



# Program Information Document (PID)

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Concept Stage | Date Prepared/Updated: 27-Nov-2021 | Report No: PIDC255559



**BASIC INFORMATION**

**A. Basic Program Data**

Country India	Project ID P177668	Parent Project ID (if any)	Program Name India State Support Program for Road Safety
Region SOUTH ASIA	Estimated Appraisal Date 25-Mar-2022	Estimated Board Date 23-May-2022	Does this operation have an IPF component? No
Financing Instrument Program-for-Results Financing	Borrower(s) Department of Economic Affairs	Implementing Agency Ministry of Road, Transport and Highways (MORTH)	Practice Area (Lead) Transport

**Proposed Program Development Objective(s)**

Support the Government of India's program aimed at strengthening road safety capacity for implementation and results-management in select states

**COST & FINANCING**

**SUMMARY (USD Millions)**

<b>Government program Cost</b>	1,000.00
<b>Total Operation Cost</b>	250.00
Total Program Cost	250.00
<b>Total Financing</b>	250.00
<b>Financing Gap</b>	0.00

**FINANCING (USD Millions)**

<b>Total World Bank Group Financing</b>	250.00
World Bank Lending	250.00

Concept Review Decision

The review did authorize the preparation to continue



## B. Introduction and Context

### Country Context

- 1. India's Gross Domestic Product (GDP) growth was already slowing when the COVID-19 outbreak unfolded. Real GDP growth moderated from an average of 7.4 percent during FY15/16-FY18/19 to an estimated 4.0 percent in FY19/20.** The growth deceleration was mostly due to (i) shocks to the financial sector, and (ii) decline in private consumption growth. Against this backdrop of pre-existing weaknesses, the outbreak of COVID-19 had a significant impact, with real GDP contracting by 7.3 percent in FY20/21. On the fiscal side, the general government deficit widened significantly in FY20/21, owing to higher spending and low revenues. With the easing of Covid-19 restrictions, GST collections for July, August and September 2021 have crossed INR 1 trillion mark. The robust Goods and Services Tax (GST) revenues are expected to continue as the economic recovery gathers momentum. Given the significant uncertainty pertaining to epidemiological developments, real GDP growth for FY21/22 is likely to be in the range of 7.5 to 12.5 percent. The expected recovery will put India among the world's fastest-growing economies. India's GDP grew at 20.1 percent y-o-y during the April to June quarter of 2021.
- 2. Although India has made remarkable progress in reducing absolute poverty in recent years, the COVID-19 outbreak has delayed the course of poverty reduction.** Between 2011-12 and 2017, India's poverty rate is estimated to have declined from 22.5 percent to values ranging from 8.1 to 11.3 percent. However, recent projections of GDP per capita growth, taking into account the impact of the pandemic, suggest that poverty rates in 2020 have likely reverted to estimated levels in 2016. Labor market indicators from high frequency surveys -including from the Centre for Monitoring Indian Economy (CMIE) - suggest that vulnerability has increased, particularly for urban households. Overall, the pandemic and its economic impacts are estimated to have raised urban poverty, creating a set of "new poor" that are relatively more likely to be engaged in the non-farm sector and to have received at least secondary education (see further in Annex 1).
- 3. Road crash deaths in India, which are the highest in the world, are a burden to its demographic dividend and have a tangible impact on poverty and on hard-won economic gains.** Crashes on India's roads claim the lives of about 150,000 people and disable another 750,000 people each year. A World Bank study<sup>1</sup> postulates that halving the mortality and morbidity from road traffic injuries (RTIs) over a period of 24 years, could generate an additional flow of income equivalent to about 14 percent of the GDP per capita in India. More than half of the crash victims are pedestrians, cyclists, or motorcyclists, the so-called Vulnerable Road Users (VRUs), often the poorer members of society. Road users of working age comprise 69 percent of all fatalities, who are especially vulnerable as social safety nets are limited. Scaled-up road safety and climate proofing of related transport investments will also contribute to improved transport productivity, universal accessibility, opportunities for climate change mitigation and adaptation.
- 4. The Government of India (GoI) is committed to improving road safety outcomes. In 2020, India committed to the Stockholm Declaration to reduce the number of road deaths by fifty percent by 2030, and to Sustainable Development Goal 11.2 - that enjoins member states to improve safety to the vulnerable and provide access to safe, affordable, accessible and sustainable transport systems for all - by 2030.** Through the landmark legislation - The Motor Vehicles Amendment Act (MVAA), 2019 – the country aims for enhanced governance and accountability of all stakeholders and supporting the National Road Safety Strategy 2018-2030, which outlines India's vision to zero road crash deaths. Key constraints to be addressed include insufficient national and state budget allocations; lack of systematic support to states towards climate resilient road safety and transport strategies/policies; weak capacity/systems of stakeholder institutions at the national and state levels to systematically address the issues; and limited use of robust data-driven

<sup>1</sup> World Bank. 2017. The High Toll of Traffic Injuries: Unacceptable and Preventable. © World Bank.



frameworks/tools/toolkits for crash data collection, analysis and benchmarking of climate resilient road safety and transport performance.

