



Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 16-May-2024 | Report No: PID298



BASIC INFORMATION

A. Basic Project Data

Project Beneficiary(ies) India	Operation ID P501071	Operation Name Rajasthan Highway Modernization Project Phase-2	
Region SOUTH ASIA	Estimated Appraisal Date 30-Aug-2024	Estimated Approval Date 10-Dec-2024	Practice Area (Lead) Transport
Financing Instrument Investment Project Financing (IPF)	Borrower(s) India	Implementing Agency Department of Transport, Rajasthan State Highway Authority	

Proposed Development Objective(s)

The objective is to enhance efficiency, multi-modal integration and safety on selected state economic corridors in Rajasthan and strengthen the management capacity of the Rajasthan State Highway Authority.

PROJECT FINANCING DATA (US\$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)?	Yes
Is this project Private Capital Enabling (PCE)?	Yes

SUMMARY

Total Operation Cost	417.83
Total Financing	417.83
of which IBRD/IDA	250.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Bank for Reconstruction and Development (IBRD)	250.00
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Non-World Bank Group Financing



Counterpart Funding	103.87
Local Govts. (Prov., District, City) of Borrowing Country	103.87
Commercial Financing	63.96
Unguaranteed Commercial Financing	63.96

Environmental and Social Risk Classification

Substantial

Concept Review Decision

The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **India has the second largest road network in the world spanning over 6.7 million km which includes 1,46,145 km of National Highways (NH), 1,79,535 km of State Highways (SH), and 63,45,403 km of other roads¹.** The road transport sector accounts for about 85 percent of passenger traffic and 65 percent of freight traffic movement in the country and contributes to about 4.8 percent to the country's GDP. In response to the growing traffic volumes, at Compounded Annual Growth Rate of 10.8 percent, the road transport network has witnessed remarkable expansion in the last seven years, with National Highways surging by over 50% from 2014 to 2023. As of December 31, 2023, India has over 35,000 kilometers (22,000 miles) of four or more lane highways connecting major manufacturing, commercial, and cultural centers. Government of India has been actively investing in the development of road infrastructure through major national initiatives like the Bharatmala Pariyojana aimed at upgrading and expanding the road network, including the construction of expressways, economic corridors, and feeder routes. The sector has also pioneered several innovative public-private partnership (PPP) models with a strong contractual framework and balanced risk including Hybrid Annuity Model (HAM) and adoption of different modes of asset monetization including InvITs and Toll-Operate-Transfer (TOT).

Sectoral and Institutional Context

2. **Situated in the north-western part of the country, Rajasthan is the largest state of India by geographical area covering nearly 10 percent of total area of the country and has nearly 7 percent of India's population.** It is also among the states with per capita income lower than the national average ((US\$943/ INR 86,134) as against US\$1,185 / INR 96,522 nationally, or 20 percent of national average)². About 74 percent of the state's population resides in rural areas and mainly depends on agriculture for its livelihood. The state has good potential for growth in agriculture³ and agro-

¹Source: Year End Review 2023-Ministry of Road Transport and Highways

² Rajasthan is also lagging in many key socio-economic indicators and stood at 17th place out of 29 states of the country in terms of the Human Development Index

³ The state accounts for 10 percent of the milk, 35 percent of the wool and 10 percent of the meat produced in the country; it is the largest producer of wool and the 2nd largest producer of milk in the country.



based industries, mining and minerals processing⁴, tourism, handicrafts and cottage industries. Development plans for Rajasthan under the Delhi-Mumbai Industrial Corridor (DMIC) include high-tech industries, knowledge city and high-tech agriculture. The state's potential is underutilized due to inadequate road infrastructure (primarily single lane and longer distance connectivity with high choke points) and market linkages.

