



**GOVERNMENT OF ODISHA**

**ODISHA WORKS DEPARTMENT**

## **Road Sector Institutional Development**



DRAFT REPORT ON PROPOSED

## **ODISHA ROAD SAFETY ACTION PLAN**



Intercontinental Consultants  
and Technocrats Pvt. Ltd.

*In joint venture with*



*In association with*

**ARKITECHNO**  
CONSULTANTS (INDIA) PVT. LTD.



**Government of Odisha**  
**Chief Engineer, World Bank Projects, OWD**  
**Odisha State Roads Project**

**Consultancy Services for**  
**Road Sector Institutional Development**



**Loan # 7577-IN**

**Draft Report on Proposed**  
**'Odisha Road Safety Action Plan'**

November 2013

**Client:**

**Odisha Works Department**

Nirman Soudh, Keshari Nagar, Unit-V  
Bhubaneswar – 751001  
Tel./ Fax: +91 674 2396783/ 0080  
Email: pmuosrp@gmail.com

**Consultant:**

**Intercontinental Consultants Pvt Ltd**  
*in joint venture with Grant Thornton Pvt Ltd*  
*and in association with ARKITECHNO Consultants*  
**(India) Pvt Ltd**

N-3/91, IRC Village, Bhubaneswar – 751015  
Tel./ Fax: +91 674 2557204/ 2553689  
Email: orissa@ictonline.com



Intercontinental Consultants  
and Technocrats Pvt. Ltd.

*In joint venture with*



*In association with*

**ARKITECHNO**  
CONSULTANTS (INDIA) PVT. LTD.

## **Table of Content**

<b>EXECUTIVE SUMMARY</b>	p-1
<b>THE PROJECT</b>	
1. Background	p-4
2. Road Safety Engineering & Planning – What is Involved?	p-5
<b>PAVING THE WAY FOR ROAD SAFETY ACTION PLAN</b>	
1. Introduction	p-7
2. The Problem	p-7
2.1 Why do accidents/fatalities occur?	p-8
2.2 Where do accidents occur in Odisha?	p-9
2.3 How accidents occur in Odisha?	p-9
2.4 Who are the major victims?	p-10
<b>PREAMBLE TO DRAFT ROAD SAFETY ACTION PLAN</b>	
1. Co-ordination and Management of Road Safety	p-13
2. Road Crash Database System	p-14
3. Safe Planning and Design of Roads	p-15
4. Improvements in Hazardous Location	p-16
5. Driver Training & Testing	p-17
6. Vehicle Safety Standards & Testing	p-19
7. Traffic Police and Law Enforcement	p-20
8. Traffic Legislation	p-21
9. Road Safety Publicity and Campaigns	p-23
10. Road Safety Education of Children	p-24
11. Emergency trauma care for crash victims	p-25
12. Road Safety Research	p-25
13. Funding for Road Safety	p-26
<b>DRAFT ROAD SAFETY ACTION PLAN</b>	p-29
<b>Appendix A: Draft Odisha Road Safety Authority Act 2013</b>	p-48

## **List of Tables**

1. Major Tasks & Deliverables	p-4
2. Staffing of MVD in Odisha & Comparable States	p-18

## **Abbreviations**

AIP	Accident Investigation & Prevention
CMVR	Central Motor Vehicle Rule
FPRA	Forum for Prevention of Road Accident
GOI	Government of India
GOO	Government of Odisha
GTAPL	Grant Thornton Advisory Pvt Ltd
HRD	Human Resource Development
ICTPL	Intercontinental Consultants and Technocrats Pvt Ltd
IDS	Institutional Development Strategy
iRAP	International Road Assessment Programme
IRC	Indian Roads Congress
IRF	International Road Federation
IRTE	Institute of Road Traffic Education
ISAP	Institutional Strengthening Action Plan
MDR	Major District Road
MoRT&H	Ministry of Road Transport and Highways
MV	Motor Vehicle
MVD	Motor Vehicle Department
MVI	Motor Vehicle Inspector
NCERT	National Council of Education Research and Technology
NCRB	National Crime Records Bureau
NGO	Non-Governmental Organisation
NH	National Highway
NHAI	National Highways Authority of India
ODR	Other District Road
OSRP	Odisha State Roads Project
OWD	Odisha Works Department
PHD	Public Health Department
PPP	Public Private Partnership
PWD	Public Works Department
RSA	Road Safety Assessment
RSID	Road Sector Institutional Development
RTA	Road Transport Authority
RTO	Road Transport Officer
SCERT	State Council Educational Research and Training
SCRIB	State Crime Record Bureau
SH	State Highway
TRS	Transport Research Laboratory
VIP	Very Important Person
WB	World Bank

## Executive Summary

Road accident deaths on road network in Odisha are alarming. More than 10 persons per day die on rural and urban roads in Odisha and the situation is very grim compared to many other States of India. Though in absolute numbers, the number of people dying in road accidents annually in Odisha is comparable to some other States, which have a poor safety record, in reality the situation in Odisha is more worrying than these States due to its far lower vehicle density. The table below indicates the road accident deaths and vehicles per 100,000 population in Odisha and few selected States in India.

Sl. No.	State	Number of Fatalities (Year 2011)	Number of Vehicles/ 100, 000 population
1.	Kerala	4,145	18,190
2.	Punjab	4,931	22,596
3.	Delhi	2,065	40,278
4.	Odisha	3,802	7,943

It is understandable that the current situation will get worse in the coming years given the current rate of motorization in Odisha (10% annual growth), unless immediate and coherent actions are taken.

Road Safety is a multidisciplinary problem, and therefore, interdepartmental and coordinated approach is required for sustainable reduction of road accidents and fatalities in the State. Over the course of last 18 months, the consultants has assessed the road safety management capacity across all stakeholder departments (Works, Transport, Police, Health & Education), in addition to various meetings with NGOs and Lawyers operating in the State. Based on this comprehensive assessment, a comprehensive draft Road Safety Action Plan for the State has been developed. In the action plan, list of actions to be implemented by various Departments of Government has been developed within a time frame.

The document lists actions which are aimed at reducing accidents and for improving road safety in the State, by addressing the following aspects:

- Interdepartmental coordination and management for road safety
- Road crash database system
- Safe planning and design of roads
- Improvements in hazardous locations
- Driver training and testing
- Vehicle safety standards and testing
- Traffic police and law enforcement
- Traffic legislation
- Road safety publicity and campaigns
- Road safety education for children
- Emergency trauma care for crash victims
- Road safety research
- Funding for road safety

The draft Road Safety Action Plan is intended to be discussed in a high level workshop attended by policy makers from the stakeholder departments towards the end of December 2013. The feedback

and comments from this workshop will be taken towards drafting of the final 'Road Safety Action Plan' for the State. This action plan is to be adopted by the Government of Odisha by early 2014, which will be published, having the goal of sustainable reduction in road accidents and deaths, with the aim to be a leader in the country in road safety.

# **THE PROJECT**

## 1. Background

The Government of Odisha (GOO), as part of its laid down strategic objectives, conceived a plan to upgrade major roads in the state and improve the institutional capacity to manage the road sector, with assistance of World Bank (WB). Accordingly, the GOO undertook ‘Institutional Development Strategy (IDS) Study’ during 1998–99 and identified several key result areas to be addressed in Odisha Works Department (OWD) and all other institutions concerned with road sector, over short (0–2 years), medium (2–5 years) and long term (5–10 Years).

Based on the recommendations of the IDS Study and WB suggestions on road sector reforms, GOO developed an integrated Institutional Strengthening Action Plan (ISAP), which was formulated in 2007, with focus on Institutional Strengthening and Capacity Building for improved management of the road sector. As a follow up action, the implementation of ISAP activities in the road sector as suggested under ISAP 2008–2018, was endorsed by the State Government in 2009.

In order to carry forward the objectives of ISAP on reforms in Road Sector in general and the OWD in particular, OWD initiated the project ‘Road Sector Institutional Development’ and appointed the consultants M/s Intercontinental Consultant Technocrats Pvt. Ltd. (ICT) in joint venture with Grant Thornton Advisory Pvt. Ltd. (GTA) in association with ArkiTechno Consultants (India) Pvt. Ltd in April 2012.

The major tasks and deliverables entrusted to the Consultants under the RSID project is shown in **Table 1** below.

**Table 1: Major Tasks & Deliverables**

Sl. No.	Major Tasks	Major Outputs/Deliverables
1.	Road Sector Policy and Strategy	Road sector policy and implementation plan
2.	Road Safety Engineering and Planning	Multi-sectoral road safety action plan
3.	Road Network Master Planning	Road network master plan for the main road network in Odisha
4.	Vehicle Axle Load Regulation and Management	Axle load regulation and management system for the state
5.	Future Roads Funding and Management	Potential Road Fund Board
6.	Road Toll Collection and Management	Road toll collection and management system/framework
7.	Re-organisation and Strengthening of OWD	Working paper on short to medium term restructuring
8.	HRD Training and Policy	HRD Policy, Training needs assessment and training plan
9.	Revision of Works Code and Manual	New works code and manual
10.	Future Road Sector Institutional Options	Recommendations on medium to long term institutional framework for road sector



This report puts forth the draft multi-sectoral road safety action plan, which is one of the major outputs of the task 'Road Safety Engineering and Planning' in RSID project, for consideration by the GOO. This will be followed up with a high level workshop where this road safety action plan will be discussed for further feedback and modifications. The final road safety action plan will be submitted duly considering the ideas and suggestions received in the Workshop and also in the form of comments on this report.

## **2. Road Safety Engineering and Planning – What is involved?**

The major activities carried out by the consultants under this task are as follows:

- Collection and analysis of road accident data available with State Crime Records Bureau (SCRB)
- Assessment of safety of the road infrastructure of selected road sections (approximate 2000 km) including National Highways (NH), State Highways (SHs), Major District Roads (MDRs), Other District Roads (ODRs) and Rural Roads
- Identification of hazardous locations, vulnerable road users groups and major causes of accidents in the State
- Assessment of road safety management capacity of various institutions in Odisha, which includes OWD, Transport Department, Police, Health Department, Education Department and Urban Local Bodies.

The major objectives of the above exercise are to:

- capacity building within OWD for improved road safety management in planning, design and construction of roads
- to develop a multi-sectoral road safety action plan for the state

**PAVING THE WAY**  
**for**  
**ROAD SAFETY ACTION PLAN**

## 1. Introduction

Road accident deaths and injuries are estimated to be the 4<sup>th</sup> largest cause of healthy life-years lost by the global population by 2030 in low and middle income countries. Road crashes have disproportionate impact on the poor who experience limited access to post-crash emergency care and face huge cost of treatment and loss of income that can push families further into poverty.

In Odisha, road accidents constitute a major economic and social trauma and significant health hazard, as in other states of India. It is the leading cause of all accident types in Odisha, and is a major drain to the economy of Odisha and it absorbs huge resources of Odisha's health sector, which has more pressing concerns like dealing with other contagious diseases.

Odisha is rich in mineral resources and it is expected that the economy will grow at a rate faster than the national average rate of growth. It is inevitable that this will lead to increase in transportation demand of goods, personnel and services through its road network, and consequent expansion of road network. However, one of the negative aspects of traffic growth (demand on road transport) is the increase in road accidents/fatalities. Thus, it is important for the state to develop road safety management capacity and put in place processes for improved road safety management for its state road network to reduce road accidents and fatalities.

**It shall be noted that more than 10 persons die on the road network in Odisha every day since 2010, and this is expected to rise unless GOO initiates necessary actions to tackle this menace in a co-ordinated manner involving all stakeholder agencies.**

This multi-sectoral Draft Odisha Road Safety Action Plan is modelled on successful National and local plans in operation in many other countries. It is however specifically tailored to the particular needs of Odisha based on the consultant's assessment of the existing situation. The intention of this report is to stimulate discussion among the high level officials in key stakeholder agencies (Transport, OWD, Police, Health, Education and Urban Development) and lead to a final comprehensive multi-sectoral road safety action plan to act as a catalyst in advancing Road Safety in the State.

## 2. The Problem

Since 2009, Odisha is losing more than **3500 lives every year** on road accidents. Considering the cost assigned to a life in India, this amounts to more than **Rupees 700 crores loss to the State** every year, which is a disaster for the society and the economy. Moreover, the social and emotional trauma due to road accident deaths is significant in Odisha since more than **50 percent of fatalities occur among low income groups**, which also make it an equity issue in terms of performance of road transport.

