan on each E, based on the recommendations arising out of the Webinars which included vide international preparation as well. I am enclosing herewith for your kind perusal Action Plan drawn from the 2 Webinars.

As a second part of the strategy, IRF embarked upon an on ground validation programme of showcasing the efficacy of working simultaneously on the 5Es of Road Safety namely, Engineering of Roads, Engineering of Vehicles and Policy Intervention, Education, Enforcement



and Emergency Care. For this mission, IRF identified the 7 top ranking States in number of road traffic accidents and fatalities, namely Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu and Uttar Pradesh, for undertaking the 5E interventions simultaneously. To lend support and solidarity, the Hon'ble Minister Gadkari ji had written to the Chief Ministers of these 7 States, soliciting their support of identifying a 100-150 Km of worst affected road stretch for IRF-IC to undertake 5E interventions and convert them to one of the safest stretches in the State.

So far, we have completed interventions in all the 7 States on E1, which explicitly bring out various corrections required to make the road forgiving. As regards the aspect of E2, it is an ongoing effort along with the Ministry of Road Transport and Highways and respective States Governments. As regards E3, we are at varying stages of progress in all the 7 States. With regard to E4, 30 police personnel from the police stations in our Project Stretch Nelamangla to Hiriur (Karnataka) were trained at the Institute of Road Traffic Education, Faridabad in early March. 30 police personnel from the police stations in our Project Stretch Paniyala Mod to Dudu (Rajasthan) will be trained from April 11 to 13, 2022.

Bringing back your kind attention to the enclosed Action Plan, I solicit your kind indulgence to give us time for discussion along with other concerned stakeholders which will help to finalise your Component E-4 of the Action Plan

With warm Regards

Yours Truly,

K. K. Kapila
(K. K. Kapila)

Encls: Enforcement Action Plan

Shri Ajay Kumar Bhalla

Home Secretary

Ministry of Home Affairs

Room No. 113

North Block

New Delhi - 110001

Tel: 23092989 23093031

Email: hshso@nic.in

CC:

1. Shri Anoop Kumar Mendiratta, Secretary, Deptt. Of Legislation, Ministry of Law, Email: secylaw-dla@nic.in
2. Shri Giridhar Aramane, Secretary, Ministry of Road Transport & Highways, Parliament Street, Email: secy-road@nic.in
3. Shri K. C. Gupta, Additional Secretary, Ministry of Road Transport & Highways, Parliament Street, Email: as-morth@nic.in
4. Shri Sanket S. Bhondave, PS to the Hon'ble Minister of Road Transport & Highways, Parliament Street, Email: ps-morth@nic.in

NATIONAL ROAD SAFETY ACTION PLAN

E4 – Enforcement

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
(a)	Adopt Technology based Enforcement Systems		
1	Status: Behavioural change in road users is possible only through 100% enforcement by use of the available technologies. Enforcement by physically identifying violations is a primitive method. Any such manual enforcement by policing is always discriminatory and quite often challenged by the violators. Whereas, technology base 100% enforcement using ITS technologies will facilitate series of actions for enforcements on overloading, drunken driving, over speeding, helmet/seatbelt, contraflow and so on. Action Plan: • 24x7 enforcement is required for compelling behavioural change (safer behaviour and road safety attitudes) in the road users. • Successful automatic enforcement system will need several associated systems to be developed starting from updating of the addresses in driving license and vehicle RC document, which is fundamental requirement for it. • Technologies of incident detection cameras and sensors only can capture 100% of all violations round-the-clock for required behavioural change of the road users and simultaneously will solve a host of the systemic problem while modernising the traffic operations system. • Red light violation, over speeding, overloading, wrong-way driving, not wearing of seatbelt and helmet, parking violation, etc can easily be identified accurately (without ambiguity) using camera based enforcement.	State Police Department Transport Department & MoRTH - NHAI	

NATIONAL ROAD SAFETY ACTION PLAN

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
2	Status: There is a standard requirement to implement the Advanced Traffic Management System (ATMS) for every high speed facility (highways and expressways) for real-time data on operation and enforcements. The main reason is that in the DPR for design of Highways, this has not been catered for. Although NHAI has widely circulated document providing detailed specifications. Without a robust system for outdoor application installed, operated and maintained by a separate competent agency other than civil contractor, the high speed highway infrastructure is likely to be highly unsafe, as no enforcement will be possible. Action Plan: - Advanced Traffic Management System (ATMS) should be a mandatory part of the scope of road development works taken up by any Road Authority in relation to multi-lane high speed highways. - It should also be invariably provided in urban areas. - ATMS implemented using latest technologies can only provide real-time data on operations giving details of all incidents to effect the required enforcements. - Such an ATMS can be implemented using a separate PPP contract with a concession of 10-15 years with a set of strict performance criteria, so that it can serve the purpose of 24x7 traffic enforcement.	NHAI to take the lead and work to provide ATMS City Administration / Concerned State MoRTH & NHAI	
3	Status: The traffic management (especially the enforcements) in urban areas, even in the Class I cities is primitive and using manual methods without the required modernization with latest technologies with adoption of CCTVs, speed cameras, automatic e-challan system, red light violation cameras, variable message signs, incident detection and video data analytics, etc. Bangalore has adopted a large number of the modernisation of traffic enforcement using technologies, which reduced manpower requirement besides delivering accurate and	NHAI State Police MoRTH	