3. **The state serves as a crucial gateway for trade between northern and western parts of India.** Rajasthan shares border with five significant states including Gujarat, Uttar Pradesh, Madhya Pradesh, Haryana and Punjab. Around 40 percent of the Indian market is accessible through this state's bordering states, and it also acts as a vital transportation link between the north Indian states and the ports along India's west coast. Further, about 46 percent of the influence area of the DMIC falls in Rajasthan. DMIC offers unique development opportunities to the state, provided an adequate road network within its area of influence exists and reduce the travel times in terms of distance, decongestion, and riding quality. The Delhi-Mumbai and Amritsar-Jamnagar Corridors under the Bharatmala National Program with multiple spurs potentially reduces travel time⁵ between large cities of Rajasthan such as Jaipur, Alwar, Ajmer, Neemrana with Delhi and ports in Gujarat and Mumbai. This together with existing National Highway network and the Western Dedicated Freight Corridor (WDFC) acts as a logistics spine to facilitate trade. Approximately 40 percent length of the WDFC lies in the state and connects various industrial hubs. The State Highway (SH) network works as a feeder network to this logistics spine but currently suffers from low capacity, poor riding quality and absence of amenity services. Upgrading the required strategic corridors of SH will help maximize industrial competitiveness, tourism potential, economic benefit and enhances its role in the overall trade and logistics ecosystem of India.

4. **Rajasthan, categorized as a "Fast Mover" in the 2023 Logistics Ease Across Different States (LEADS)⁶ Index, demonstrates ongoing progress in its logistics ecosystem.** Additional reforms will be required for the state to move to the "Achievers" categories. However, key challenges include inadequate road and rail infrastructure, poor connectivity to industrial areas, lack of export certification facilities, inefficient cargo movement, and limited skilled manpower. To address these issues, the Government of Rajasthan (GoR) is keen on capacity augmentation of the state highway network and improve multi-modal integration to promoting industrial competitiveness and logistics investments in the state.

5. **Though significant efforts are being made to improve the state road network in past years, yet there are huge gaps and opportunities for green growth which need to be considered.** Rajasthan's road network⁷ covers about 278,813 km, including about 10,618 km of national highways, 17,237 km of state highways (SH), 14,270 km of major district roads (MDR), 51,224 km of other district roads, and 186,462 km of village roads. However, the State is far behind in comparison of national road density which stands at 81.47 km per 100 sq. km at the end of March 2022 against national road density of 165.23 km per 100 sq. km. Despite huge investment, 49 percent of the total SH & MDR network continues to be single/intermediate lane carriageway standards (below 7 mtrs) carrying 80 percent of the traffic and suffers from poor riding quality, inadequate geometry, capacity constraints leading congestion and safety standards affecting traffic flow.

6. **Streamlining planning, accelerating infrastructure development, and improving service delivery in Rajasthan:** Rajasthan's road system earlier lacked a unified strategy. Strategic planning and budgetary resources for state highway infrastructure development, its capacity augmentation and maintenance are limited and insufficient to respond to

⁴ Rajasthan has about 65 varieties of minerals and accounts for more than 70 percent of India's total mineral production

⁵ Estimates by NHAI suggest that the travel times saved range between 100 to 200 minutes <https://nhai.gov.in/nhai/delhi-mumbai-expressway>.

⁶ The Government of India launched the LEADS (Logistics Ease Across Different States) initiative in 2018 to create healthy competition among states for them to contribute to India's logistics competitiveness. The LEADS framework for 2023 measures 17 parameters across 3 pillars (Logistics infrastructure, Logistics services and Operational cum regulatory framework) as a combination of objective data analysis and stakeholder perception. The states are grouped into four categories such as coastal, landlocked, northeastern states and union territories and ranked based on performance of peers within the group by ranking them into three groups: Achievers, Fast Movers and Aspirers.

⁷ Economic Review FY22-23, Department of Economics & Statistics, Statistics Department, Jaipur



growing needs. Despite the involvement of specialized agencies like RSRDC and RIDCOR, development efforts remained fragmented, particularly in critical areas such as industrial corridors, multi-modal integration, and export/import trade routes, economic corridors serving as feeder to the national highway/ expressway network. In response to these challenges, the GoR enacted the Rajasthan State Highway Authority (RSHA) Act in 2014, signalling a paradigm shift towards treating infrastructure development as a service. The RSHA was established as a dedicated body for strategic management of the SH network with greater autonomy, efficiency, and accountability. The RSHA mandate allows it to regulate traffic, raise funds, and leverage external resources for better development and maintenance of Rajasthan's highways and thereby promote transport oriented green growth development.