The safety problems are generally aggravated by the following:

- mixed traffic conditions operating at different speed on shared right-of-way
- poor driving skills and a general lack of discipline by most road users
- lack of clear visibility due to encroachments and other obstructions

- unsafe road environment (sub-standard or poorly maintained roads)
- lack of enforcement or use of primitive methods
- insufficient road safety education and awareness

Understanding the accident problem (i.e. actual nature of problem) is the key to designing effective action, and therefore, the strategy should start with a review of the scale and nature of the whole accident situation in Odisha.

The following questions need to be answered:

- What are the key characteristics of the road accident situation in Odisha today?
- Do accidents generally involve cars, buses or trucks, and are they involved by hitting vulnerable road users?
- What is the percentage of pedestrians hit by vehicles (% killed, % injured)?
- What is the situation with accidents involving children (7-12 years)?
- What is the percentage of two wheeler accidents?
- What is the percentage of under-reporting of accidents?
- What is the percentage of day/night accidents?
- Is excessive speeding a main cause of accidents?
- How many accidents are due to drinking and driving?
- How many accidents are caused by poor road condition, etc.?

The SCRB holds accident data which answers some of the above questions, but not all. This requires a comprehensive crash database system for the State for implementing data led road safety interventions. However, the Consultants have carried out a comprehensive assessment, the findings of which are used in formulating the draft road safety action plan.

## 2.1. Why do accidents/fatalities occur?

The common wisdom still prevalent, among the general public and decision makers, is that it is the road users who are responsible for road crashes/fatalities. However, developed countries, which have successfully reduced road crashes, recognize that it is not the user alone, but the whole road transportation system needs to be improved to reduce road crashes and fatalities in a sustainable manner.

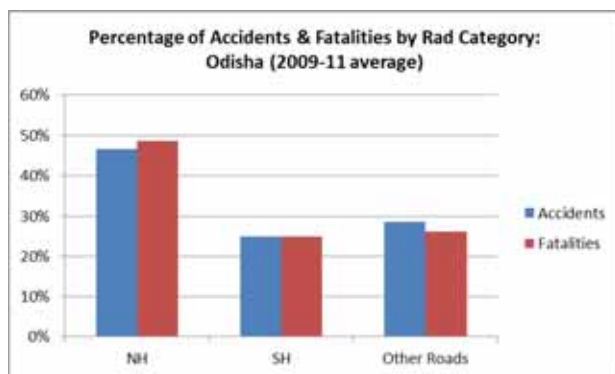
A safe road transportation system includes **safe road infrastructure, safe vehicles and safe road user. If any of these fail to perform, road accidents tend to occur.** Further, once the accident happens, the **extent of emergency care** determines the rate of fatalities and serious injuries (and related permanent disabilities) due to road crashes in a State. To achieve a safe road transportation system, it is important for the following key departments to strengthen functionally and reform within each of them as well as to enhance the co-ordination to tackle the growing threat of road safety situation.

- Transport department
- Roads Authorities (Works Department and NHA)
- Police department
- Health department
- Education department
- Urban local bodies

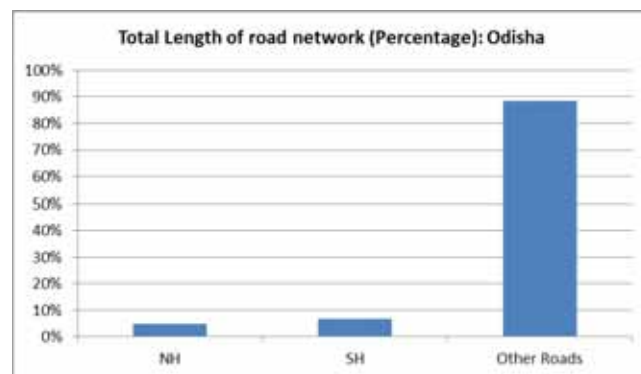
## 2.2. Where do accidents occur in Odisha?

The crash data available from State Crime Records Bureau (SCRB) indicates the following:

- 50 percent of accidents and fatalities occur on National Highway network
- 25 percent occur on State Highway network
- 25 percent on the remaining roads



Percentage of accidents & fatalities



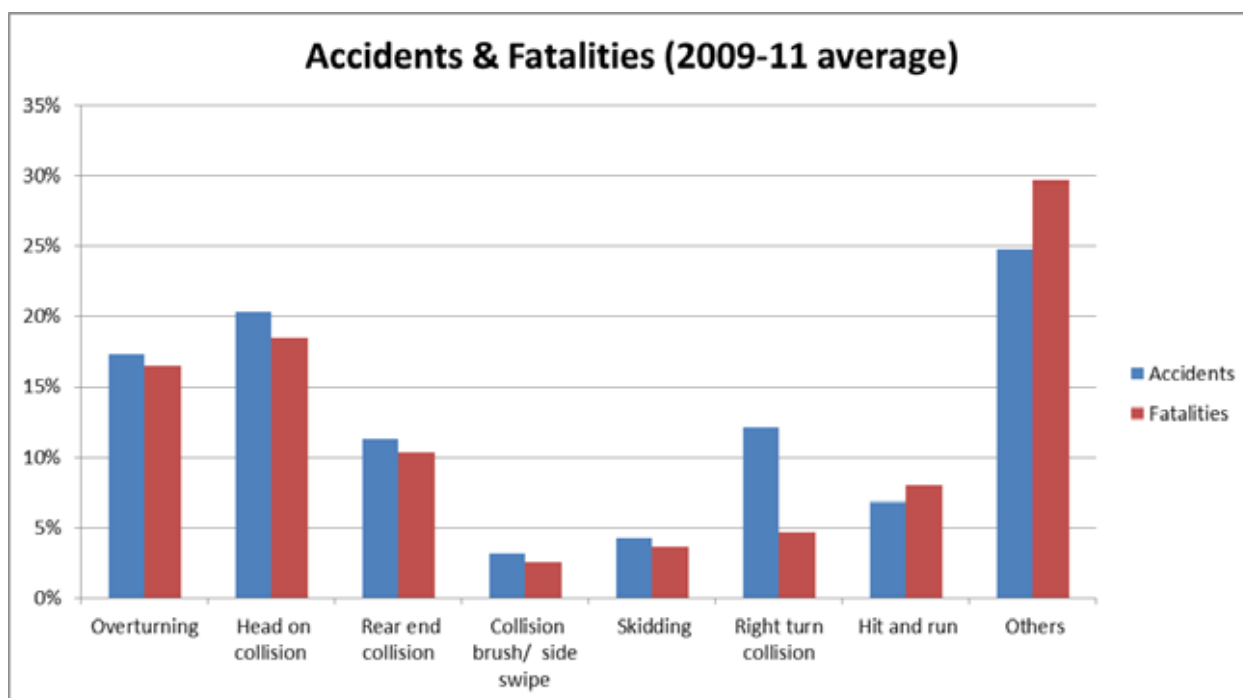
Length of road network (Percentage)

It is important to note that NHs and SHs constitute only 12 percent of the total road network, but contributes to 75 percent of road accident deaths. Further analysis of data reveals that following districts are worst affected or having worst records of road safety.

- Balasore
- Keonjhar
- Cuttack
- Khordha
- Ganjam
- Sambalpur
- Jajpur
- Sundargarh

## 2.3. How accidents occur in Odisha?

The crash data from SCRB indicates various types of accidents, as shown in Figure below:

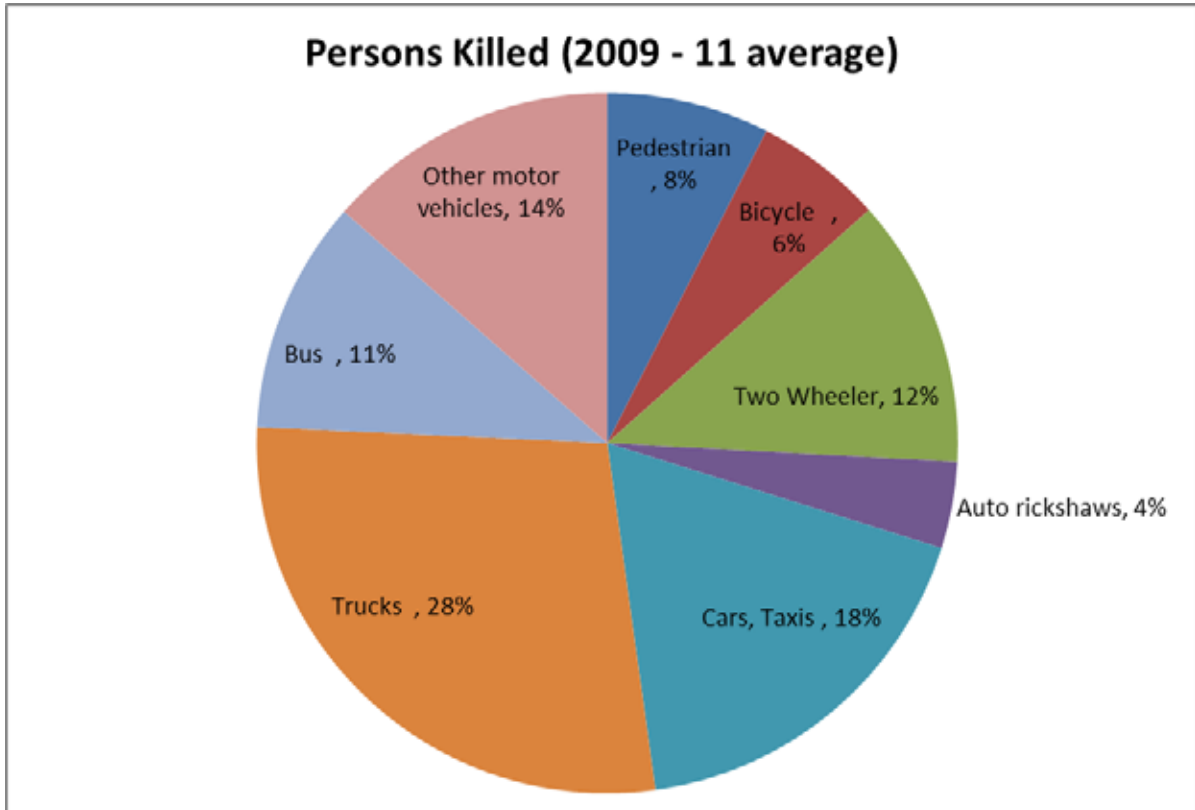


#### Nature of Accidents & Fatalities in Odisha

It can be seen that **head-on collisions, overturning and 'others'** are the predominant types of accidents, which occur in road network of Odisha. Further analysis of crash data revealed that **'others' include run-off accidents and hit road side objects like trees, poles, etc.**

#### 2.4. Who are the major victims?

The major share of the victims of road accident deaths in Odisha are **vulnerable road users (26%) including pedestrians, cyclists and motorized two wheelers**. The crash data from SCRB further reveals that **truck drivers and passengers (28%)** also constitute a major group of road accident victims. The Figure below illustrates the user groups which are victims of road accidents.



**Fatalities in Road User Groups**

**PREAMBLE**

**to**

**Draft Road Safety Action Plan**



The Action Plan was developed to address the following 12 key areas affecting road safety.

- |   |  |
|---|--|
| 1. Coordination and management          | 7. Traffic police and law enforcement  |
| 2. Road Crash Database System           | 8. Traffic legislation                 |
| 3. Safe planning and design of roads    | 9. Road safety publicity & campaigns   |
| 4. Improvements in hazardous locations  | 10. Road safety education for children |
| 5. Driver training and testing          | 11. Emergency trauma care              |
| 6. Vehicle safety standards and testing | 12. Road safety research               |

The action areas involved are from many different disciplines and government departments which would actually need a wide range of approaches. Therefore, a list of actions were developed for major stakeholder departments – Transport Department, Home Department/ Police, Works Department, Urban Local Bodies, Health Department and Education Department – to act in a phased manner to achieve the improvements in the above 12 key areas for sustainable improvements in road safety in Odisha.

The proposed action plan attempts to state “Who?” “How?” and “When?” the initiatives should be taken by responsible GOO Departments. The following sections explains the role and importance of the 12 key areas in achieving sustainable improvements in road safety

## Key Areas to address for Sustainable Improvements Road Safety

### 1. Co-ordination and Management of Road Safety

---

Effective road safety management requires shared multi-sectoral responsibility for results. As is the case of other similar states, co-ordination between departments is practically non-existent in Odisha. However, in Cuttack and Bhubaneswar, city management groups comprising all departments meet every month. There is no system of data sharing on a regular basis. The traffic police identify the hazardous locations, and then communicate to Works Department and Municipal Corporations with suggestions for improvement.

