

Chapter IV

Coordination and monitoring mechanism

4.1 Utilisation of Road Safety Fund

The GoR, created (April 2017) a dedicated and non-lapsable Road Safety Fund with a ceiling up to 25 *per cent* of litigation/fines/penalties collected from traffic violators every year and funds received from other sources¹. The main objectives of the constitution of Road Safety Fund were to bear the cost of activities/efforts undertaken for reducing accidents/fatalities/injuries, smooth and successful implementation of the Road Safety Policy, strengthening of institutional and infrastructural mechanism and to make secure the road transport system.

To utilise and monitor the Road Safety Fund, a 'Steering Committee' comprising 11 members (*Appendix-6*) under the chairmanship of Additional Chief Secretary/Secretary, Transport Department was constituted. Important functions and responsibilities² were conferred upon the Steering Committee. During the period 2017-18 to 2024-25 an amount of ₹ 716.37 crore was received in the Road Safety Fund and ₹ 343.36 crore (47.93 *per cent*) was utilised as shown in **Chart 1.3.** of Chapter I. Expenditure incurred by the main stakeholder departments (2018-19 to 2024-25) are shown in the **Table 4.1.**

Table 4.1: Department wise details of expenditure incurred.

(₹ in crore)

S. No.	Departments	Financial year							Total expenditure
		2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	
1	Police	3.79	1.41	2.69	5.01	12.04	0.44	12.98	38.36
2	Transport	3.34	12.05	3.33	35.36	12.85	4.00	4.44	75.37
3	PWD	1.99	2.66	2.20	0.17	2.02	23.00	9.43	41.47
4	Medical & Health	0.00	6.04	18.12	33.86	12.53	33.32	33.92	137.79
5	Education	0.00	0.45	0.02	0.00	0.00	0.00	0.00	0.47
6	RSRTC ³	0.00	0.00	0.00	0.70	0.00	0.00	0.00	0.70

¹ Grants received from Central Government, grants from State Government and financial assistance received from Non-Government Organisations and other persons.

² The committee was responsible to (i) approve the projects, programs, schemes and activities in order to provide required amount to the stakeholder departments/agencies, (ii) regular review of financial and physical progress of the activities being carried out by the stakeholder departments/agencies, (iii) preparation and implementation of the coordinated annual action plans for stakeholders through lead agency and (iv) effective implementation of the provisions of the Road Safety Policy, *etc.*

³ Rajasthan State Road Transport Corporation.

S. No.	Departments	Financial year							Total expenditure
		2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	
7	RSRDC ⁴	0.00	0.00	0.00	0.00	0.00	12.06	0.00	12.06
Total		9.12	22.61	26.36	75.10	39.44	72.82	60.77	306.22

Source: Information provided by the Transport Department

As per Road Safety Policy, Road Safety Action Plan 2018-20 and Road Safety Road Map 2020 various road safety measures like enforcement of traffic laws, establishment of Integrated Traffic Management System, strengthening post-crash management, rectification of black spots, capacity building and awareness, *etc.* were to be undertaken through the stakeholder departments. However, an amount of ₹ 306.22 crore (2018-19 to 2024-25) only could be utilised by the stakeholder departments against the available funds of ₹ 716.37 crore during the period.

The reasons for less utilisation of funds were non-implementation of work as specified in Road Safety Action Plan and Road Safety Map as discussed in Paragraph No. 2.3, 2.6, 2.7, 3.5, 4.3, 4.4.1 of this Report.

The GoR accepted the facts and replied (April 2025) that Road Safety Fund is a non-lapsable fund and numerous activities undertaken through the fund were time consuming and were carried forward in the next financial years. At times, procedural delays lead to slow utilization of funds.

4.2 Human Resources

As per Rajasthan Motor Vehicle Rules, 1990 and departmental manual, the Inspectors/Sub-Inspectors of Motor Vehicle (MVI and MVSI) of the Transport Department are responsible to discharge critical and significant functions such as enforcement of traffic laws and conducting inspections for registration, issuance of licenses and permits for transport vehicles, fitness for goods/passenger vehicles, inspection of motor driving schools and inspection of vehicles involve in accident, *etc.* The audit observed significant shortage in available human resources as discussed in succeeding paragraphs.

- A total of 2,837 persons lost their lives in 5,697 accidents happened due to overloaded vehicles (during 2019-24).
- A total of 11,151 persons lost their lives in 23,547 accidents where load condition of vehicle could not be determined (during 2019-24 and;
- A total of 1,427 persons lost their lives in 2,719 accidents happened due to vehicle defects (during 2021-24).