7. RSHA needs organizational strengthening and effective corporate governance to become a strategic asset manager of SH network need to build on transparency and disclosure imperative for financial sustainability: Under the World Bank supported ongoing Rajasthan State Highway Development Program II (RSHDP) Project, RSHA has been operationalized by transferring the management of 3,240 km of state highway network. The RSHA Board along with initial managerial and technical staff has started functioning. The key rules and regulations (transaction of business, financial management, administration, and highway fee rules) have been notified. A transition strategy to facilitate the progressive transfer of ~100% of SH and MDR network over the next 10 years was also commissioned under the ongoing project which is under approval of the GoR. This requires a (i) robust business model, (ii) financial self-sustenance including identifying new sources of finance and finding viable investment avenues, and (iii) achieving highest standards of corporate governance driven by transparency, disclosure and stakeholder engagement.

8. Mobilizing required resources will require diverse business models, budget reform, and ease of doing business combined with enhancing fiscal resources: Rajasthan was one of the first states to develop roads on a public private partnership (PPP) basis and has since then developed about 5000 km of roads through PPP modes including combination of Built-Operate-Toll (BOT) and Hybrid Annuity Model (HAM- also funded under the World Bank and Asian Development Bank supported projects). However, attracting additional private capital and talent requires bankable assets, and diverse contracting models aligning with commercial risk profile and investor appetite. The government is keen in diversifying business models including variants of the Hybrid Annuity Models, asset recycling - Toll, Operate Transfer or Operate, Maintain and Transfer Contracts, InVIT and/or availability-based models. Although the current institutional and staff capacity needs strengthening for such innovative financing models. Inclusion of private sector will also promote R&D in resource and network efficiency directing to sustainability.

9. Rajasthan is taking measures to address road safety challenges as its road network expands and vehicle numbers rise. Ranking 9th in terms of road crashes and 5th in road traffic fatalities in India, the severity index of Rajasthan roads stands at 40, higher than the national average of 29 representing 6.5 percent of all fatalities in India in 2022. Despite various measures, road accidents surged by 13 percent in 2022 with an 11 percent increase in fatalities, i.e., a total of 23,614 accidents and 11,104 fatalities. Under the ongoing RSHDP project, GoR has formulated a "Road Safety Strategy" with a 10-year "Action Plan," aligned with the globally recognized Safe System Approach. This strategy, aiming towards a "Towards Zero 2033" vision, outlines department-wise objectives, interventions, funding plans, timelines, and institutional mechanisms to achieve set targets by 2033.

10. Road infrastructure resilience to climatic events is a concern considering the anticipated scale of infrastructure development and maintenance and the critical need to promote sustainability, resilience, and green growth. Rajasthan is in the hottest and arid climatic zone of India, with high exposure to intense solar radiation and high wind velocity. With maximum temperature reaching 47°C to 52°C and projected to increase by about 2 to 2.5°C in near term period, it is essential to institutionalize climate resilience, resource efficiency, greening and shading aspects in road design and construction. Additionally, while western and southern districts of Rajasthan are more affected by droughts, however, eastern districts are more affected by heavy rainfall. Drastic changes in temperature during summer and winter depriving soil moisture content, and increased occurrences of extreme rainfall during monsoon causes severe



damage to pavements from softening and cracking. These aspects demand research and application of alternative construction materials, method, and design, leading to sustainable infrastructure delivery, reduction in vehicular friction and enhancing rider comfort.

Relationship to CPF

11. **The Project is aligned with the India Country Partnership Framework (CPF) FY18-22 discussed by the Executive Directors of the World Bank Group (Board) on September 20, 2018 (Report No. 126667-IN) extended to 31 December 2024.** The proposed project directly supports the “competitiveness and jobs” focus area of the CPF by improving connectivity and logistics. The proposed project is aligned with the CPF approaches i.e.: (i) strengthening government institutions, i.e., RSHA and Transport Department and building their capacity; (ii) engaging a federal India i.e. state of Rajasthan; (iii) leveraging the private sector through private capital mobilization and leveraging IBRD funds to enhance resource base of RSHA for infrastructure development; and (iv) supporting a lighthouse by developing a replicable and scalable model for innovative financing. The proposed project is also aligned with Government of India-NITI Aayog ‘Strategy for New India@ 75’, which recognizes the need for infrastructure development, enhancing innovative financing and improving connectivity and modal mix for improving the logistics efficiency of the country.