NATIONAL ROAD SAFETY ACTION PLAN

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
	flawless enforcement. It will also dispense with the requirement of Police for enforcement through interaction with the road users, for which the technologies available in terms of social media, SMS alerts etc can be very useful. Action Plan: • Adopt modern technologies for all traffic enforcement functions in the cities, which is going to reduce manpower requirement. Adopt a national policy, strategy and architecture for adoption of ITS more widely in all traffic management and enforcement functions. • Train and retrain specialists for guiding implementation of latest and modern technologies for enforcement functions uniformly across the country. • Organize international conferences/workshops/exhibitions to draw knowledge and examples on best of the available global technologies on traffic management and enforcements. • Enforcement against unauthorised parking, encroachments of roads and footpaths, over speeding, overloading and use of mobile phone, etc must be actioned very strictly. • Use of social media to interact with road users, SMS alert service, 24x7 helpline, etc can be very useful tools for enhancing public confidence on enforcement leading to better safety. • Some cities to be developed as model for enforcement of traffic rules, and it should all be based on technologies.	NHAI State Police MoRTH	
(b)	Separate Cadre for Traffic Police & Highway Police		
1	Status: There is no enforcement system till date to manage the traffic enforcement functions of National and State Highways, for which there is no legal enforcement and traffic management system at all, across the whole country to enforce the traffic rules and regulations on the	Ministry of Home Affairs	

NATIONAL ROAD SAFETY ACTION PLAN

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
	highways. Till an accident takes place, there appears to be no responsibility of State Police to carry out any enforcement along the highways. As per the MoRTH data (for 2019), this situation has actually caused more than 60% of all fatalities and much higher proportion of all injury accidents on highways, out of all accidents that had taken place in the total road network of the country. Action Plan: - A dedicated cadre of Highway Police Patrol System (HPPS) is required to be created as a new cadre like CISF (now protecting the industrial establishments), by the Central Home Ministry by developing a special cadre with a distinct hierarchical structure as well as set of rules and regulations like the existing other such cadres, like CISF, CRPF, etc. - This new Police force to be used by all States and the Central Agencies like NHAI, MoRTH, NHIDCL, State PWDs and others for managing traffic and enforcements on the highways. - No NH, SH and Expressways shall be opened to traffic without engaging the HPPS and they are to be equipped with State of the Art equipment and very carefully designed operating procedures to enforce road safety and law & order with highest level of strictness along the highways. It can start with 25% of the 300,000km highway network and gradually increase to 50%, then 75% and finally 100% length within next 3 years.	Ministry of Home Affairs & Ministry of Road Transport & Highways	
2	Status: The traffic enforcement system in the country through the State Police is found to be not comprehensive and adequate. This is primarily due to the fact that the Police has just one cadre and there is no separate cadre as Traffic Police, though they are entrusted with the task of traffic management and enforcements. Therefore, Ministry of Home Affairs should develop and implement special training for those	Ministry of Home Affairs State Police	

NATIONAL ROAD SAFETY ACTION PLAN

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
	police personnel in all State cadres of Police Department, who are working or proposed to be deployed as traffic police. Action Plan: - Traffic police team has to be skilled with rigorous training (selected based on aptitude only) on the various basic concepts of traffic flow and traffic management principles before deploying in traffic management duty. Traffic management is a science and this skill cannot be transferred by words of mouth only from seniors to juniors. - Need to be trained on all Acts and Laws related to road traffic and traffic violations, penalties for each type of violation and legal implications. - Road accident related data collection and accident investigations; there is no reason to treat the occurrence of an accident as a criminal offence. They have to understand the root causes of the accidents and work to avert or minimize these by better vigilance and management.	Ministry of Home Affairs State Police	
(c)	Technical Skill Required in Police/Transport Department for Enforcement		
1	Status: Traffic Police is given the responsibility of a whole lot (rather whole lot) of traffic engineering functions (both engineering works and operations) in the cities/towns across the whole country, for which the Police Department does not have any capacity. It was necessary to create a Traffic Engineering Cell in each District and city HQ of the Police Department, which are to be entrusted to handle all such traffic related requirements with requisite knowledge and skills. The present implementation of traffic control and enforcement measures, which are mostly deficient /wrong/irritating may times without any scientific basis, and very easily can be challenged in court of law. Even the design	State Police Ministry of Home Affairs	