Coordination among departments is poor with different ownership of road network compounding the problems. NHAI owns many roads, but it is generally felt that local safety issues are not addressed by NHAI in either design or construction.

The efforts of Motor Vehicles Department (MVD) through Odisha Road Safety Society and the Road Safety Cell in the office of Transport Commissioner is not yielding the results since the efforts are not co-ordinated with other departments and due to a lack of understanding of road safety interventions required to improve the situation. .

Following instructions from the central government in 2010, **Odisha State Road Safety Council** was proposed by Department of Transport with Minister of Transport as the chairman and secretaries of different departments as its members. It is proposed to collect the necessary funds for the functioning of this Council from 50 percent share of the penalties collected from the Vehicle Check Report. The proposal is with the Department of Commerce & Transport for further action.

**District Road Safety Councils (DRSCs)** has already been formed with District Collectors as the Chairmen and they had their first meeting organized in 2012. However, the DRSCs have not yet been provided with funds to carry out any significant activities in road safety.

It is the need of the hour to have an improved co-ordination arrangement having statutory powers similar to the proposed **Odisha State Road Safety Council**, chaired by relevant ministers with other supporting arrangements in place is needed to identify and co-ordinate the road safety activities to be carried out by the stakeholder departments.

### Key Point

- Without effective co-ordination arrangements, tangible results in road safety improvements will not be achieved;
- A 'Lead Agency' represented by Senior Government officials with equal responsibilities is required to co-ordinate the road safety activities within the State;
- Strong political, financial and technical support is needed for those delegated to initiate and co-ordinate road safety on behalf of the State;
- Such co-ordination is best carried out if the proposed Odisha Road Safety Council or a new Road Safety Authority is supported by an experienced and effective secretariat of road safety specialists and senior representatives of government from all stakeholder departments.

## 2. Road Crash Database System

---

Many people have opinions about what should be done to make roads safer, often based on personal experiences or anecdotal information that may misrepresent the true priority issues. By contrast, reliable and detailed data helps to accurately identify the problems, risk factors and priority areas, which would allow logically to formulate strategy, targets and monitor performance.

The Odisha Police, through its State Crime Records Bureau (SCRB) collects crash data presented in 19 different tables, and compile the same to inform National Crime Records Bureau (NCRB). These summaries are very useful in understanding general patterns and trends with regard to accident severity and types of vehicle involved. However, the crash data collected presently does not form an integrated crash database, which can be used to develop effective road safety interventions.

For example, the data indicates the number of fatalities in NHs, SHs and other roads, but does not provide information on what type of road users are most affected or what type of road accidents occur in different road categories. If in-depth accident analysis is needed for "Blackspot" identification and investigation work, then a manual exercise is needed to review the individual accident forms in the various Police Stations. Even then, details of the exact locations of the accidents are often difficult or impossible to ascertain from the present system of data collection.

## Key Points

- Without continuous data led diagnosis and management of the leading road injury problems, there will be no significant, sustainable reductions in exposure to crash risk or severity of crashes.
- Modern softwares like RAdAR developed by International Road Federation (IRF) and MAAP developed by Transport Research Laboratory (TRL) are available to analyse accidents by location and all other factors listed on the accident report form used in Police Stations and/or the format published by Indian Roads Congress (IRC 53-2102 Revised).
- The crash database systems allow easy analysis and presentation of accident data in a format suitable for the Police, Engineers and Politicians or for the production of an Annual Report.

## 3. Safe Planning and Design of Roads

---

The road safety management review carried out by the consultants has revealed that road safety engineering has not been considered during the planning, design, construction and operation of road network. The safety assessment of 2000 km of sample road network has revealed many typical hazardous locations, which otherwise would have been addressed by adopting appropriate road safety interventions during planning and design stage. Typical hazards observed on the road infrastructure are given below:

- Median opening in four lane highways, often found with deficient design
- Side roads forming junction with the major road in rural areas, without speed change lanes and desired junction control
- Sharp curves after long straight sections in rural areas operating with high speed
- Roadside villages/Built up areas along the road, without any development control nor any enforcement on traffic
- Junctions with side roads in rural areas, poorly designed and controlled
- At grade junctions in NHS and SHs, evolved without proper design
- Narrow bridges/culverts, without warning and hazard markers
- Unprotected Ghat sections, where the terrain is one side hilly and the other side valley, without the required level of delineation of the road
- Intermediate/single lane roads having high volume of mixed traffic, with congestion and unsafe operational controls
- Locations where roadside objects are placed on the road shoulder, without logical delineation and hazard marking
- High speed roads passing through commercial areas and roadside villages, exposing vulnerable road users to high speed traffic
- Locations where shops/commercial establishments have direct access to the highway, making the hazardous operation of traffic accessing the highway

- Complete absence of information on speed limits
- Lack of signs and markings to delineate the road and inform/warn the road user of the impending hazards

The analysis of accident data for the period 2009-11, available with the SCRB, revealed that 50 percent of fatalities/accidents occurred on NHs and 25 percent occurred on SHs. Therefore, it is evident that appropriate safety interventions on NH and SH network will bring substantial savings and reduction in accidents.

### Key Points

- It is much cheaper to make changes to a design drawing than it is to re-construct a road after a pattern of accidents has emerged;
- A road network having safe infrastructure elements like adequate visibility, appropriate road signs and road markings, curve protection measures, appropriate junction control, traffic calming measures and provisions for vulnerable road users (footpaths, well maintained wide shoulders, cycle tracks/paved shoulders) and designated wayside amenities/service centres on major road network etc. will result in substantial reduction in road accidents/fatalities;
- The safety of many roads is greatly reduced by the lack of suitable legislation or the enforcement of problems associated with encroachment, hoardings, and storage of materials on the road, accesses and unauthorized structures or land use within ROW; and
- “Traffic Calming” through the use of physical speed reduction measures is one of the most effective ways of protecting pedestrians and other vulnerable road users at schools, markets or other busy community locations.

## 4. Improvements in Hazardous Location

---

The safety benefits that can be derived from identifying hazardous locations (blockspots) through the careful analysis of accident data, studying sites and then designing remedial measures have proven to be particularly high. Benefits achieved by low cost remedial works can be many times the cost of their implementation. It is said to be the most cost-effective way of spending money in the whole transport field.

Until date, Odisha has not carried out a safety assessment of their road network. Though it is understood that blackspot analysis and treatments will help in significant reduction of road accidents and fatalities, the absence of information on exact location of road accidents will be an impediment for an appropriate blackspot analysis.

### Key Points

Good accident analysis and the choosing of prioritised locations for action are dependent upon knowing exactly where the collision occurred within 10 or 20 metres. This can only be achieved using crash data system and associated software, and mapping all accident prone locations as described above in ‘Road Crash Database System’.

With a good database there are several types of Accident Investigation & Prevention (AIP) work that can be carried out, for example:

- Blackspot studies (individual locations)
- Route studies (long lengths of road)
- Area studies (town centres, residential neighbourhoods)
- Mass action plans (applying single remedy to large area).

Mass action plans can include, better signing, and warning at sharp bends or other hazards; resurfacing where skidding in the wet condition is a problem; slowing traffic at critical locations such as schools; segregation of pedestrians and slow moving traffic from fast traffic, and so on.

In the absence of a good accident database, tools like iRAP is available to determine the safety star rating of the road network. iRAP classifies sections of the road network based on the perceived safety performance of road infrastructure (using measured geometric parameters) for different classes of road users and assign safety star rating on different sections of the network. This tool can be used for identification of hazardous road sections of the road network.

## 5. Driver Training & Testing

---

**Driver Licensing** – Like in other States, Odisha has set up a process for issue of driver licenses. The eligibility or access to driving on the road network is 18 years for car drivers and 16 for motorcycles without gears.

The applicants for driving licenses are far too high for the capacity of RTOs to handle the process in an efficient and truthful manner. The stipulated test time is 30 minutes, but there are approximately 300 applications per day, and there is no graduated licensing system in Odisha. Driver licensing and testing requirements in Odisha need to be reviewed and revamped against good practices.

**Driver training** - Private driver training institutes provide driver training and these training centres need to be certified by RTOs. The present system/arrangement is very loosely structured and completely ineffective. However, certificate of training is not mandatory to apply for license, except for applicants of licenses for transport vehicles.

In Commissionerate areas, computer simulators are available in RTOs. An advanced driver training institute is opened at Chandikhol, but is dysfunctional. There is a PPP project for driver training, which has been established in collaboration with Ashok Leyland, but this also seems to be not started. Heavy motor vehicle driver training institute is also established in Chhatia, which is also not fully functional yet.

The primary focus of private driver training institutes is to get the applicant to know the mechanical aspects of driving and very little focus and awareness of road safety is found to be existing among the training institutes in their training contents. State Transport Authority own driver training institutes in Bhubaneswar, and simulators are also available in Bhubaneswar and Cuttack, but not provided in other districts.

The **MVD** carries out all the tasks pertaining to implementation of Motor Vehicles Act (MV Act) through a network of 31 Regional Transport Offices headed by Regional Transport Officers (RTOs) and assisted by team of Motor Vehicle Inspectors (MVIs) and Traffic Inspectors/Sub-Inspectors. The **department is grossly understaffed** for the growing demands of vehicle registration and driving license, and to make matters worse, **available advanced technologies and operating methods have been put into little use** to improve the working efficiency of the MVD.

The staffing situation of the MVD in Odisha is shown in **Table 2**, and for comparison, the staffing situation of MVDs of Kerala, Tamil Nadu, and Andhra Pradesh are also shown.

**Table 2: Staffing of MVD in Odisha & Comparable States**

State	No. of Districts	No. of RTOs	Jt./Addl./ Deputy TCs	RTOs/ Jt. RTOs	MVIs	Asst. MVIs	MVI (NT)	Others
Odisha	30	31		55	33	79		Traffic I – 27; Traffic SI- 25; Traffic Const. – 156;
Kerala	14	70	24	97	212	401		
Tamil Nadu	32	76	17	85	197	144	77	
Andhra Pradesh	23	43	20	49	206	218		

The applications for registration of motor vehicle driving licenses is steadily growing for the last few years, but the resources and technology required to meet these challenges are not keeping pace with the growth in number of applications.

Whereas, several other States like Kerala and Andhra Pradesh have streamlined the process of issue of learner’s license with its tests through on-line procedures using web-based technologies, Odisha is yet to modernize its business procedures to improve efficiency.

### Key Points

- Truck drivers and motor cyclists are included in the major share of road accidents in Odisha;
- Driver error is understood to be the reason for more than 95 percent of road accidents;
- The safety requirements in licensing and driver testing regimes in Odisha is generally unsatisfactory, and a revamp of the system is required;
- The MVD is heavily under-resourced and a major capacity improvement programme along with implementation of technology in driver licensing process is required; and
- The driver training of two wheelers, three wheelers and four wheelers are not focused on safety, but rather on mechanical handling of the vehicle which results in unsafe road behaviour.

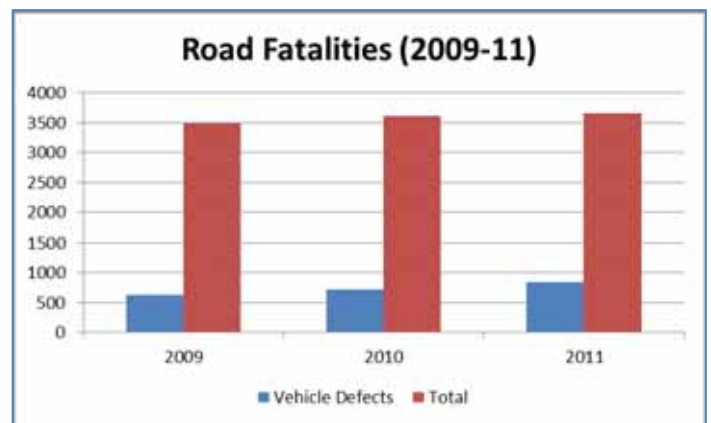
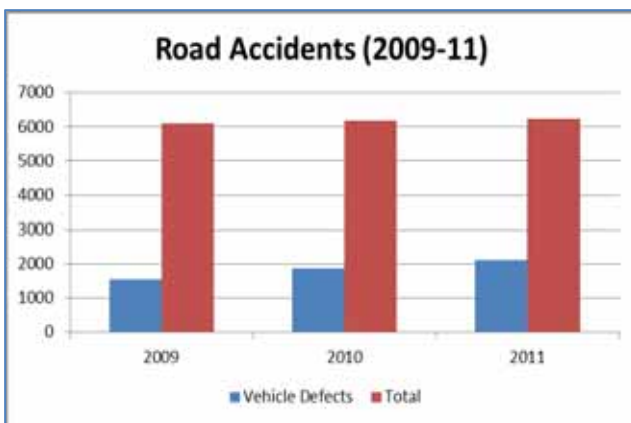
## 6. Vehicle Safety Standards & Testing

The condition of the in-use vehicle fleet are, in general, found to be at very poor levels with many commercial vehicles and cars more than 10-15 year old operating on the state road network, which are probably not roadworthy. The powers to set standards for production of vehicles are vested with central government.