12. The proposed project will support the CPF cross-cutting themes including climate-resilient and low-carbon infrastructure development, addressing gender inequalities in the development and use of transport infrastructure in the state and will harness high-impact technologies for improving contract management, Intelligent Transportation Systems (ITS) for road journey information to the public and road safety along the road network.

13. The project is consistent with India’s Nationally Determined Contributions (NDC) commitments under the Paris Agreement, and India’ Long-term Low Carbon Development Strategy. The project will contribute to climate change adaptation by safer and more resilient road transport infrastructure. The project will support transition to resource efficient and sustainable infrastructure through use of low-carbon construction material, use of recycled materials and industrial by-products, long-lasting pavement designs and preservation and maintenance strategies for improved life-cycle road asset management.

C. Proposed Development Objective(s)

The objective is to enhance efficiency, multi-modal integration and safety on selected state economic corridors in Rajasthan and strengthen the management capacity of the Rajasthan State Highway Authority.

Key Results (From PCN)

14. The PDO indicators are as follows:

- People with enhanced access to sustainable transport infrastructure and services (number)
- Reduction in travel time and cost between transfer points for freight transportation and passenger movement (percentage)
- Reduction of road incidents, accidents, and fatalities occurring along the selected corridors (percentage)
- Increased private financing in the state highway network in Rajasthan (US\$ or % raised from private sources)

D. Concept Description

15. The proposed project adopts a three-fold strategy to support GoR in the next phase:



- i. Advancing the institutional reform by strengthening institutional, managerial, and fiscal capacity of RSHA by expanding its resource base, and identifying new sources of financing including accessing financial markets and commercial borrowings by leveraging IBRD funds and loan guarantees;
- ii. Mobilize private capital to support achieving multi-modal integration, industrial competitiveness and reducing congestion through capacity augmentation of selected state economic corridors; and
- iii. Implementation of road safety strategy and action plan including digitization and decarbonization of transport services.

Components:

A. Empowering RSHA for Efficient Road Network Management:

- i. The proposed project will support strengthening the newly operationalized RSHA to transform into an empowered and autonomous road network service delivery provider. To achieve this vision and execute its ambitious business plan with diversified funding sources, the proposed project will support strengthening its institutional & managerial capacity along with its governance structure⁸ of RSHA including: (i) ownership arrangement that segregates ownership and management of road assets between GoR and RSHA by strengthening internal systems and processes as per the RSHA Act; (ii) diversifying funding strategy – developing robust business plan and investment strategy including short, medium and long-term plans for strategic management of ~100% of SH network by RSHA through external capital and green financing; (iii) enhance management of investments and assets including developing framework for selection/development of projects, asset management & maintenance strategy along with addressing climate change and environmental challenges; (iv) staffing - an empowered, effective, lean organization with competent staff (v) performance management - result oriented performance monitoring including service level agreement with GoR including strategic targets/ key performance indicators for network serviceability and sustainability and developing a corporate governance score card; and (vi) disclosure and transparency for compliance with applicable laws and standards and foster citizen centric, low-carbon and sustainable service delivery approach.
- ii. Development of comprehensive Network Master Plan for managing strategic highway network by RSHA based on network demand modelling. To promote efficiency and sustainability, the Master plan will focus on connecting key industrial areas, shortest routes linking key national economic corridors, multi-modal integration, export/import (EXIM) trade routes, and capacity augmentation plans to provide smooth linkages to terminals and logistics parks and removal of choke points in the State.
- iii. The proposed project will also support RSHA in improving market credibility through inclusion of externalities and sustainability related risks in financial models and gradual shifting of asset balance sheets towards more 'sustainable' infrastructure. For such long-term value creation, the project will support assimilation of Environmental Social & Governance (ESG) initiatives as part of RSHA's core business strategy. Activities to this effect would include: (a) establishment of E&S cell with required staffing, (b) formulation of operational process and procedures, (c) capacity and skill augmentation and (d) developing (incremental) reporting systems for internal and external stakeholders.