Sectoral (or multi-sectoral) and Institutional Context of the Program

5. **Road safety management at the national and subnational levels is dispersed across government tiers and departments.** While transport and road safety regulation are managed by the Central Government through the Ministry of Road Transport and Highways (MoRTH), state governments execute and enforce the interventions. A National Road Safety Council (NRSC) chaired by the MoRTH meets annually to coordinate and advise on road strategy and review programs implemented by states and districts. However, the dispersed nature of institutions dealing with transport, enforcement and health coupled with weak capacity does not lend itself to tackling road safety in a coordinated way.

6. **Initiatives to address institutional and policy-oriented road safety challenges are yet to be mainstreamed across states.** In most states, weak coordination, enforcement and lack of accountability and evidence based interventions on safety programs and provisions persist. While ambulance care facilities are relatively well developed, hospital-based care of road crash victims is still weak. The launch of an integrated road crash database and positive outcomes in some states have demonstrated enhanced coordination even within existing institutional structures but need to be sustained.

7. **Resource allocation for road safety interventions through traditional sources has been grossly inadequate.** Road safety programs are primarily funded through Central budgetary support, Central Road Fund, State budgetary allocations and their road safety funds. Perennial shortfalls in budgetary resources for climate-resilient transport infrastructure that would cover only 75%-80% of the requirements imply a dearth of funds for road safety as well. A recent MoRTH report<sup>2</sup> estimated a funding gap for road safety of ~US\$430 million.

8. **India's unique and diverse topography leads to varying degrees of vulnerability to floods, droughts, cyclones, tsunamis, earthquakes, urban flooding, landslides, avalanches and forest fire depending on the region.** These have significant impacts not only on road infrastructure but also on road safety. About 58.6 percent of Indian landmass which is prone to earthquakes, and India's long coastline increases the risks of road users to sea-level rise and exacerbated infrastructural damage. Thus, there is both an impact on road safety as a result of extreme weather events, and impact of driving practices, vehicular usage on climate change and vehicular GHG emissions.

9. **The landmark Motor Vehicles (Amendment) Act, 2019 seeks to improve institutions, governance and allows for enhanced accountability.** The MVAA mandates the setting up of a National Road Safety Board (NRSB) to provide institutional ownership, accountability and inter-ministerial coordination, which is expected to be operational soon. However, to take full advantage of the MVAA provisions and ground level opportunities, state-level counterpart agencies need to enhance the overall road safety governance including institutional accountability, planning, budgeting, and M&E.

10. **GOI's State Support Program for Road Safety is a crucial first step toward its national road safety vision and aspirations.** GOI has conceptualized the Road Safety State Support Program (RSSSP) as a grant-based state support program to bolster state institutional capability for road safety management and to help states implement MVAA provisions through a performance and evidence-based results framework. It will ensure that the 14 states that contribute to ~85% of average annual road fatalities are funded, monitored, and evaluated under a common harmonized framework, with results aligned with national targets and to reduce road fatalities by 30% by 2027, per GOI's vision.

11. **The Program design provides ample scope to realize the hitherto unexplored potential of complementary**

<sup>2</sup> WBTA 34 - Consulting Assignment to Develop a Comprehensive Strategy and Action Plan to Improve Road Safety, PWC paper for MoRTH



**financing sources for road safety including the private sector.** To halve its road fatalities by 2030, India will require an estimated additional US\$109 billion for which RSSSP provides the opportunity for states to leverage private sector resources, in line with the GOI mandate which is exploring private participation in multiple areas like vehicle inspections, wayside facilities, concessionaire models, pre-hospital care, and automated highway enforcement.

#### Relationship to CAS/CPF

12. **The proposed India State Support Program for Road Safety PforR is fully aligned with the World Bank Group's (WBG) Country Partnership Framework (CPF) for India for FY18–22.** Through its focus on mobilizing the private sector to address road safety issues and engagement on national and state road safety policy issues through the RSSSP, the program is well aligned with Objective 1.2 related to improving living conditions and sustainability of cities. Enhancing climate resilience – along with safety – of road infrastructure and especially vulnerable road users is critical, and the program is also fully aligned with the CPF Objective 1.5 of improving Disaster Risk Management (DRM) and resilience to climate change through its mitigation and adaptation actions: vehicle inspection schemes will reduce greenhouse gas (GHG) emission; and safer climate resilient infrastructure for non-motorized transport would be adapted through safer and more resilient design standards and enhanced contingency planning with relevant post-crash response schemes.