In State, MVD issues fitness certificates for various classes of vehicles. It has been found that MVD is grossly understaffed to ensure actual fitness of vehicles and to be actually free from defects. They are actually not checking compliance to all the standards, and particularly those aspect which are likely to affect safety. In Odisha, like most of the other States, as per the CMV Rules, it has been made mandatory for commercial vehicles to renew certificate of fitness every year. However, the interval for checking of road worthiness of private vehicles has been set as 15 years, as per its tax life.

The condition of the fleet of public buses is improving owing to the new standards of buses delivered under JNNRUM project; however large number of old buses still operate on the roads (especially outside major cities). While the increasing number of new cars, motor-cycles and scooters are all fully equipped with effective components, many of the older vehicles, particularly the buses and trucks are clearly deficient in basic lights, reflectors and indicators.

The summary of the crash data for the period 2009-11 classified based in vehicle defects is shown in the Figures below:



The data shows that average number of accidents due to vehicle defects during the period 2009-11 was 30 percent of total number of accidents and average number of fatalities due to vehicle defects during the same period was 20 percent of total number of road fatalities.

It is pertinent to note that in more than 95 percent of the fatalities/accidents identified to be due to vehicle defects, vehicles carried a fitness certificate issued by the competent authority. This clearly demonstrates that vehicle safety standards and testing are a major concern in Odisha.

## Key Points

- Accidents and fatalities due to vehicle defects are significant;
- More than 95 percent of cases where vehicle defects were recorded as a cause of accident, the vehicles were issued with a fitness certificate by a competent authority;
- The vehicle fitness MVD is under-staffed to check the safety and road worthiness of vehicles;
- The vehicle fitness system relies almost entirely on the issuing of a Certificate of Fitness to transport vehicles each year, which only make up a small percentage of the total vehicle fleet;
- Routine checks by vehicle interceptions on road are inadequate to provide for an effective control mechanism;
- MVIs, must have specialist knowledge in vehicles and vehicle maintenance, who are supposed to conduct random inspection, and are regularly diverted to other tasks which are not related to ensuring vehicles in a safe condition;
- There are no training aids and instructions for vehicle inspections and roadside testing;
- As MVIs are not in a position to examine the vehicles properly by mechanical tests, there is a real potential for vehicles that are passed by an MVI to still have serious roadworthiness faults;
- The testing or checking procedure do not focus on the implications of vehicle defects on safety of the road user; and
- Private inspection companies or garages are not utilised to conduct routine inspections, thereby overloading scarce MVI resources, leading to not serving the purpose of this provision of law.

## 7. Traffic Police and Law Enforcement

---

The role of Odisha State Police in road safety is limited to collection and compilation of accident records in State Crime Records Bureau (SCRB). However, Bhubaneswar-Cuttack Police Commissionerate, established in 2008, is responsible for enforcement of road safety measures in Cuttack and Bhubaneswar under Urban Police Act, 2003.

The major responsibilities of traffic police in Commissionerate areas are:

- Enforcement of overloading of bikes and autos
- Removal of black film (tinted glass)
- Wearing of helmets & seat belts
- Drunken driving (breathalyzers available in each police station)

In all other districts of Odisha, RTOs are responsible for the above functions. The traffic police department is under-resourced for managing the affairs in Commissionerate areas also. It has been noted that 150 traffic police is assigned to manage traffic in Cuttack City. Though 150 police personnel has been assigned, 30 to 40 police personnel will not be available on any given day due to



leave from work and to attend other duties such as court hearings, VIP duties and others. Hence, there will be only 110 traffic police personnel available to manage the traffic in Cuttack city in two shifts, leaving only 50 to 55 traffic police personnel on duty on the streets of Cuttack at any given time.

**Apart from Bhubaneswar and Cuttack**, the following five cities/towns have been provided with special arrangement for traffic management within the city/town area: **Rourkela, Puri, Behrampur, Sambalpur and Jajpur**. However, no separate traffic cell has been created for traffic management in the above cities/towns as in case of Commissionerate areas. Instead, a team of Inspectors, Sub-Inspectors, Assistant Sub-Inspectors and Constables reporting to Deputy Superintendent of Police (responsible for law and order) has been provided the responsibility to manage traffic. However, the team has not been provided with any powers (as per Urban Traffic Police Act) to enforce provisions of Motor Vehicle Act concerning road safety. It has also been noted that police personnel assigned for traffic management are not aware of basic traffic rules which are meant for influencing safe road use behaviour. This indicates that the police personnel need sustained training in road safety.

Police department is having general responsibility of law and order in the State. While the under-staffed Transport Department is having many responsibilities for enforcing the road traffic and vehicle related rules of Motor Vehicle Act, a host of them can easily be transferred to Police department as their primary responsibilities. Police in entire State can be given enforcement responsibilities as in the Commissionerate area.

Though data is not available, the local consultations reveal that incidence of drunken driving is significantly high in rural and urban areas in Odisha. According to the doctors in SCB Hospital in Cuttack district, road crash trauma is a major concern and a major share of fatalities and major injuries are related to injuries to head or bones (ortho related).

## Key Points

- Enforcement should be based upon the analysis of accident data and targeted to the roads and locations where accidents occur most frequently and on the associated unsafe driver behaviour and moving offences; and
- Traffic Police need to be trained in many areas including: *traffic management, comprehensive accident data collection, accident investigation, motor-cycle riding or car driving, management skills and public relations; and*
- Traffic Police should be uniformly responsible for managing and enforcing traffic rules in entire state.

## 8. Traffic Legislation

---

The laws governing speed limits, wearing of seat belts and helmets, drunken driving, contra flow and encroachments are as per the MV Act notified by the Government of India, and no amendments has been made by the state government. The following pieces of legislation deal with the above:

- Motor Vehicles Act 1988

- Central Motor Vehicle Rules (CMVR) 1989
- State Rule 1973
- Urban Police Act, 2003

**Urban Police Act** gives powers to Traffic Police in Cuttack and Bhubaneswar to enforce spot penalties for drunken driving, not wearing helmets and seat belts. Under this Act, traffic police is also empowered to enforce speed limits in Bhubaneswar & Cuttack, which is also called Commissionerate areas.

**Speed management** – As per MV Act, the following speed limits are prescribed for motor vehicles along different categories of roads in India.

- Taxis – 65 Km/hour on NHs
- Bus/Trucks – 55 Km/hour on NHs
- Private Cars – No limit on NHs

CMVR does not prescribe speed limits on state roads. District Collectors are authorized to issue speed limits for state and district roads. Provision under law exists for District Collectors to amend speed limits in all roads in respective districts. The notification of speed limits is already being done in Bhubaneswar and Cuttack by Commissioner of Police, but the provision of information of speed limits to the road user by road signs is poor. However, the speed limits are controlled by the MVD in all other areas outside Commissionerate area, and the result is a very poor system of speed zones information dissemination by signs when compared to other countries.

The responsibilities of road authorities to some extent are covered under the TORT. In addition, various highway responsibilities are spread over many agencies, leading to some confusion and inefficiency.

For effective improvements in road safety, the existing legislative set up needs to be reviewed including the potential interventions required to improve safety. Though interventions are not planned and focused, the existing law caters for all major interventions required, though certain acts/ provisions need update. A mechanism for regular review and reform of legislative instruments and procedures and other institutional management functions need to be established.

A Highway Protection Act is required to be developed to address responsibilities of Highway Authorities, development and maintenance of the Highway, Prevention of Encroachments, Prevention of Ribbon Development and Control of Access, Offences, Penalties and Procedures.

## Key Points

- Central Government's Motor Vehicle Act and Central Motor Vehicle Rules addresses to some extent the laws concerned with road safety;
- A State Motor Vehicle Rules needs to be developed as an amendment to Central MV Rules (CMVR) to address the local issues concerning road safety; and

- Amendment of existing laws is required to address the highway authority's responsibilities, with regard to prevention of encroachments and ribbon developments and control of access to the road network.

## 9. Road Safety Publicity and Campaigns

---

Road Safety Publicity Campaigns are used extensively throughout the World and Odisha is no exception. Since last few years, Road Safety Week is organized in various parts of Odisha every year in the first week of January, during which a number of activities are undertaken by NGOs, Transport Department, Traffic Police and Road Authorities to spread the message of road safety among school/college students and road users. It has been recognized by stakeholders that public awareness is essential on topics such as pedestrian crossing, wearing of helmets and seat belts, safe parking, consequence of drunken driving etc.

NGOs are involved in road safety campaign, but this has been only in a limited way, and not sustained owing to lack of funds. Pappu Zebra Campaign has been initiated in 2011 in Cuttack and Bhubaneswar to make aware the road users of pedestrian safety. The NGO FPRA has carried out training for selected college students and lecturers on wearing of helmets. This initiative is supported by Red Cross Society and the programme started in 2011. Until date, 200 colleges all over Odisha have been covered under this training programme.

However, the publicity and campaign activities are patchy and there is little or no championing at a higher level of the government for the need of such intervention.

### Key Points

- To be effective, campaigns should have a deep emotional effect on the local people and thus be relevant to their culture and background.
- An understanding of the accident problem will allow priorities to be established for targeted publicity campaigns.
- Publicity is most effective if it is planned to follow a programme, is co-ordinated at National, State and local level, is well targeted at a particular problem and is supported by an enforcement campaign.
- Similarly, all new legislation should be accompanied by publicity campaigns if the enforcement is to be effective.
- New highway schemes and particularly the OSRP project should be accompanied by publicity campaigns with aim of both informing the public what is happening and also to encourage safe road behaviour. It should also be co-ordinated with enforcement campaigns.

## 10. Road Safety Education of Children

---

Children are the future of any society and often are some of the most exposed road users as well as the least equipped to cope with the safety problems. Developed countries have managed to develop safe road behaviour in their citizens by including lessons on road safety in all stages of the curriculum.

Road programmes exist in the State sporadically to educate children in road safety but often the initiatives are confined to the Road Safety Weeks or other special occasions. NGO FPRA has carried out training for selected college students and lecturers on wearing of helmets. This initiative is supported by Red Cross Society and the programme started in 2011. Until date, 200 colleges all over Odisha have been covered under this training programme. Pappu Zebra Campaign has been initiated in 2011 in Cuttack and Bhubaneswar to make aware the road users of pedestrian safety.

During 2012, Traffic Police has set up a temporary traffic park in Bhubaneswar with the aim of teaching road safety to children. However, this is found to be not sustainable for various reasons related to staffing and financing.

Except for the primary level curriculum prescribed by NCERT, the state board syllabus does not have provisions in the school syllabus to impart road safety education in a sustainable manner. NGOs are involved in road safety campaign, but this has been restricted and not sustained owing to lack of funds.

### Key Points

- The risks associated with children in Odisha will continue to grow as both the speed and volume of traffic increases especially on new or improved roads.
- Most parents are unable to provide road safety training as they themselves never received any training and even if they did traffic conditions have changed dramatically since their childhood.
- The conditions inside the traffic parks do not reflect the conditions on real roads that children have to cross. There is little point in teaching children in the park on a well-marked, well sign posted road network if these do not exist in their local environment.
- To be effective road safety should be specifically targeted at each age group and should be continuous. It can be incorporated into all subjects of the school curriculum and should be much wider than teaching road signs and regulations. It should change children's attitudes and enhance their whole safety culture. Such curriculum is developed for Class VI to X by IRF and IRTE and NCERT is actively engaged in evaluation and implementation.
- Teaching Road Safety in Schools is best carried out by teachers who have themselves been trained in Road Safety issues.