B. Infrastructure Improvement and Modal Integration through private capital mobilization:

⁸ Inspired from Organization for Economic Cooperation and Development (OECD) Guidelines on Corporate Governance of State-Owned Enterprises and World Bank's Corporate Governance Toolkit.



- i. Enhancing the capacity, resilience, environmental sustainability, and safety of about 1000 km of state highways economic corridors to improve multi-modal integration, first and last-mile connectivity to consumption and production centres, EXIM trade routes and inter-modal terminals/ Inland Container Depots. This will help in reduction of transport logistics cost, reduce congestion, improve industrial competitiveness, and facilitate trade and better traffic management. In addition to the regular Engineering, Procurement and Construction (EPC) model, this component will also mobilize private capital through the implementation of combination of Build Operate and Transfer (BOT) and Hybrid Annuity Model (HAM) model drawing from the successful practices and insights garnered during Phase-I implementation.
 - ii. Pilots on wayside amenities, rest areas and land value capture model along the selected economic corridors on PPP mode.
- C. Strengthening Road Safety Management:** This component will support implementation of the Rajasthan Road Safety Strategy and Action Plan (RSSAP), which is currently in the final stages of development as part of ongoing RSHDP Phase-1. The strategy adopts a results-focused safe system approach, encompassing engineering, enforcement, education, and post-crash care interventions to enhance road safety outcomes across the state. This includes:
- i. *Strengthening road safety management:* Institutional strengthening of the state road safety cell- the Lead Agency in the state, and technical assistance for implementation of RSSAP including strengthening the coordination and monitoring framework.
 - ii. *Engineering Improvements:* Program for identification and rectification of blackspots on the high-risk SH and MDR network; developing road safety performance tool for network performance monitoring and capacity building for road safety audits, standards, and manuals.
 - iii. *Work zone Safety Management:* Strengthen systems and practices to address safety issues during execution of civil works for: (i) road users (traffic safety and management), (ii) workers (occupational health and safety risks), and (c) road-side communities.
 - iv. *Strengthening road safety enforcement through digitalization and decarbonization of services:* (i) implementing Intelligent Transportation Systems (ITS) across industrial and tourist circuits; (ii) digitizing inspection & Maintenance centers for in-use vehicles and registration processes; (iii) establishing advanced Automated Testing Stations (ATS) for vehicle fitness assessments, including dedicated centers for commercial vehicles; (iv) establishing mobile test centers for increased accessibility; (v) establishing vehicle scrapping facility at selected districts; and (vi) transition to electronic challans across the state by procuring required e-challan devices and training police officers in the field.
 - v. *Enhancing Post-Crash Care Services:* Improve post-crash management by strengthening (i) the trauma-care and stabilization centers on selected high-risk NH/SH, (ii) ambulances services, and (iii) capacity building of emergency response staff.
 - vi. *Enhancing awareness and education:* Improving road-user behavior change by streamlined road safety awareness campaigns including community engagement and development of road safety curriculum as part of school and college education.
- D. Project Management and Capacity Building:** Support for project preparation, management and implementation support along with capacity building of the staff.

Cross-Cutting Themes:



16. **Citizen Engagement:** The proposed program will adopt an inclusive and participatory approach and will explore opportunities for engaging with community across the project life cycle. This may include (i) consultations during preparation of engineering designs, (ii) infrastructure design that is gender-sensitive and also equipped to meet the needs of the differently abled , (iii) feedback, and grievance redressal mechanism for the community, and (iv) transparency and disclosure mechanism for RSHA to foster trust and create infrastructure solutions that truly benefit the community.