⁴ Rajasthan State Road Development Corporation.

4.2.1 Motor Vehicle Inspectors (MVI)/ Motor Vehicle Sub-Inspectors (MVSIs)

The continuous registration of new vehicles has led to a daily rise in vehicular density across the State. Additionally, the growing number of individuals applying for licenses and seeking fitness certificates for older vehicles has significantly increased the workload of the Transport Department. To manage this effectively, a sufficient number of personnel were required to carry out their designated responsibilities. **Table 4.2** provides year wise details on the sanctioned number of MVIs/MVSIs and the corresponding staff in position during the period 2018-19 to 2024-25.

Table 4.2: Details of sanctioned, working and vacant post of MVIs/MVSIs

Year	Sanctioned Strength		Working Strength		Shortage		Shortage in percentage	
	MVI	MVSI	MVI	MVSI	MVI	MVSI	MVI	MVSI
2018-19	296	375	153	265	143	110	48.31	29.33
2019-20	296	375	211	201	85	174	28.72	46.40
2020-21	300	379	207	198	93	181	31.00	47.76
2021-22	324	391	189	199	135	192	41.67	49.10
2022-23	328	393	207	169	121	224	36.89	57.00
2023-24	332	393	316	46	16	347	4.82	88.30
2024-25	334	393	323	29	11	364	3.29	92.62

Source: Information provided by the Transport Department

It can be seen from the **Table 4.2** that shortage of MVIs was ranging between 3.29 per cent and 48.31 per cent. Whereas the shortage of MVSIs was ranging between 29.33 per cent and 92.62 per cent.

4.2.2 Flying Squad

Similarly, the flying squads play a crucial role in enforcing traffic rules and regulations, monitoring the adherence to safety standards, combating various transportation-related offenses and taking swift action against any violations or malpractices within the transport sector. The position of flying squad required and deployed during the period of 2018-19 to 2024-25 is given in **Table 4.3**.

Table 4.3: Details of sanctioned and working flying squads

Year	Sanctioned	Working	Shortfall	Shortfall in per cent
2018-19	198	179	19	9.59
2019-20	197	180	17	8.63
2020-21	196	173	23	11.73
2021-22	224	187	37	16.52
2022-23	226	191	35	15.49

Year	Sanctioned	Working	Shortfall	Shortfall in <i>per cent</i>
2023-24	229	180	49	21.40
2024-25	226	178	48	21.24

Source: Information provided by the Transport Department

It can be seen from the **Table 4.3** that shortfall in number of flying squads was ranged between 17 (8.63 *per cent*) and 49 (21.40 *per cent*).

The absence of adequate manpower (MVIs/MVSIs) and flying squads could adversely impact the quality of checks to be carried out by the Department and enforcement of traffic laws.

4.2.3 Inadequate manpower in Traffic Police Wing for enforcement activities

According to the Bureau of Police Research and Development (BPRD) norms (September 2015), cities are classified based on vehicle population for the purpose of personnel deployment. Cities with a vehicle population of 20 lakh and above are categorized as 'A' class, those with 8 lakh to 20 lakh as 'B' class and with less than 8 lakh as 'C' class. Additionally, the guidelines envisaged the deployment of one traffic police personnel for every 700 vehicles in 'A' class cities, every 850 vehicles in 'B' class cities and every 950 vehicles in 'C' class cities.

Details of manpower required to be deployed as per BPRD norms and actually deployed in selected districts are given in the **Table 4.4**.

Table 4.4: Details of Manpower required and deployed in Traffic Police as on December 2024

S. No.	Name of district	Vehicle Population	Class of city	Manpower required to be deployed	Manpower deployed actually	Shortfall	Shortfall in percentage
1.	Jaipur	36,76,855	'A'	5,253	1,547	3,706	70.55
2.	Alwar	10,31,613	'B'	1,214	62	1,152	94.89
3.	Udaipur	9,66,158	'B'	1,137	155	982	86.37
4.	Sirohi	1,80,566	'C'	190	80	110	57.89
5.	Tonk	3,61,267	'C'	380	45	335	88.16
6.	Dausa	3,83,437	'C'	404	61	343	84.90
7.	Sri Ganganagar	5,52,816	'C'	582	76	506	86.94

Source: Administrative Report of Transport Department 2024-25 and information provided by the Police Department

The **Table 4.4** clearly indicates that the deployment of manpower responsible for enforcing traffic laws was significantly below the standards recommended by the norms. In ‘A’ class city (Jaipur), the shortfall in required manpower was 70.55 *per cent*. In ‘B’ class cities (Alwar and Udaipur), the shortfall ranged from 86.37 *per cent* to 94.89 *per cent*. Similarly, in ‘C’ class cities (Tonk, Dausa, Sri Ganganagar and Sirohi), the shortfall varied from 57.89 *per cent* to 88.16 *per cent*. Thus, the shortage of manpower was leading to numerous operational challenges compromising road safety. It is pertinent to note that traffic violations were the predominant cause of accidents which occurred during the period 2019-24.