## 11. Emergency trauma care for crash victims

---

At the time of writing this action plan, emergency care in Odisha remains very poor and trauma has been identified as the leading cause of death in the State. Moreover, road accidents are identified as the leading cause of death among all deaths occurring due to trauma.

However, GOO is planning to introduce 108 ambulance services in Odisha, which will have a driver, helper and pharmacist/paramedic for each ambulance operating in rural areas. Fifteen districts are identified for implementation. Four hundred and twenty ambulances are planned exclusively for trauma care, out of which 280 will be rolled out in the first phase, by around June 2013 (as was informed by the Health Department, GOO) and the rest by end of 2013. Two types (basic and advance) of ambulances will be provided.

A total of 81 trauma care centres are planned along the highways and is in various stages of implementation. Also, JIGITSA healthcare has been awarded the responsibility to implement the ambulance project.

### Key Points

- The key principle is to provide first aid that will stabilise the injured (victim of road crash) during the so called “GOLDEN HOUR”, (the first hour after the injury); and
- The general road users can be made aware of the simple actions that can be taken to preserve life; and
- The general public may be given confidence to assist the road crash victims fearing police harassment.

The ultimate ambulance service consists of the following components:

- ✓ A notification & communication system
- ✓ A central control & co-ordination of operations
- ✓ Effective rescue and medical aid at the scene
- ✓ Transport to a hospital
- ✓ Provision of specialised care in an emergency department.

## 12. Road Safety Research

---

Road Safety research in India is generally in infantile stage including accident costing, which is done in piecemeal method by different research organisations. The Central Road Research Institute (CRR) in New Delhi had carried out Road User Cost Study, which included accident cost as well. However, at the State level, there is hardly any institute engaged in road safety research. OWD has created a separate wing for Research Development and Quality Promotion (RDQP) headed by a Chief Engineer. But, no research activities are initiated yet.

Much research has been carried out internationally and some nationally also that can be of reference to Odisha, but there is always a need to carry out local research related to the local culture, environment and traffic mix.

## Key Points

- Road Safety Research will ensure to examine whether the funds are utilised effectively (cost effectiveness of safety measures) to get the best value for the money.
- Research sectors include:
  - ✓ Accident Data
  - ✓ Road User behaviour
  - ✓ Road planning & design
  - ✓ Remedial measures for specific safety issue
  - ✓ Vehicles
  - ✓ Accident injuries – type and remedy
  - ✓ Accident costs.

A monitoring and evaluation of all road safety initiatives also will ensure that future funds are channelized effectively. Lessons can be learned from failures as well as successes.

## 13. Funding for Road Safety

---

An **Odisha Road Safety Fund** exists and is managed by ORSS (Odisha Road Safety Society) but funds are not shared with other agencies to improve road safety. The available funds with this agency are in the tune of 1.5 to 2 crore per year and funds for Odisha Road Safety Society are collected from check gates at inter-state border. In addition, twenty percent of fines collected by 1 interceptor only come to the Society, and Society uses these funds to hire home guards (for managing traffic) and to conduct awareness programmes. 15 interceptors and 14 breathalyzers are available for 31 RTOs, and the funding source for these is different.

From 2012 onwards, the Ministry of Road Transport & Highways provides 10 percent of funds (allocations from CRF to States by MoRT&H) to state PWDs which is a special allocation for road safety improvement works only.

Road Safety funds from annual budgets are available with Transport Department, and the same are transferred to State Transport Authority. These funds are utilised for buying solar blinkers, cranes and ambulances, and some of these funds are earmarked for the department to carry out road safety campaign. In addition, private business enterprises are contributing to road safety interventions by way of advertisements, albeit on a smaller scale, in Bhubaneswar, Cuttack and other major towns.

**In general, though some efforts have been made, particularly by Transport Department, to implement a sustainable funding mechanism, these are not enough and not targeted to interventions focusing on results.**

As per the proposed Orissa Road Safety Council (ORSC) Act 2010 '*The proposed Road Safety Fund*' shall include (i) Rupees 1 crore for corpus fund of the council (ii) grants, loans or advances made the GOO (iii) grants, loans and advances made by the Gol (iv) contributions from public or private institutions or organisations. In addition to the above, the Government shall contribute to the Fund every year, an amount equal to fifty percent of the compounding fee collected in the previous year under section 200 of the MV Act 1988 (Central Act 59 of 1988).

The section 200 of the MV Act 'Composition of certain offences' includes:

- Section 178: Penalty for travelling without pass or ticket
- Section 179: Penalty for disobedience of orders, obstruction and refusal to information
- Section 180: Penalty for allowing unauthorized persons to drive vehicles
- Section 181: Penalty for not possessing a driving license or driving under the age of 18
- Section 182: Penalty for offences related to licenses
- Sub-section (1) or (2) of 183: Penalty for driving at excessive speed
- Section 184: Penalty for driving dangerously
- Section 186: Penalty for driving mentally or physically unfit to drive
- Section 198: Penalty for unauthorized interference with vehicle

The sources for collecting road safety fund needs to be revisited and the GOO needs to look beyond the above sources to tap further resources to invest in road safety. Possible such sources are:

- Cess on vehicle tax
- portion of insurance fee paid by all vehicles
- dedicated portion from state's revenues
- a percent from other traffic violations such as red light jumping

## Key Points

- The ring fencing of funds for road safety is required for sustainable funding of road safety interventions;
- The insurance industry has a vested interest in ACCIDENT PREVENTION and can be sourced;
- In many industrialised countries the insurance companies spend the equivalent of millions of dollars a year on road safety; and
- Some governments add a small levy (5-10%) on vehicle insurance contributions to be specifically allocated to Road Safety.

Few examples of funding and resource allocation:

- **New Zealand** – Funding for roads safety comes from National Road Fund (NRF) road user taxes and charges, local property taxes and from share of fee for the personalised license plate sales;
- **Netherlands** – a dedicated fund for road safety from general tax revenues;

- **Sweden** – through general government revenue, 75% of the sale of personalised license plates, 35% of parking fines; and
- **Victoria** – State and national government funding, revenue from compulsory state injury insurance scheme, revenue from speed and red light camera fines and road safety levy (10%) of the injury insurance premium.

## **Draft Road Safety Action Plan**

A list of actions proposed for all departments to address the issues explained in the above 13 key areas are shown in the 'Draft Road Safety Action Plan'. The 'Road Safety Action Plan' constitutes a list of actions for the following departments to consider and implement in phases.

- Government of Odisha at the level of Chief Secretary of the State
- Transport Department
- Home Department
- Works Department and other Road Agencies
- Health Department
- Education Department.

In addition, actions were listed to enable 'Road Safety Research' and 'Road Safety Funding', which should be addressed by all of the above departments.



# **Draft Road Safety Action Plan**

## **ACTION PLAN: FOR IMPROVED COORDINATION – GOVERNMENT**

SL. No.	SHORT TERM ACTIONS	RESPONSIBLE	TIME FRAME
1.	<p>Upgrade the Odisha Road Safety Society (ORSS) to a <b>Odisha Road Safety Authority (ORSA)</b> (constitutional authority) for improved coordination and multi-sectoral road safety improvements.</p> <p><i>Note: Odisha Road Safety Society shall be fully merged with Odisha Road Safety Authority (ORSA) and the funds available with ORSS have to be transferred to the <b>Odisha Road Safety Fund (ORSF)</b> to be administered by the Odisha Road Safety Authority.</i></p>	<p>GOO/ Works, Transport, Home, Legal, Health, Education &amp; Finance Departments</p>	December 2014
2.	<p>Identify sustainable funding sources and create an <b>Odisha Road Safety Fund</b> to fund multi-sectoral road safety programmes in the State.</p> <p>All funds received from various sources, from Government, private corporate or any other source are to be pooled in the ORSF.</p> <p><i>Note: Refer to <b>Appendix A</b> for details of Road Safety Fund in draft copy of Road Safety Authority Act.</i></p>	<p>GOO/ Transport Department/ Finance Department</p>	December 2014
3.	<p>Prepare road safety strategy</p> <ul style="list-style-type: none"> <li>• Set targets for short term (0 to 2 years), medium term (2 to 5 years), and long term (5 to 10 years) based on this action plan.</li> </ul>	<p>GOO/ Road Safety Authority</p>	March 2015
4.	<p>Prepare road safety schemes in focus areas (road infrastructure, enforcement and safety awareness and campaigning).</p>	<p>Road Safety Authority</p>	April 2015 onwards
5.	<p>Develop an accident information system between Police, Works department and Transport department to share the details of road accidents as soon as it occurred.</p> <p><i>Note: An old system of information sharing system exists, which was discontinued; explore the possibility of revoking the system.</i></p>	<p>GOO/ Works &amp; Home Department</p>	March 2014

	<b>MEDIUM TERM ACTIONS</b>		
6.	Implementation of approved road safety schemes by Odisha Road Safety Authority.	All concerned departments	April 2015 onwards
7.	Monitor and evaluate implementation of road safety programmes and overall co-ordination.	Odisha Road Safety Authority	April 2016 onwards

## **ACTION PLAN: FOR IMPROVED CAPACITY OF DEPARTMENTS - GOVERNMENT**

SL. No.	ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
1.	<p>Re-organize Police for improved traffic management in the State; Allocate dedicated traffic police for traffic management in all district headquarters and other major cities; Allocate for</p> <ul style="list-style-type: none"> <li>• IG (Traffic &amp; Road Safety) at Police HQ (GOO) level</li> <li>• DSP (Traffic &amp; Road Safety) at all 30 district HQs</li> <li>• Inspector (Traffic &amp; Road Safety) at all urban centres managed by ULBs</li> <li>• Highway Patrol (for major NHs and SHs) headed by Sub Inspectors</li> </ul> <p><i>Note:</i> <i>Each Highway Patrol shall be headed by a Sub Inspector assisted by 3 to 4 Constables. They shall be equipped with State of the Art equipment to enforce road safety and law and order along the highways. Each highway Patrol shall be in charge of 30 km section and will report to Inspector (Rural).</i></p>	GOO/ Home Department	December 2014
2.	<p>Review and take effective actions to address the resource crunch in Motor Vehicle Department.</p> <p><i>Note: Motor Vehicle Department is under resourced, the number of RTOs and MVIs has to be enhanced to reflect the existing and future requirements and effective discharging of their duties and responsibilities</i></p>	GOO/ Transport Department	March 2015
3.	<p>Strengthen the 40 ULBs (Municipalities &amp; Municipal Corporations) with Traffic Engineering department (deputed from Works Department) who will be involved in:</p> <ul style="list-style-type: none"> <li>(i) design of urban road schemes;</li> <li>(ii) design and implementation of junctions in urban areas in coordination with traffic police;</li> </ul>	GOO/ Works Department	March 2015

	<p>(iii) design and implementation of designated parking and waiting spaces for Auto Rikshaws, Taxis ;                  (iv) design and implementation of bus stops and bus bays;                  (v) design and implementation of all road street furniture;                  (vi) design and implementation of road safety schemes</p>		
4.	<p>Review the enforcement responsibilities of police/traffic police and MVDs in rural and urban areas and amend the same to relieve MVIs to carry out more vehicle testing enforcement and driver licensing functions.  <i>Note: The enforcement of all traffic violations must primarily rest with the Traffic Police on all urban centres and with Highway Police Patrol on all major highways.</i></p>	GOO/ Transport Department/ Home Department	November 2014

Note:

- The enforcement responsibility of traffic rules (drunken driving, wearing of seat belts and helmets, over speed, contraflow driving etc.) coming under MV Act must rest with the Police;
- MVIs, having been qualified automobile engineers, must focus on Vehicle Testing and Driver Training and Licensing.