13. **The proposed India State Support Program for Road Safety PforR is in line with the WBG COVID-19 Crisis Response Approach Paper on Saving Lives, Scaling-up Impact and Getting Back on Track.** Operating mainly in the latter two stages of Restructuring and Resilient Recovery, the five thematic pillars of the PforR anchor a selective WBG response towards strengthening health systems and restoring human capital that would help build a climate resilient, sustainable and inclusive recovery in participating states in a post-COVID scenario. Specifically, its focus on strengthening trauma care systems, improving emergency response and improving the gender balance especially in post-crash care (theme 5) would help save lives (Pillar 1 of the COVID-19 Crisis Response Paper) and protect the poor and vulnerable (Pillar 2).

#### Rationale for Bank Engagement and Choice of Financing Instrument

14. **The proposed Government program provides an incentive-based framework for building institutional and implementation capacity across states leveraging on World Bank's engagement on road safety in India over past two decades.** The Bank's engagement in road safety in India has evolved from a singular focus on infrastructure safety (black spot rectification) to institutional reforms (through knowledge support to the MVAA, 2019), road safety management capacity support, and broader support to other pillars such as in enforcement (National Highway Safety System), development of a comprehensive Integrated Road Accident Database (IRAD), revision of safety standards, and pilot programs in several states. Significantly, the Bank has completed, or has ongoing road sector projects in nine of the top ten states that accounted for more than 80% of the country's road fatalities in 2017 and 2018. As such, the Bank is well-positioned to support the government's program as it complements the Bank's ongoing lending operations and the proposed PforR provides an opportunity to progress from building infrastructure to strengthening systems that will deliver the infrastructure.

15. **The PforR financing was determined to be the most appropriate financing instrument due to its ability to link institutional, legislative, governance and fiscal reforms in road safety with sustainable and verifiable results-based outcomes.** Traditionally in India, investment lending options (IPF) have financed road safety reforms through capacity building and technical advisory support with considerable success including sustainable outcomes in Tamil Nadu and institutions created in Gujarat and Kerala. The proposed government program builds on the Bank's earlier engagements. It would be the first to use a results-based approach to incentivize states to adopt evidence-based interventions and a uniform protocol to validate road safety outcomes in a climate resilient context. The program is also directly supporting states to build uniform capacity to deliver road safety management functions, lever private sector funding to complement central budgetary support and to engage in peer-based knowledge sharing for replicating success stories across the



country. After the adoption of MVAA 2019, a policy-based operation (DPO) was also considered to finance the government program, however, internal deliberation recommended the use of a programmatic results based approach to match the government strategy.

### C. Program Development Objective(s) (PDO) and PDO Level Results Indicators

#### Program Development Objective(s)

16. To support Government of India's program aimed at strengthening road safety capacity for results-based management and sustainably reducing road crash deaths and serious injuries in select states.

#### PDO Level Results Indicators

17. PDO level results indicators tentatively include the following:
- State capacity for road safety management functions and implementation strengthened (*number of participating states that have established (or strengthened their existing) lead agency for road safety*).
  - Reduction in fatalities as a result of road crashes in participating states (*xx% reduction in fatalities on a 3-year rolling average and yy% reduction in fatalities on a 6-year rolling average*).
  - Improved resource allocation for road safety in participating states (*number of road safety investments informed by IRAD or equivalent empirical data management system*).

### D. Program Description

#### PforR Program Boundary

18. **The proposed Program will support the implementation of the Government program** by adopting an integrated framework to enhance road safety achievements in all 14 participating states over the entire program horizon of 6 years. World Bank PforR program will finance US\$ 250 Million of the overall program supporting all areas of the GOI's program except for high value contracts, and civil works that pose significant social and environmental challenges and risks (for e.g., involve land acquisition, resettlement, forest land, ecological sensitive zones). The exclusions will be identified through technical, fiduciary, social and environmental assessments. It should also be noted that the GOI scheme funding is not exhaustive in term of financial package and shall only complement funding of existing schemes and programs of the Centre/states. Nonetheless, the design of the program will provide the opportunity to catalyze and champion various thematic reforms, priority areas, institutional development and innovations for sustaining the efforts and goals toward GOI's national and international road safety commitments. The boundaries of the PforR Program have been defined as per the table below:

Title	The Government program (p) <i>Sadak Suraksha Yogana or Road Safety State Support program</i>	The PforR Program (P) <i>India State Support Program for Road Safety</i>	Degree of alignment
Objective	State Support Programme for strengthening Road Safety incentivizing states for performance with grant disbursement based on efforts and outcomes with annual targets for reduction in fatalities i.e., 30% by the end of 2028-29.	Support the Government of India's program aimed at strengthening road safety capacity for implementation and results-management in select states	Fully aligned with enhanced focus on institutional capacity both at the center and state levels
Duration	6 Years (FY22-23 to FY28-29)	6 Years (FY22-23 to FY28-29)	Fully aligned



<b>Geographic Coverage</b>	14 States	14 States	Fully aligned
<b>Results Areas</b>	Program KPIs based on four themes: 1. Road Engineering 2. Vehicle Safety and Engineering 3. Enforcement 4. Post-Crash Care	Supporting all four themes and discussion with MoRTH on inclusion of an additional results area on institutional development and governance	Aligned with a scope to strengthen state road safety institutions and its management capacity
<b>Overall Financing</b>	US\$ 1 billion minus exclusions on few areas to be finalized during project preparation.	US\$ 250 million financing to the government’s program	WB PforR : US\$ 250 million Parallel ADB (US\$250 million) Counterpart GOI (US\$500 million)

19. **Descriptions of the Program Result Areas (RAs):** The Program will support the five RAs that contribute to the overall outcomes of the Government Program. A description of Program activities, proposed Disbursement-Linked Indicators (DLIs) and associated actions from the broader Government program are provided below.

**RA 1: Building State institutional capacities and systems to reduce road crash deaths and injuries:** RA1 focuses on strengthening the state institutional capacities and systems to roll out and implement the policy and institutional reform agenda engendered through the RSSSP. This will systematically improve road safety management functions of participating States to deliver road safety in this program and pave the way for the future. Key focus areas of this RA are tabulated below.

Indicative DLI/DLRs
National Road Safety Board functional to support state program <ul style="list-style-type: none"> <li>NRSB fully operationalized at the center</li> <li>A suite of road safety technical materials and guidance documents/toolkits are finalized for use by states</li> <li>Number of nodal officials trained through Executive Road Safety leadership program</li> </ul>
State lead agency/executive and operational leadership formed for road safety management and coordination <ul style="list-style-type: none"> <li>Lead agency designated OR state executive road safety committee formed with representatives from allied departments</li> <li>Road Safety Management Cell established under designated lead agency or executive leadership</li> </ul>
Training of road safety stakeholders for better results: <ul style="list-style-type: none"> <li>Implementation of agreed training program on Road Safety Audit, data collection and crash investigation, risk mapping</li> <li>Number of staff with road safety profile, experience and training engaged in state activities</li> </ul>
M&E system strengthened via: <ul style="list-style-type: none"> <li>Integrated Road Accident Database (IRAD) implemented at State level and accessible by all partners to aid in road safety investment decisions.</li> </ul>
Enabling environment for private sector engagement and financing <ul style="list-style-type: none"> <li>States to develop a framework for accessing private sector participation with enhanced focus on safety outcomes</li> <li>NRSB to streamline the aggregation of CSR funds in scaling up of pilot programs across the country</li> </ul>

**RA 2: Improving road engineering to enhance safety performance of state highways and urban roads:** This RA aims to focus on improving road engineering by conducting risk mapping of existing State Highways (SH) and urban roads to systematically identify road safety issues such that rectification of the same can lead to reduced road fatalities and injuries. It also seeks to harness private sector/CSR elements and improving resilience to climate change and natural disasters.

Indicative DLI/DLRs
Risk mapping of SH and urban road network and identification of high-risk crash corridors and sites:



- Risk mapping of road network for fatal crashes conducted and safety deficiencies are identified
  - Annual review of speed limits conducted on high risk corridors
- Remedial/ corrective measures taken at identified blackspots and safety for vulnerable road users improved
- High risk spots identified from the risk mapping and safety deficiencies are rectified with safety features
  - Development and maintenance of pedestrian/other vulnerable road user facilities for safe segregation of pedestrians/vulnerable road users

**RA 3: Improving State vehicle and driver safety systems:** This RA includes a focus on improving vehicle fitness and reducing emissions by setting up both private and state-owned authorized testing centers, thus contributing to the climate mitigation and private capital mobilization agendas. Additionally, the government program also includes the setting up of Driver Training & Automated Testing Centers. Included in this RA are also design and roll out campaigns on the cost and benefit of safer vehicles, and campaigns for improved road user behavior (speed management, following traffic rules, avoiding drunk driving, etc.).