The GoR accepted the facts and replied (April 2025) that proposal had been sent for deputing Traffic Police in category A, B and C cities according to BPR&D norms which is under consideration with the Home Department.

4.3 Centre of Excellence for research and analysis

Clause 135(1)(a) of the Motor Vehicles Act, 1988, mandates in-depth studies on causes of accidents. In the absence of systematic research, traffic management policies remained reactive. To address this, the Department decided (Action Plan 2018-20) to establish a ‘Centre of Excellence for Research and Analysis of Road Crashes’ with the goal of developing a transport system that accommodates human error and accounts for human vulnerability.

It was noticed that ‘Centre for Road Safety, Sardar Patel University of Police, Security and Criminal Justice, Jodhpur’ had sent (2021-22) proposals for establishment of the centre for excellence and requested the State Transport Department for allotment of funds for the purpose. The Centre could not be established as the funds were not allotted to the University.

GoR replied (April 2025) that the proposed Centre of Excellence for Road Safety was a major initiative requiring expert inputs and considerable time. It reiterated (September 2025) that the framework was under preparation and would be established under the 10-year Road Safety Strategy (2024-33) in collaboration with various institutions.

4.4 Information, Education and Communication

Information, Education and Communication (IEC) plays a key role in promoting road safety by raising awareness and educating the public. It includes campaigns, workshops, advertisements and community engagement to encourage responsible driving, adherence to traffic rules and use of safety measures like helmets and seatbelts. IEC helps reduce accidents and empowers citizens to actively contribute to safer roads.

4.4.1 Development of traffic parks in districts

According to the 2020–21 State Budget, traffic parks were to be developed in all districts to promote road safety awareness among students, road safety clubs and the public. Activities planned for these parks included constructing model traffic paths, installing road signage and traffic lights, setting up simulator rooms and providing mini electric vehicles or golf carts, *etc.*

An amount of ₹11.14 crore was sanctioned from the Road Safety Fund (December 2021, September 2022, October 2022 and April 2023) for establishing traffic parks in all 32 districts (except Bundi). However, an amount of ₹ 6.49 crore was utilised up to March 2024. As of March 2024, traffic parks could be established in 17 districts⁵. Out of these 17 parks, electric work was not executed in four districts (Bikaner, Dungarpur Nagaur and Sikar) whereas, in four districts (Baran, Dholpur, Pali and Tonk) traffic parks were not handed over to respective local bodies despite being completion of civil works. In 13 districts⁶, civil and allied works were completed but simulator rooms were not constructed. In Karauli and Sirohi districts required work had not yet been started. In four districts⁷, funds were not sanctioned for procurement of simulator. Moreover, simulators could be installed in only one park (Jaipur), whereas golf cart was not made available at any of these parks. Thus, the traffic park could be established properly in only one district (Jaipur).

Resultantly, the intended objectives of making the people aware of road safety could not be achieved in absence of well-established traffic parks in the State.

The GoR replied (April 2025) that procurement of electric golf cart for area (250 square meter) prescribed for establishment of traffic park did not seem feasible. Whereas, pending works such as establishment of traffic lights, electrification, simulator, *etc.* would be completed in near future. Regular coordination was being done with departments concerned and districts for completion of remaining works. It was further stated (September 2025) that the traffic parks would be made functional soon.

The reply highlights the planning/provisioning of equipment without assessing the feasibility and improper coordination between nodal and stakeholder departments.

⁵ Baran, Bikaner, Dausa, Dholpur, Dungarpur, Hanumangarh, Jaipur, Jalore, Jodhpur, Nagaur, Pratapgarh, Pali, Rajsamand, Sikar, Sriganganagar, Tonk, Udaipur.

⁶ Ajmer, Alwar, Barmer, Banswara, Bharatpur, Bhilwara, Chittorgarh, Churu, Jaisalmer, Jhalawar, Jhunjhunu, Kota, Sawai Madhopur.

⁷ Ajmer, Jalore, Nagaur and Shriganganagar.