## **ACTION PLAN: FOR IMPROVED LEGISLATION- GOVERNMENT**

SL. No.	SHORT/MEDIUM TERM ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
1.	Develop and implement <b>Odisha Road Safety Authority Act</b> , to implement multi-sectoral road safety programmes in the State. <i>Note: Refer to <b>Appendix A</b> for draft copy of <b>Odisha Road Safety Authority Act</b>.</i>	GOO/ Transport Department/ Legal Department	December 2014
2.	Review enforcement responsibility framework and <b>implement urban traffic police act</b> in all district headquarters and other major urban centres	GOO/ Transport Department/ Legal Department	November 2014
3.	Frame and implement a ' <b>Highway Protection Act</b> '; The Act must have the following provisions: <ul style="list-style-type: none"> <li>• Authority to remove encroachments within the right of way must rest with the road agencies</li> <li>• Prior approval must be sought from the Police and the concerned Road Agencies for placing of any hoardings along the road environment</li> <li>• Stringent penalties for the violation of the above</li> </ul>	GOO/ Works Department/ Legal Department	March 2015
4.	Devise a penalty point system whereby persistent offenders will lose their driving licenses if their penalty points exceed a well-defined threshold within a set period.	GOO/ Transport Department/ Home Department/ Legal Department	March 2015
5.	Make amendments to MV Act and others to implement the following: <ul style="list-style-type: none"> <li>• Enforcement of traffic measures influencing road safety (drunken driving, over speeding, wearing of helmets and seat belts, jumping of signals and contra flow and other traffic related offences) must rest be the responsibility of the Police.</li> </ul>	GOO/ Home Department/ Transport Department/ Legal Department	March 2015

## **ACTION PLAN: HOME DEPARTMENT/ POLICE**

SL. No.	Short Term Actions	Responsible	Time Frame
1.	Establish a strategic Police Enforcement Plan, listing objectives and proposed actions should be drawn up to compliment this Road Safety Action plan.	Police	June 2014
2.	Upgrade the vehicles, equipment and training of the Traffic Police to implement effective traffic management and enforcement measures.	Home Department	2014 - 2015
3.	Review the advantages of various types of database systems used by other States and available in the market.	Police in liaison with Works Department	January 2014
4.	Review possible sources of funds to establish a robust crash database management system.	Home Department	April 2014
5.	Establish a robust crash database management system to be used by Police, OWD, Transport Department and Health Department to help develop and implement road safety interventions.	Police	November 2016

**Note:**

1. The responsibility for collection and management of Crash Data must rest with the Police.
2. Crash Data systems must be useful for the following:
  - For road engineers, to identify accident blackspots and to develop countermeasures
  - For Police to carry out targeted enforcement measures
  - For Transport department and NGOs, to determine focus areas for road safety campaigning

## **ACTION PLAN: ROAD AGENCIES**

Sl. No.	Short Term Actions	Responsible	Time Frame
1.	Provide Road Markings on all NHs, SHs, MDRs and ODRs in the selected <sup>1</sup> districts: <ul style="list-style-type: none"> <li>• Centre line marking and edge line on all two lane and two lane with paved shoulder sections</li> <li>• Edge line markings on all Intermediate lane sections</li> </ul> <i>(Refer to IRC 35:2012 for guidelines on road markings)</i>	CE (Roads), OWD, CE (NH) & NHAI	Before March 2015
2.	Provide curve treatments on all curves having radius less than 230m in all NHs and less than 150m in all SHs and MDRs in the selected districts <i>(Refer to Plates 1, 2, 3 &amp; 4 for guidance for safer treatments at curves)</i>	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015
3.	Provide safer treatment as shown in Plate 19 on all <b>roadside villages</b> in all SHs and MDRs in the selected districts <i>(Refer to Plate 19 for guidance for safer treatments at curves)</i>	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015
4.	Provide safe treatments on all locations where NHs, SHs and MDRs forms junction with ODRs and other rural side roads owned by RD Department and Panchayat Raj Department in the selected districts <i>(Refer to Plate 5, 6, 7 &amp; 11 for guidance for above treatments)</i>	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015
5.	Re design and develop all major junctions with safer treatments (NH-SH, NH-MDR, SH-SH, SH-MDR, MDR-MDR, SH-NH, MDR-NH) in the selected districts <i>(Refer to Plates 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16 &amp; 17 for guidance)</i>	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015

<sup>1</sup> Balasore, Cuttack, Ganjam, Jajpur, Keonjhar, Koraput, Khurdha, Mayurbhanj, Nayagarh, Rayagada, Sambalpur & Sundargarh



Sl. No.	Short Term Actions	Responsible	Time Frame
6.	Remove vegetation on 20m either side of the median opening and provide 'blinking red' signal poles on all 4 lane with divided carriageway sections;	NHAI, CE (NHs), CE (Roads) & CE (World Bank)	Before March 2015
7.	Remove trees, other objects and encroachments to improve visibility at all junction locations in NHs, SHs and MDRs in all selected districts <i>(Refer to Plate 6 &amp; 7 for guidelines on the above)</i>	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015
8.	Provide 'Object Hazard Markers' at both end of the parapets at all locations of structures/ culverts in all NHs, SHs and MDRs in all districts <i>(Refer Plate 24 for guidelines)</i>	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015
9.	Remove trees occupying space within 2m from the pavement edge in all NHs, SHs and MDRs in the selected districts; <i>Note: Where the trees can't be removed due to local/ political resistance, provide black &amp; white bands or reflectors/ hazard markers to inform the road user of the hazard during dark conditions.</i>	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015
10.	Provide zebra crossing markings with sign boards ('Pedestrian crossing' and 'SLOW') appropriate locations near all the school along all NHs, SHs, MDRs and ODRs in all districts.	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015.
11.	Provide safer treatment as shown in Plate 18 on all <b>roadside commercial areas</b> in all NHs, SHs and MDRs in the selected districts <i>(Refer Plate 18 for guidelines)</i>	CE (NHs), CE (Roads), CE (World Bank) & NHAI	Before March 2015
	<b>MEDIUM TERM ACTIONS</b>		
12.	Extend the above actions 1 to 11 to the remaining districts in the State	CE (NHs), CE (Roads), CE	2014 - 16

SL. No.	Short Term Actions	Responsible	Time Frame
		(World Bank) & NHAI	
13.	<p>Constitute a 'Road Safety Cell' in OWD headed by an Executive Engineer under the administration of CE (Roads). The 'Road Safety Cell' shall have the following members:</p> <ul style="list-style-type: none"> <li>• Executive Engineer (1)</li> <li>• Assistant Engineer (3)</li> <li>• Junior Engineer/ CAD Draughtsman (3)</li> <li>• Secretary (1)</li> </ul> <p>The Road Safety Cell shall, among various other works, be responsible for:</p> <ul style="list-style-type: none"> <li>• Road Safety Audit of all capital and maintenance schemes proposed by 30 divisions</li> <li>• Blackspot Investigation &amp; Design of improvement measures (Liaise with Police &amp; Field Units)</li> <li>• Training of field engineers in Road Safety</li> </ul>	EIC cum Secretary (Works)	By June 2015
14.	<p>Develop a maintenance strategy for assets influencing road safety</p> <ul style="list-style-type: none"> <li>• Traffic Signs</li> <li>• Road markings</li> <li>• Road Safety barriers</li> <li>• Bridge/ Culvert Parapets</li> <li>• Storm water drains</li> </ul>	EIC cum Secretary with all CEs	March 2015
15.	<p>Implement mandatory safety audit for all new capital and maintenance schemes; The safety audit shall be carried out by the 'Road Safety Cell' of OWD.</p>		March 2015
16.	<p>Carry out Road Safety Assessment of all NHs and SHs in the State using tools like iRAP or similar and determine the star rating of the NH and SH network;</p>	EIC cum Secretary	By March 2016

SL. No.	Short Term Actions	Responsible	Time Frame
	<b>Discuss with World Bank for possible continued support for this component through OSRP</b>		
17.	Carry out sustainable improvements in NH, SH and MDR network based on iRAP findings, so that all sections of the major road network in Odisha achieves a '2-star' rating by 2020. <b>Discuss with World Bank for possible continued support for this component through OSRP</b>	All CEs	2016 - 2020
18.	Develop and implement annual blackspot improvement schemes based on the analysis of data available in the newly developed 'Road Crash Database Management System'.	CE (Roads), CE (World Bank) & CE (NH)	2016 onwards
	<b>LONG TERM ACTIONS</b>		
19.	Improve the curves on all NHs, SHs and MDRs in the State to achieve consistent speed limit across the network. For example: NHs – 100 km/ hour; SHs – 80 km/ hour; MDRs – 65 km/ hour	CE (NHs), CE (Roads), CE (World Bank)	March 2023
20.	Upgrade all SHs and MDRs in the State to two lane with paved shoulders with all safety features in a phased manner: SHs – by 2018 & MDRs – by 2023;	CE (Roads)	March 2023
21.	Develop a handbook on 'Road Safety Design Guidelines' to be used by engineers at all levels in all road sector agencies covering urban and rural roads.	OWD	March 2015

## **ACTION PLAN: TRANSPORT DEPARTMENT**

SL. No.	ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
1.	<p>Should carry out an in-depth review of the safety aspects of all procedures related to Driver Licensing, Training &amp; Testing including training, examining and training of instructors for all motorised vehicle types.</p> <p><b>Discuss with World Bank for possible continued support for this component.</b></p> <p>Areas to focus:</p> <ul style="list-style-type: none"> <li>• Learner's and Regular License application process;</li> <li>• Driver testing process for awarding licenses;</li> <li>• Separate work units for vehicle inspectors and licensing officers;</li> <li>• Development of an improved graduated licensing system;</li> <li>• Review of vehicle classification categories;</li> <li>• Networked computer system for licensing and registration data (all RTOs); and</li> <li>• Capacity of approved driver training institutes to impart road safety training.</li> </ul>	With the help of external experts	Nov 2015
2.	<p>Enforce motor vehicle insurance regulations by a concerted and ongoing campaign, in order to achieve a high rate of coverage, and to help maximise the insurance contribution to road safety.</p>	State Transport Authority	March 2015
3.	<p>Calculate financial cost of road accidents annually and give wide publicity.</p>	State Transport Authority	Nov 2014 onwards

SL. No.	ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
4.	Review the causes of accidents due to vehicle defects and to carry out a programme of enforcement of the relevant vehicle regulations	State Transport Authority	Jan 2015
5.	Carry out a state wide programme of implementation for: <ul style="list-style-type: none"> <li>• Reflectors for bicycles;</li> <li>• Brake lights and Indicator lights of commercial vehicles; and</li> <li>• Reflective tape fixation on all sides of commercial vehicles.</li> </ul>	State Transport Authority	2014 - 17
6.	Develop and organise a State wide targeted campaign (with the help of NGOs) for vehicle service requirements and basic safety features to be adhered to	State Transport Authority	2014 - 17
7.	Design and implement a month targeted publicity programme continually throughout the State: Focus areas shall be: <ul style="list-style-type: none"> <li>• Truck drivers and Taxi operators on NHs and SHs to address contraflow;</li> <li>• Motorcyclists at junctions;</li> <li>• Pedestrian behaviour in urban and rural areas;</li> <li>• Motorcyclists on NHs;</li> <li>• Wearing of helmets and seat belts in urban areas and rural highways;</li> <li>• Vehicle maintenance requirements for safety;</li> <li>• Safe driving tips during night conditions;</li> <li>• Speed limits in urban and rural areas; and</li> </ul>	State Transport Authority with NGOs	Apr 2014 – Mar 2017

SL. No.	ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
	<ul style="list-style-type: none"> <li>Safety of cyclists.</li> </ul>		
8.	Develop a robust and attractive manual 'Driving Test and Highway Code' in Oriya and English for enable organized and effective learning of road rules and acts.	State Transport Authority	Nov 2014
9.	Conduct an in-depth review of all of the components of vehicle road-worthiness testing and plan a strategy to upgrade the inspection/ maintenance system through a network of authorised garages across the State.	State Transport Authority	Nov 2015
10.	Vehicle registration and driver licensing data to be created in line with 'Vahan' and 'Sarathi' developed by Government of India and integrated with it for deriving maximum benefits in enforcing the legislations.	Commerce & Transport Department	Mar 2015
11.	To establish priorities and programme for road safety campaigns each year following the publication of the Annual Report on Accidents and aimed at getting road users to modify their behaviour. Each campaign should be designed with a clear objective, identified target audience and with messages that are simple and focused.	Commerce & Transport Department with ORSA	2015 to 2020

## ACTION PLAN: EDUCATION DEPARTMENT

SL. No.	IMMEDIATE/MEDIUM TERM ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
1.	<p>Incorporate road safety in school curriculum as developed by IRTE &amp; IRF:</p> <ul style="list-style-type: none"> <li>• Develop continuous intervention, structured by age group; and</li> <li>• Training of road safety in teacher's training courses.</li> </ul>	SCERT	Mar 2015
2.	<p>Develop guidelines and appoint Road Safety Clubs headed 'Road Safety Officer' in all schools in Odisha. The road safety officer shall:</p> <ul style="list-style-type: none"> <li>• Be responsible for road safety education and training in schools;</li> <li>• Conduct organised and sustained awareness programme;</li> <li>• Provide feedback to road authorities and police regarding road safety improvements required outside the schools; and</li> <li>• Sensitise the parents on safe road behaviour.</li> </ul> <p><i>The above can be done in phases, starting with schools nearer to NHs and SHs on the most hazardous districts identified in this report.</i></p>	with Transport Department & NGOs	2014 - 17
3.	<p>Develop associations with national agencies like expert NGOs for sustained teacher training in road safety. e.g., IRTE, IRF etc.</p>		Mar 2015