**Indicative DLI/DLRs**

- Increased driver awareness for safer vehicles and safe road user’s behavior through:
- Design and delivery of targeted media advocacy campaigns for safe vehicles and improved road user behavior (speed, drink driving, helmet and seatbelt wearing rates)

**RA 4: Strengthening State road policing effectiveness and efficiency:** RA 4 aims at improving enforcement of speed laws and bringing about improved intermediate outcomes in terms of helmet and seat belt usage, reductions in alcohol-induced crashes, etc. through the use of advanced technology and equipment and strengthened capacity of state to enhance road safety.

**Indicative DLI/DLRs**

- Increased enforcement for violation of traffic rules (non-wearing of helmet, seatbelt, over-speeding, drunk driving etc.) through:
- Number of speed management devices procured
  - Improvement of road safety risk factors (e.g., speeding, helmet and seatbelt usage rates) through deterrent based traffic enforcement

**RA 5: Improving post-crash care by strengthening state emergency medical and rehabilitation services:** This RA aims to bolster emergency response to road crash victims and improve trauma care across all participating states. The aim is to improve state emergency response to road crashes within the Golden Hour (including through implementation of the Good Samaritan scheme) by improving the ambulance to population ratio and reducing the average response time of ambulances for road crash victims. The state emergency medical and trauma care system will also be strengthened with a better trauma monitoring plan with the help of a trauma registry, trained staff, and improved capacity of first responders, including women. Strengthening health systems across states will help resilient recovery stages of a post-COVID-19 pandemic world, taking advantage of the new opportunities through this state support program.

**Indicative DLI/DLRs**

- Road crash response system strengthened through:
- Improved EMS Ambulance to Population ratio by increased “Nos of ambulances” measured per lakh population
  - Implementation of training program for first responders, including women



Improved hospital-based case leading to fewer hospital deaths through

- Preparation of Trauma Care Registry and Trauma monitoring, and submission of plan
- Establish Scheme for Cashless Treatment of road crash victims to ensure timely care and reduce out of pocket expenditures

### E. Initial Environmental and Social Screening

20. **The proposed Program will have positive health and safety impacts by reducing road crash related deaths and injury through incentive-based support to the state governments.** There are four key areas for potential environmental risks and further assessment would be undertaken during preparation: (i) construction related EHS risks and impacts during implementation of corrective measures to be taken at identified crash blackspots including installation of safety features such as signages, markings, lane separations, pedestrian crossings etc. (ii) disposal of e-devices/tools used for road safety and traffic rule compliance monitoring and accident reporting (iii) scrapping old ambulances when procurement of new ambulances takes place and (iv) potential environmental risks/impacts due to accidents involving vehicles carrying hazardous chemicals. The government program is designed to exclude the new construction of major civil projects involving land acquisition such as construction of flyover and foot-over-bridge. In addition, the proposed Program will set out the clear exclusion criteria to avoid supporting activities which are assessed to have likely significant adverse impacts. The potential impacts are mostly site specific and reversible, and high adverse impacts are not expected. The ESSA will further assess the potential environmental impacts and analyse Program systems to propose additional mitigation measures.

21. **The Program does not intend to do any land acquisition and/or resettlement** as it does not support any new major construction and intends to work within the existing footprint of the road infrastructure especially while undertaking remedial/corrective measures towards addressing crash risk spots. However, the above works may cause, in limited cases, minimal displacement of informal settlers. Also, in few odd cases, there may be situation where taking small quantities of land is needed for fixing black spots. The detailed assessment will further explore the possibilities of any land requirements and/or squatter related issues (if any) and incorporate appropriate measures for addressing them. While there is no apparent risk of exclusion of scheduled tribe population and/or other marginalized community groups, the detailed assessment will also look at opportunities in enhancing social benefits to them. Also, with varied institutional capacities of participating states in addressing E&S issues, ESSA will further identify areas towards strengthening them.

22. **Gender gaps/actions:** The program will focus on improved access to financial compensation for women-headed households/women beneficiaries of the survivors’ families, specifically from low-income households. Fragmented universal insurance coverage measures disproportionately impacts women as an aftermath of road crashes. Additionally, estimates indicate that women-headed households received over 50% less compensation than their initial claim, in addition to experiencing several bureaucratic hurdles. Under the program, states will receive support to: a) facilitate information flows regarding eligibility, application process, documentation, provisions to secure interim relief, etc. targeting women beneficiaries and women headed households; b) prioritize provision of financial support to women seeking assistance to navigate the claims system and provide financial advice and c) Ensure that interim relief for claimants have regard to the specific needs of women beneficiaries as envisioned under the Act.

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