4.4.2 Road Safety Web Portal

To effectively disseminate information to stakeholders and to raise public awareness on road safety, a dedicated Road Safety Portal was proposed under the Road Map 2020. Its key objectives include sharing road crash statistics, displaying daily accident dashboards, providing IEC materials, listing traffic offences, publishing State and district-level action plans and sharing action plan for State and district level functionaries, *etc.*

It was observed that a portal was developed and launched in February 2024, more than three years after launching of the Road Safety Road Map 2020. Audit also noticed that critical road safety data such as crash statistics, black spots, road network, vehicle population and details of the Road Safety Cell was not updated regularly. The portal also lacks various key information, including proposals from stakeholder departments, actions taken, decisions⁸ at apex and district levels and directions issued by the Supreme Court Committee.

The GoR further stated (September 2025) that Road Safety Web Portal serves as a comprehensive knowledge bank for the public and stakeholders. It had a dedicated “Statistics” section with data on road crashes, black spots, road network and vehicle statistics, which required regular updates. The portal was initially developed by Rajasthan Knowledge Corporation Limited, while a mechanism for its future maintenance and updating was being established. After approval from the competent authority, the Lead Agency would initiate the process of updating the portal with necessary information.

4.5 Inspection of fitness of school buses

As per Section 56 of Central Motor Vehicle Act, 1988, no transport vehicle without fitness shall allowed to be plied on road. Further, Rule 62 of Central Motor Vehicle Rules, 1988, stipulates that renewal of fitness certification is mandatory in every two years for the transport vehicles up to eight years old and every years for the vehicles older than eight years. Whereas, it is mandatory in every six month for the vehicles which are more than 15 years old. Besides, as provided in the Road Safety Road Map 2020, in order to ensure safety of school children, the Transport Department was to conduct inspection of all school buses in the month of May every year, so that road worthiness of buses could be ensured when the school re-opens after summer holidays. Fitness certificates of the buses not confirming to the fitness norms, were to be cancelled.

⁸ Such as minutes of various committees *i.e.* Road Safety Council, Road Safety Steering Committee, District Road Safety Committee, *etc.*

Details of operational school buses, their fitness certification status and inspection carried out by the Department are given in the **Table 4.5** and **Table 4.6**.

Table 4.5: Details of school buses operational, due for fitness certification and operational without fitness certification

Year	Number of buses operational	Number of buses due for fitness certification	Percentage of buses due for fitness certification	Number of buses continued to operate without fitness certification	Percentage (w.r.t. total number of buses continue to operate without fitness certification)
2018-19	12,385	5,049	40.77	596	11.80
2019-20	13,427	5,230	38.95	722	13.80
2020-21	13,725	5,215	38.00	1,093	20.96
2021-22	14,138	5,991	42.38	805	13.44
2022-23	14,918	6,641	44.51	761	11.46
2023-24	16,400	7,709	47.00	913	11.84

Source: Information provided by the Transport Department

Note: The Department did not provide information for the year 2024-25.

Table 4.6: Details of school buses inspected by the Department, buses found unfit and cancelation of fitness certification

Year	Number of School buses operational	Number of School buses inspected by Department	Percentage of inspection	Number of school buses found unfit during inspection	Percentage of buses found unfit (w.r.t. total number of buses inspected)	Number of fitness certification was cancelled
2018-19	12,385	8,923	72.05	458	5.13	01
2019-20	13,427	9,276	69.08	485	5.23	05
2020-21	13,725	7,677	55.93	686	8.94	00
2021-22	14,138	9,625	68.08	779	8.09	00
2022-23	14,918	10,871	72.87	816	7.51	00
2023-24	16,400	12,238	74.62	894	7.31	00

Source: Information provided by the Transport Department

Note: The Department did not provide information for the year 2024-25.

The **Table 4.5** shows that 38 to 47 per cent buses of total operational buses were due for fitness certification during the period 2018-19 to 2023-24. Of which, 11.46 per cent to 20.96 per cent buses continued to operate without valid fitness certification. Further, **Table 4.6** revealed that only 55.93 per cent to 74.62 per cent of total operational buses were inspected by the Department. Of which, 5.13 per cent to 8.94 per cent buses were found unfit during the period. Despite the fact that clear provision had been laid down in Road Safety Map, the Department did not cancel the fitness certificate of any of the 3,175 buses found unfit during inspections conducted between the period 2020-21 and 2023-24.

An illustration of school bus remained operational despite expiry of valid fitness, insurance and permit, *etc.* and resulted in a fatal accident is given hereunder:

A Major Fatal Accident Caused by unfit School bus.