## **ACTION PLAN: HEALTH DEPARTMENT**

SL. No.	IMMEDIATE/MEDIUM TERM ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
1.	Implement Emergency Care Ambulance Services in phases in entire State. <i>Priority shall be given to NHs and SHs on the most affected districts identified in this report.</i>		To complete by Mar 2016
2.	Carry out mass publicity campaigns regarding Emergency Care Ambulance Services on target areas.	supported by NGOs	2014 -16
3.	Develop fully equipped Trauma Care Centres along the NHs and SHs. <i>One Trauma Care Centre must be available within 50 km from any point on NH and SH network.</i>		Mar 2017
4.	Train all commercial vehicle drivers in First Aid trauma care as required by M.V Act. Similarly, able bodied volunteers from villages along highways also to be trained. <i>Target 60 drivers per district per month</i>	in association with Commerce & Transport Department	2015 onward
5.	Implement cash less treatment for 48 hours in main trauma care centres along NH and SH network, along similar lines that of MoRT&H scheme launched for NH1.		Dec 2015



## ACTION PLAN: ROAD SAFETY RESEARCH

SL. No.	ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
1.	Initiate discussions to nominate one agency to carry out road safety research in the State and to prepare a comprehensive list of projects, researchers and Institutes.	ORSA	Nov 2015
2.	Identify and nominate key institutes to carry out road safety research in the State and to support all Stakeholder departments to implement road safety schemes/ interventions. <i>Consider IIT Bhubaneswar, NIT Rourkela, VSSUT Burla and CET Bhubaneswar among others.</i>	ORSA	Mar 2016
3.	Prepare priorities for research following an in-depth review of road safety data available from the newly developed Road Crash Database System.	ORSA & Selected Institutes	March 2015

**ACTION PLAN: FUNDING FOR ROAD SAFETY**

SL. No.	SHORT/MEDIUM TERM ACTION PLAN	AGENCY RESPONSIBLE	TIME FRAME
1.	<p>Identify funding sources and make constitutional mechanism to create a dedicated 'Road Safety Fund' to be managed by the State Road Safety Authority.</p> <p>Possible sources of funds can be:</p> <ul style="list-style-type: none"> <li>• Cess on Road Tax for various categories of vehicles;</li> <li>• A portion of Insurance fee paid by all vehicles; and</li> <li>• Penalties compounded under all traffic violations as per M. V. Act 1988.</li> </ul>	GOO	August 2014
2.	Fund available with Odisha Road Safety Society (ORSS) has to be merged into the newly formed Odisha Road Safety Authority.	Commerce & Transport Department	January 2015

# **Appendix A**

## THE DRAFT ODISHA ROAD SAFETY AUTHORITY ACT, 2013

An Act to provide for the constitution of a Odisha Road Safety Authority (ORSA) for the implementation of road safety programmes in the State, for the establishment of a Odisha Road Safety Fund (ORSF) and for matters connected therewith and incidental thereto.

Preamble:

WHEREAS, it is expedient to provide for the constitution of a Road Safety Authority for the implementation of road safety programmes in the State, for the establishment of a Road Safety Fund and for matters connected therewith and incidental thereto;

BE it enacted in the Sixty Sixth Year of the Republic of India as follows:

1. *Short title and commencement.* – (1) This Act may be called the Odisha Road Safety Authority Act, 2013.  
(2) It shall be deemed to have come into force on the \_\_\_\_\_
2. *Definitions.* – (1) In this Act, unless the context otherwise requires, –
  - (a) "accident" means any incident wherein, on account of the use of a motor vehicle on a public road, death, bodily injury or damage caused to any public properties, other vehicles, person, persons or property or to any public property or other vehicles, as the case may be;
  - (b) "authority" means the 'Road Safety Authority' constituted under section \_\_\_\_;
  - (c) "cess" means the cess levied under section \_\_\_\_;
  - (d) "Chairman" means the Chairman of the Authority, Executive Committee or District Road Safety Council, as the case may be;
  - (e) "district" means a revenue district;
  - (f) "District Road Safety Council" means the District Road Safety Council constituted under section \_\_\_\_\_;
  - (g) "executive committee" means the executive committee of the Authority;
  - (h) "fund" means the Road Safety Fund constituted under section \_\_\_\_\_;
  - (i) "local authority" means a Panchayat constituted under the \_\_\_\_\_ or a Municipality constituted under the \_\_\_\_\_;
  - (j) "public road", shall include, any private road to which public have access and also the traffic islands, medians and footpaths;
  - (k) "prescribed" means prescribed by rules made under this Act;
  - (l) "regulations" means the regulations made under section \_\_\_\_\_;
  - (m) "vehicle" includes any contraption or device used or capable of being used for the carriage or movement of human beings, animals or goods;

(2) Words and expressions used but not defined in this Act shall have the meanings respectively assigned to them in the Motor Vehicles Act, 1988 (Central Act 59 of 1988), \_\_\_\_\_ or the rules made thereunder, –

3. *Constitution of the Authority.* – (1) The Government may, by notification in the Gazette, constitute, with effect from such date as may be specified therein, an Authority to be called the Odisha Road Safety Authority.

(2) The Authority shall be a body corporate by the name aforesaid, having perpetual succession and a common seal, with powers, subject to the provisions of this Act, to acquire, hold and dispose of property, both movable and immovable and to contract and shall by the said name sue and be sued.

(3) The Authority shall consist of the following members, namely:

- (a) the Minister for Commerce & Transport, who shall be the Chairman of the Authority;
- (b) the Minister for Works, who shall be the Vice-Chairman of the Authority;
- (c) the Chief Secretary;
- (d) the Secretary to Government, Commerce & Transport Department;
- (e) the Secretary to Government, Law Department;
- (f) the Secretary to Government, Home Department;
- (g) the Secretary to Government, Finance Department;
- (h) the Secretary to Government, Works Department;
- (i) the Secretary to Government, Health and Family Welfare Department;
- (j) the Secretary to Government, Department of School & Mass Education;
- (k) the Secretary to Government, Higher Education Department;
- (l) the Secretary to Government, Housing & Urban Development Department;
- (m) the Road Safety Commissioner, who shall be the Chief Executive Officer of the Authority;
- (n) the Director General & Inspector General of Police;
- (o) the Director, Health Services;
- (p) the Inspector General of Police (in charge of Traffic);
- (q) the Chief Engineer (Roads);
- (r) the Chief Engineer (National Highways);
- (s) Chairman-cum-Managing Director, Odisha State Road Transport Corporation;
- (t) the Secretary, State Transport Authority;
- (u) ten representatives to be nominated by the Government, who are experts in field of road safety, including one member each from All Odisha Bus Owners Association, Odisha State Truck Owners Federation, Taxi & Auto Rikshaw and NGOs.

(4) The nominated members of the Authority shall hold office for a period of five year from the date of appointment.

(5) Any nominated member may, at any time, resign his office by a letter addressed to the Chairman of the Authority.

4. *Functions of the Authority.* – The Authority shall have the following functions, namely:
- (a) advising the Government on road safety policies;
  - (b) prescribing and enforcing road safety standards and procedures;
  - (c) formulate and implement schemes, projects and programmes, relating to road safety;
  - (d) co-ordinating the functions of all the agencies and Government Departments discharging the duties related to road safety;
  - (e) implementing road safety awareness programmes;
  - (f) administration of the Fund;
  - (g) sanctioning expenditure for the implementation of road safety schemes and programmes;
  - (h) sanctioning expenditure for road safety projects and for purchase and installation of equipments and devices connected with road safety;
  - (i) sanctioning expenditure for the conduct of studies, projects and research on matters relating to road safety;
  - (j) sanctioning expenditure for trauma-care programmes or activities;
  - (k) sanctioning administrative expenditure of the Authority;
  - (l) sanctioning expenditure on matters connected with road safety measures;
  - (m) formation of self-help groups, under the leadership of the Authority for the rescue operation in the place of accident;
  - (n) discharging such other functions, as may be prescribed, having regard to the objects of this Act.
5. *Executive Committee.*
- (1) There shall be an Executive Committee for the Authority consisting of the following members, namely:
- (a) Chief Secretary, who shall be the Chairman of the Executive Committee;
  - (b) Secretary, Transport who shall be the Vice-Chairman of the Executive Committee’
  - (c) Transport Commissioner;
  - (d) Deputy Inspector General of Police (in charge of Traffic);
  - (e) Chief Engineer (Roads);
  - (f) Chief Engineer (National Highways);
  - (g) Director, Health Services Department;
  - (h) Director, National Transportation, Planning and Research Centre;
  - (i) Secretary, State Transport Authority, who shall be the Member Secretary-cum-Convenor.
- (2) The Executive Committee shall be in-charge of the implementation of the decisions of the Authority.

(3) Subject to such restrictions, conditions and limitations, as may be imposed by the Authority, the Executive Committee shall exercise such powers and discharge such functions of the Authority as may be delegated to it by the Authority.

6. *Meetings*

(1) The Authority and the Executive Committee and the District Road Safety Council shall meet at such time and place as may be decided by the Chairman of the Authority, the Executive Committee, or the District Road Safety Council, as the case may be, and shall observe such rules of procedure in relation to transaction of business at the meetings, as may be made by regulations.

(2) Every meeting of the Authority or the Executive Committee shall be presided over by the Chairman or in his absence by the Vice-Chairman or in his absence, a member chosen by the members present.

(3) The Authority shall meet at least once in six months.

(4) The quorum for a meeting of the Authority shall be seven.

(5) The Executive Committee shall meet at least once a month.

(6) The quorum for meeting of Executive Committee shall be three.

7. *Disposal of Business.* – Every matter to be decided by the Authority or the Executive Committee shall be considered and disposed of at the meetings of the Authority or of the Executive Committee, as the case may be, in accordance with the decision of the majority of the members present.

8. *Vacancies etc. not to invalidate proceedings of the Authority.* – No act or proceedings of the Authority shall be questioned or shall be invalidated merely on the ground of existence of any vacancy or defect in the constitution of the Authority.

9. *Road Safety Commissioner.* – The Transport Commissioner shall be the ex-officio Road Safety Commissioner for the purpose of this Act.

10. *Levy and collection of cess.* –

(1) There shall be levied and collected one-time cess for the purposes of this Act on every motor vehicle used or kept for use in the State at the rates specified for such vehicle in the Schedule:

Provided that no such cess shall be levied on a motor vehicle kept by dealer or manufacturer of such vehicle for the purpose of trade:

Provided further that if the Government are of opinion that it is necessary in the public interest so to do, they may, by notification in the Gazette, make an exemption in regard to the cess payable under this Act in respect of any motor vehicle or class of motor vehicles.

(2) Every cess leviable under sub-section (1) shall be payable by the registered owner or any person having possession or control of the motor vehicle, as the case may be.

(3) The cess levied under sub-section (1) shall be collected by the taxation officer appointed under the Odisha Motor Vehicles Taxation Act 1975 \_\_\_\_\_ or in such manner and at such time as may be prescribed,

(4) The Government may, by notification in the Gazette, direct that for the purpose of collection of cess, the provisions of the Odisha Motor Vehicles Taxation Act 1975\_\_\_\_\_ shall apply, subject to such modifications as may be specified in the notification.

(5) Where any person who is liable to pay the cess in respect of a motor vehicle fails to pay the cess within the time prescribed under sub-section (3), such person shall, for the default of each year, in addition to the cess, pay an amount of fine equal to ten per cent of the cess due.

(6) The proceeds of the cess levied and collected under this Act by the Government together with fines, interest and fees recovered thereunder shall first be credited to the Consolidated Fund of the State and after deducting the expenses of collection and recovery, as determined by the Government, the remaining amount shall, under appropriation duly made by law in this behalf, be entered into and transferred to the Fund.

(7) Any amount transferred to the Fund shall be charged on the Consolidated Fund of the State.

#### 11. *Establishment of the Fund.*

(1) After the constitution of the Authority, within one year, there shall be established a Fund to be called the Odisha Road Safety Fund.