17. **Gender:** Rajasthan is known for a high level of gender disparity in many aspects. According to the Periodic Labour Force Survey (2022-23), the female Worker Population Ratio in Rajasthan is 34.8%. As is known, inadequate access to safe transport is often a barrier to improving women's participation on the workforce. The project will launch an early assessment of gender inequalities in access and use of transport infrastructures in Rajasthan including employment and training opportunities, addressing mobility constraints and gender-responsive infrastructure and introducing safety awareness campaigns and other measures to reduce potential risks (such as road safety and GBV). As part of the institutional strengthening efforts under component A to create an empowered and effective staff, RSHA will look to promote more women in technical and managerial roles. The project will also ensure that women road users and female students are targeted as part of the road safety campaigns.

18. **Climate Change & Paris Alignment:** Considering the geographical terrain and range of climate considerations, the proposed project will develop a strategy for integrating climate resilience and disaster risk management in the design, construction and maintenance of roads and bridge infrastructure. Based on the level of risk and impacts, both mitigation and resilience enhancement measures will be included using life-cycle approach. The proposed project will support mapping hazard risks and establishing decision support system for identifying, mitigating climate and disaster risks and enhance incorporation of nature-based solutions, alternative/ local and marginal materials, construction technologies, standards and codes, GHG auditing and development of tools for green-rating system, value-engineering, bridge health monitoring and introducing landscape approach for corridors greening and generate additional community livelihoods.

Legal Operational Policies

	Triggered?	
	Last approved	Current
Projects on International Waterways OP 7.50	No	
Projects in Disputed Area OP 7.60	No	

Summary of Screening of Environmental and Social Risks and Impacts

19. **Overall implementation arrangements:** RSHA along with the Transport Department will be responsible for the implementation of the proposed project. RSHA has already acquired some experience in implementing the ongoing World Bank project with familiarity of undertaking PPP projects supported by the World Bank and ADB, however, requires capacity building in contract management, environment, and social risk management, integrating road safety and innovative financing models. In addition, the Transport Department, the nodal department coordinating road



safety, will be responsible for implementing the road safety component (c) of the project. The capacity requirement of RSHA and the Transport Department would be assessed in detail in subsequent stages during the project preparation. The adequacy of the implementation and institutional arrangements including inter-departmental coordination will be further assessed and revised as project design evolves.

20. **Environment and Social Management arrangements:** Key environment and social (E&S) risks are envisaged from activities under Component 2 and 3 that entail civil works. Possible impacts due to proposed project interventions may include: (i) adverse implications on drainage, natural resource requirement (including water), safety and cultural heritage arising from sub-optimal planning and poor engineering design practices; (ii) impact on avenue plantations and forest areas due to tree felling and diversion of forest land; (iii) delays in obtaining requisite regulatory permissions; (iv) disruption of services due to shifting of utilities; (v) risks pertaining to occupational health and safety, debris, pollution management, dust and noise during execution of civil works; (vi) land acquisition and displacement of people while developing 1000 kms of road segments and; (vii) challenges pertaining to appropriately managing outreach and engaging a considerably diverse set of stakeholders, including meaningful community participation in preparation and implementation of the project.

21. Due to a long association between GoR/State PWD and the World Bank right through Rural Roads Project, PMGSY - Rural Roads Program, RRSMP, and the on-going RSHDP, the road agency in the state has gained reasonable experience in applying and implementing safeguard policies. However, the proposed operation will apply the Bank's Environment and Social Framework (ESF), for which some capacity augmentation will be required. Based on initial assessment, all Environment and Social Standards (ESSs) (1 to 10, except 9) are relevant to the proposed project and over-all E&s risks are expected to be 'moderate'.

22. Following ESS 1, national/state regulations and GIIP, RSHA will conduct an Environment and Social Assessment to develop an Environmental and Social Management Framework (ESMF), Stakeholder Engagement Plan (SEP) and Environmental and Social Management Commitment Plan (ESCP) for managing anticipated E&S risks/impacts of the project. Both risk rating and applicability of ESSs will be confirmed during project preparation as more granular information on location of sub-projects and magnitude of impacts becomes available. Further, in the light of long experience with PWD and over-all satisfactory E&S performance on past projects, the application of Borrower's Systems in the proposed project will be explored by the Bank during project preparation.

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APPROVAL

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