On 21st October 2024, a fatal road accident occurred on Kota Dabi Road near the Trenching Ground in Kota, Rajasthan, involving a school bus (Reg. No. RJ20PA1089). The vehicle ran off the road due to a critical steering defect, resulting in one fatality and ten minor injuries among the school children onboard.

Based on iRAD generated report, it was observed that the accident was primarily caused by critical mechanical failure of the steering system, worsened by the expired fitness, permit and insurance documents of the school bus. The vehicle was operating in clear violation of safety and regulatory norms, endangering children's lives.

The **Table 4.5** shows that a large number of operational buses ranging between 38 *per cent* and 47 *per cent* were due for fitness checks, yet a substantial proportion continued to operate without fitness certification, posing a potential risk to students as well as other road users. The Department failed to initiate corrective action undermining the enforcement mechanisms laid down in the Road Safety Map. This indicates a systemic failure in monitoring, enforcement and accountability.

The GoR replied (April 2025) that regular inspection of School Buses to ensure safety of students is being carried out by the Department. This shall be ensured strictly in future also.

4.6 Lack of inspection of vehicle fitness centres

To implement the provisions laid down in Central Motor Vehicle Rules 1989 and to regulate and control private vehicle fitness inspection centres, Transport Department, GoR, introduced (April 2018) a Vehicle Fitness Inspection Centre Regulatory Scheme 'FIZA-2018'. As per clause 7(i) of scheme guidelines, an inspection centre must be checked at least once in three months by District Transport Officer (DTO) and once in six months by Regional Transport Officer (RTO). Details are given in **Table 4.7**.

Table 4.7: Details of inspection of Fitness Centers carried out by the RTOs/DTOs

Year	Number of fitness centres in the State	Number of inspections to be carried out by the RTOs	Number of inspections carried out by RTOs in actual	Target for inspection achieved by RTOs (in percentage)	Number of inspections to be carried out by the DTOs	Number of inspections carried out by DTOs in actual	Target for inspection achieved by DTOs (in percentage)
2018	7	14	4	28.57	28	14	50.00
2019	21	42	17	40.48	84	31	36.90
2020	51	102	38	37.25	204	73	35.78
2021	63	126	51	40.48	252	105	41.67
2022	73	146	76	52.05	292	172	58.90
2023	73	146	62	42.47	292	102	34.93
2024	83	166	70	42.17	332	110	33.13

Source: Information provided by the Transport Department

It can be seen from the **Table 4.7** that only 28.57 per cent to 52.05 per cent inspection of private fitness inspection centres was carried out against the prescribed number of inspections by the RTOs. Whereas, 33.13 per cent to 58.90 per cent inspection was carried out by the DTOs against the number of inspections prescribed to be carried out by these officers. In absence of regular inspection of fitness centres, it could not be ensured that fitness certificates were being issued as per the norms.

The GoR accepted the facts and replied (April 2025) that that inspection of fitness centres would be ensured according to prescribed criteria in future.

Conclusion

Audit revealed that despite establishment of a dedicated Road Safety Fund in 2017, only 47.93 per cent of the available fund ₹ 716.37 crore had been utilised up to 2024-25, reflecting delayed or incomplete execution of critical projects envisaged under the Road Safety Policy and Action Plans.

Persistent shortages of Motor Vehicle Inspectors, Flying Squads and Traffic Police personnel severely affected enforcement of traffic laws and inspection activities. Incomplete development of traffic parks limited practical road safety education and awareness for students and the public. Lack of updated Road Safety Web Portal affected dissemination of information to stakeholders and citizen participation.

Inadequate inspection of school buses and vehicle fitness centres further compromised public safety, as several unfit vehicles continued to operate unchecked.

Strengthening coordination, ensuring timely utilisation of funds, enforcing accountability, completing infrastructure projects such as traffic parks and operationalizing digital citizen engagement platforms are essential for achieving the intended objectives of the Road Safety Fund and improving the overall road safety framework in the State.

Recommendation

The Government/Department may consider to:

1. *Address shortages in Motor Vehicle Inspectors, Flying Squads and Traffic Police personnel to improve enforcement of traffic laws, inspections and vehicle fitness checks.*

JAIPUR
The 09th February 2026



(RAMAWATAR SHARMA)
Accountant General
(Audit-II), Rajasthan

Countersigned

NEW DELHI
The 19th February 2026



(K. SANJAY MURTHY)
Comptroller and Auditor General of India