(2) There shall be credited to the Fund, –

- (a) the amount transferred under sub-section (6) of section 10;
- (b) grants, loans or advances made by the Government;
- (c) grants, loans or advances made by the Government of India;
- (d) contributions from public or private institutions or organisations;
- (e) compounding fee collected under section 28 .

(3) The Government shall contribute to the Fund every year, an amount equal to fifty per cent of the compounding fee collected in the previous year under section 200 of the Motor Vehicles Act, 1988 (Central Act 59 of 1988).

#### 12. *Vesting and administration of the Fund. –*

(1) The Fund shall vest in and be administered by the Authority constituted- under section 3.

(2) The Authority shall administer the Fund vested in it in such manner, as may be prescribed.

(3) All amounts forming part of the Fund shall be deposited in the State Bank of India or any nationalised bank, as may be decided by the Authority and the account shall be operated by the Chairman of the Executive Committee and the Chief Executive Officer of the Authority jointly in such manner, as the Authority may decide.

#### 13. *Utilisation of the Fund. –* The Fund shall be utilised for all or any of the following purposes, namely:

- (a) road safety programmes;
- (b) awareness programme in respect of road safety;
- (c) purchases of equipments connected with road safety;



- (d) funding of approved studies on projects and research regarding road safety;
- (e) trauma-care programmes and related activities;
- (f) administrative expenses of the Authority;
- (g) expenditure on matters connected with road safety, as the Authority may deem fit; and
- (h) any other purpose as may be prescribed.

14. *Power to order removal of causes of accidents.*

(1) Notwithstanding anything contained in any other law for the time being in force, where the Authority is satisfied on complaint, report by any person or otherwise that, –

- (a) the act of any person or persons on a public road; or
- (b) the placement or positioning of any vehicle, animal, object built without the approval of any recognised administrative authority, structure or materials including arches, banners, display boards, hoardings, awnings, tents, pandals, poles, platforms, rostrums, statues, monuments and other similar structures, on a public road; or
- (c) the movement of animals or vehicles on a public road; or
- (d) the condition of any tree, structure or building situated in the vicinity of a public road; or
- (e) the entry or exit of any building or premise in the vicinity of a public road;

is likely to cause accidents or causes obstruction to the free flow of traffic or distract the attention or obstruct the vision of the driver of any vehicle, the Road Safety Commissioner may, after recording reasons thereof, direct the person concerned, either by a general or special order, take such measures within two months as it considers necessary and such person shall be bound to comply with the direction within such time, as may be specified by the Authority.

(2) Notwithstanding anything contained in sub-section (1), in case of urgency, the Road Safety Commissioner may take such action as may be necessary to prevent accident or obstruction, as the case may be, and recover the cost thereof from the person responsible, in such manner as may be prescribed.

15. *Power to order works.* –

(1) Notwithstanding anything contained in any other law for the time being in force, it shall be lawful for the Authority to order any work or improvement on a public road, as it considers necessary, to secure safety on such roads and each concerned Government department or the local authority or any other authority shall be bound to carry out such works or improvement within such time, as may be specified by the Authority:

Provided further that it shall not be issued in respect of the roads under the control of the Local Self Government Institutions without prior consultation with the respective Local Self Government.

(2) It shall be the duty of every officer of the Government, local authority or any other authority to act in aid of the Authority in enforcing the orders under sub-section (1).

16. *Power to recover cost.* – If any person on whom a written order is served under section 14 refuses or fails to comply with the order, the Authority may take such action as to prevent danger and ensure safety to the public and may recover the cost with legitimate interest thereof from such person.
17. *Amounts recoverable as arrear of land revenue.* – Any amount due to the Authority under this Act shall, without prejudice to any other mode of recovery, be recoverable in the same manner as an arrear of revenue due on land.
18. *Delegation.* – The Authority may, with the previous approval of the Government, delegate to the Executive Committee, Road Safety Commissioner or the District Road Safety Council such of its powers and functions, as it may consider necessary, for the effective implementation of the road safety programmes by general or special order, subject to such restrictions as it deems fit.
19. *District Road Safety Council.*
- (1) The Government may, by notification in the Gazette, constitute a Council to be called the District Road Safety Council in every District in the State.
- (2) Every District Road Safety Council shall consist of the following members, namely:
- (a) the District Collector – ex-officio ; who shall be the Chairman of the Council;
  - (b) the District Superintendent of Police – ex-officio
  - (c) the Deputy Superintendent of Police (Traffic) – ex-officio;
  - (d) the Executive Engineer (Roads and Buildings) – ex-officio;
  - (e) the Executive Engineer (National Highways) – ex-officio;
  - (f) the Regional Transport Officer having jurisdiction over the headquarters of the District – ex-officio; who shall be the Member Secretary of the Council;
  - (g) an expert in the field of road safety nominated by the Government; and
  - (h) Chief District Medical Officer.
- (3) The District Road Safety Council shall exercise such powers and perform such functions, as the Authority may, from time to time, delegate.
20. *Staff.* –
- (1) The Authority may, with prior approval of the Government, appoint such officers and staff as it deems necessary for the discharge of its functions under this Act.
- (2) The designation, method of appointment and other conditions of service of the staff shall be such, as may be prescribed.
21. *Expenses.* – All expenses of administration of the Fund including the salary and allowances of the staff and other employees shall be met from the Fund.
22. *Accounts.* – The accounts of the Fund shall be maintained by the Road Safety Commissioner in such manner, as may be prescribed.
23. *District Road Safety Council to submit reports, etc.* – Every District Road Safety Council shall submit such reports and returns and furnish such information to the Road Safety

Commissioner, as may be required from time to time, and the Road Safety Commissioner shall submit a consolidated report to the Authority, annually.

24. *Annual report.* – (1) The Authority shall during each financial year prepare; in such form and at such time, as may be prescribed, an annual report giving a complete account of its activities of the previous year and submit such report to the Government.

(2) The Government shall cause every such report to be laid before the Legislative Assembly, as soon as may be, after the receipt of the same.

25. *Audit.* –

(1) The accounts of the Authority shall be audited by Accountant General.

(2) The Authority may carry out internal audit of the accounts every year by such officials as it deems fit.

(3) The accounts of the Authority, as certified by the auditor, together with the audit report thereon shall be submitted to the Government along with the remarks thereon by the Authority and the Government shall cause the same to be laid before the Legislative Assembly.

(4) The Authority shall take such corrective steps as may be ordered by the Government on the basis of the report.

26. *Punishment for failure to comply with the Authority's order.* –

(1) Whoever refuses or fails to comply with any order of the Authority or the Road Safety Commissioner or any District Road Safety Council under this Act, shall be punishable with imprisonment for a term of **six months** or with fine which may extend to **ten thousand rupees** or with both.

(2) In the case of continuing offence a fine of **five thousand rupees** shall be imposed for each day for which the offence continues.

27. *Punishment for obstructing the Authority.* –

Whoever obstructs the Authority, the Road Safety Commissioner, District Road Safety Council or any officer of the Authority or of the District Road Safety Council or any person employed or engaged by them in the discharge of the functions under this Act, shall be punishable with imprisonment for a term of maximum **three years** or with fine which may extend to **ten thousand rupees** or with both.

28. *Compounding of offences.* – Any offence punishable under section 26 may either before or after the institution of prosecution, be compounded by such officers or authorities and for such amount as the Government may, by notification in the Gazette, specify in this behalf.

29. *Offences by Companies.* – If an offence punishable under this Act is committed at any time by a company, every person who is in charge of and responsible to the company for the conduct of its business at the time of the commission of the offence and the company shall be deemed to be responsible for the offence and shall be liable to be proceeded against and punished accordingly.

Provided that where any offence under this Act has been committed by a company and it is proved that the commission of the offence is with the consent and connivance attributable

to any neglect on the part of any Director, Manager, Secretary or other officer of the company such Director, Manager, Secretary or other officer shall be deemed to be responsible for that offence and shall be liable to be proceeded against and punished accordingly.

Explanation: For the purpose of this section, –

- (a) 'company' means anybody corporate and includes a firm or other association of individuals; and
- (b) 'Director' in relation to a firm means the partner in the firm.

30. *Appeals.* –

(1) Any person aggrieved by an order passed by any officer of the Authority or of the District Road Safety Council under this Act may, within such time as may be prescribed, appeal to the single member Appellate Authority who is holding the post not below the rank of District Judge or held the post as such, as may be appointed by Government in this behalf.

(2) Every appeal preferred under sub-section (1) shall be accompanied by such fees, as may be prescribed.

(3) After the receipt of any appeal under sub-section (1), the Appellate Authority shall, after giving the appellant an opportunity of being heard in the matter, dispose of the appeal as expeditiously as possible.

31. *Revision.* – The Government may, suo motu or on application made to it by the aggrieved person, call for the records of any case in which an order has been passed by the Authority or by a District Road Safety Council and if it appears to the Government, that the order is improper or illegal, after giving an opportunity of being heard to the concerned, the Government may pass such order as it deems fit.

32. *Members and Employees of the Authority to be public servants.* – All members and employees of the Authority while acting or purporting to act under the provisions of this Act or any rules made thereunder shall be deemed to be public servants within the meaning of section 21 of the Indian Penal Code, 1860 (Central Act 45 of 1860).

33. *Protection of action taken in good faith.* – No suit, prosecution or other legal proceedings shall lie against the Government or Authority or any officer of the Government or any member or other employees of the Authority for anything, which is done in good faith or purported to be done under or in pursuance of this Act or the rules made thereunder.

34. *Cognizance of offences and trial.* – No court shall take cognizance of any offence punishable under this Act except on a report in writing of the facts constituting such offence submitted with the prior permission of the Road Safety Commissioner.

35. *Bar of jurisdiction of Civil Courts.* – No civil court shall have jurisdiction to settle, decide or deal with any question or to determine any matter which is by or under this Act required to be settled, decided or dealt with or to be determined by the Government or the Authority or any officer authorised by the Government or the Authority.

36. *Power to give directions.* – The Government may give directions to the Authority in matters of policy of the Authority and the Authority shall be bound to give effect to such directions.

37. *Power to make rules.* –

(1) The Government may, by notification in the Gazette, make rules for the purpose of carrying into effect the provisions of this Act.

(2) In particular and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:

- (a) functions to be performed by the Authority;
- (b) the manner and time for collection of cess under section 10;
- (c) the manner in which the Fund shall be administered by the Authority;
- (d) the purposes for which the Fund shall be utilised;
- (e) the designation, method of appointment and other conditions of service of the officers and staff of the Authority;
- (f) the manner in which the accounts of the Fund to be maintained by the Road Safety Commissioner under section 22;
- (g) the form and time for preparation of annual report under section 24;
- (h) the time and fee for filing appeal under section 30;
- (i) any other matter which is required to be, or may be, prescribed.

(3) Every rule made under this Act shall be laid, as soon as may be after it is made, before the Legislative Assembly, while it is in session, for a total period of fourteen days, which may be comprised in one session or in two successive sessions, and if, before the expiry of the session in which it is so laid or the session immediately following, the Legislative Assembly makes any modification in the rule or decides that the rule should not be made, the rule shall thereafter have effect only in such modified form or be of no effect, as the case may be; so however, that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule.

38. *Regulations.* – The Authority may make regulations with the prior approval of the Government in respect of the procedure to be adopted by the Authority, Executive Committee and the District Road Safety Council, for meetings and disposal of matters coming up before the Authority or the Executive Committee or the District Road Safety Council, as the case may be.

39. *Removal of difficulties.* –

(1) If any difficulty arises in giving effect to the provisions of this Act, the Government may, as occasion may require, by order, do anything not inconsistent with this Act or the rules made thereunder, which appears to them necessary for the purpose of removing the difficulty:

Provided that, no such order shall be issued after two years from the date of commencement of this Act.

(2) Every order issued under this section shall be laid before the Legislative Assembly.

40. *Repeal and Savings.* –

(1) All the previous orders issued to this effect are hereby withdrawn.

(2) Notwithstanding such repeal, anything done or any action taken under the said Ordinance shall be deemed to have been done or taken under this Act.

**THE SCHEDULE**  
**(See Section 10)**

<b>Serial No.</b>	<b>Class of Motor Vehicle</b>	<b>Rate of Cess (in Rupees)</b>
1	Heavy Motor Vehicle	250
2	Medium Motor Vehicle	150
3	Light Motor Vehicle	100
4	Two Wheeler	50