NATIONAL ROAD SAFETY ACTION PLAN

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
	of enforcement programmes/drives for target groups are totally missing, and the enforcement is sporadic and for different purpose than focussing on safety of road users. Action Plan: - Establish Traffic Engineering Cell in each police district, so that all engineering and enforcement actions can be planned and implemented scientifically targeting logical results. - Ministry of Home Affairs and State Home Departments to organize a series of different training courses for the traffic police personnel on scientific enforcement adopting modern tools and techniques through NGOs like IRTE actively involved in this work. - All enforcement measures (enforcement drive) should appear to be logical in addition to just being the requirement of a city or region, and not at the cost of inconvenience of the road users.	Ministry of Home Affairs & State Police	
2	Status: Transport Department in the States are involved in many enforcement functions emanating from the CMV Rules and corresponding State Rules. Without clearly defined roles and responsibilities and requisite and qualified manpower for various responsibilities, the functions are delivered very unprofessionally by official without knowledge and skills required for the specific functions. This brews large scale corruption, leading to very unsafe situation related to road transport in various ways, which is uniformly so in all states. Basically, the responsibility of a major part of the entire road safety scenario in a State lies with and directly linked to the various functions of the Transport Department. Thus, a modern Transport Department with dedicated staff advanced knowledge and skills is required. Action Plan: The Transport Department in the States to be modernised with	State Transport Department	

NATIONAL ROAD SAFETY ACTION PLAN

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
	defined functions recruiting specialised and skilled manpower for various functions assigned to the Department. There should be a separate wings with required expertise to deliver the services. - Scientific methods, tools and equipment must be used for various enforcement functions under CMV Rules and corresponding State Rules for road transport. - The Transport Department in each state to be revamped completely in its structure, function, responsibility and transparency in operation with measurable performance indices linking to road safety outcomes. - The procedure for issuance of driving licenses by Transport Department is found to be linked to general road safety outcome in an area. Therefore, issuance of driver licenses should be based on complete testing and evaluation of the skills as per the requirements of M. V. Act.	All States Transport Departments Ministry of Home Affairs & Ministry of Road Transport and Highways To over see implementation	
(d)	Stricter Enforcement to be Followed		
1	Status: The enforcements in India has not proved to be deterrent against violations in the past, and only through M. V. Act (Amendments 2019) the penalty was increased many folds. But, this stricter enforcement demanded by MVAA, 2019 was seen only for few months after passing of the Bill in Parliament in September 2019, and thereafter all of the enforcements have become slack. The increased fines have become an indirect higher source of revenue for the State government. There has to be more innovative ways of enforcements along with increased fines for violations, as normally used in developed worlds. Action Plan: A few of the offences like impaired driving (like drunken driving), reckless driving and such other serious offences should include	Ministry of Road Transport & Highways	

NATIONAL ROAD SAFETY ACTION PLAN

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
	impounding of vehicle for a month and suspension of driver license for a minimum of 3 months including undergoing of compulsory training for a week. - Serious offences as above involving accidents (causing grievous injury or fatality, etc) should have imprisonment as well (Section 185 of MV Act allows imprisonment) in addition to all other penalties as per rules. - Overloading/overcrowding of passenger vehicles, particularly the IPT vehicles in cities, should be enforced with cancellation of permit or suspension of permit for at least 6 months in addition to the penalties/fines. - RFID based electronic tolling is already in vogue with interoperability in the country. Use this technology for managing and enforcing traffic for specific areas of the cities like city centre with congestion pricing of “user pays” policy.	State Police Department Ministry of Home Affairs And Ministry of Road Transport & Highways	
(e)	Support of Legal System for Enforcement		
1	Status: Till date there is no existing system in law or any provision in the M. V. Act which can control or enforce rules on non-motorised vehicles and traffic (such as bicycle, cycle-rickshaw, push cart, and even the pedestrians). It is assumed that the users of these lower modes are ignorant of road rules, and it is loosely believed that “ignorance is bliss”. Of course, the Police is often found to penalize and punish some odd cyclist or rickshaw puller, which truly speaking can be challenged, as there is no provision anywhere. What is required is a Road Traffic Act (RTA) which would define the rules to be followed by various categories of road users including all non-motorised traffic. Right and wrong of road use must be understood by every road user, as safety of all others may be impaired by any wrong and risky action of any of the road users.	Ministry of Road Transport & Highways & Ministry of Law	

NATIONAL ROAD SAFETY ACTION PLAN

Sl. No.	Road Safety Issue & Action Plan	Responsibility	Timeframe & Budget
	Action Plan: - Enact Road Traffic Act or Road User Code, which will describe the responsibility in road use for every road user and failure to do so is punishable offence. - At present, IPC and Cr.P.C. are used to book a road user for wrong action, which are grossly inappropriate, as no one comes to road to dangerously harm himself or any other road user. The RT Act will correct the situation in this regard. Any violation termed as an offense is now a criminal act, which negates the entire purpose of enforcement.		