

**Chapter - 2**  
**Regulation and Control over**  
**Registration and Use of Vehicles**



## Chapter-2

### Regulation and Control over Registration and Use of Vehicles

This Chapter highlights the shortcomings related to registration of vehicles, fitness and issue of permits.

#### Brief snapshot of the chapter:

- Total 67,603 vehicles (561 Ambulances, 34 Educational Institutional Buses and 67,008 Other Transport Vehicles), with active status on Vahan portal, were without valid fitness certificate as on 31 March 2024.
- Registration of total 43,821 non-transport vehicles (with active status on Vahan portal), which were due for renewal of registration, had not been renewed, as on 31 March 2024.
- Total 2,362 temporary registrations were not followed by the permanent registration number till 31 March 2024, though more than six months' period had lapsed since temporary registration.
- Wrong classification of 361 Construction Equipment Vehicles (CEVs) as Heavy, Medium or Light Motor Vehicles instead of "Others" resulted in short realisation of registration fee of ₹ 6.75 lakh.
- Fitness certificates were granted to 12,001 transport vehicles, registered in the State up to 30 September 2015, without ensuring installation of speed governors.
- Permits of total 6,343 active transport vehicles (excluding NOC, Age Expired, Replaced, Converted, RC Cancelled, RC surrendered, Theft and Scrapped Vehicles) were not renewed after the expiry of validity period as on 31 March 2024.
- Twenty Educational Institution Buses in the State were found registered in the name of an individual instead of institution name or designation of the institute.
- Total 1,110 vehicles were registered in more than one RTO/ARTO offices in the State as on 31 March 2024.

#### 2.1 Vehicles without valid fitness certificate

Section 56(1) of the Motor Vehicles (MV) Act, 1988 provisions for issue of fitness certificate of transport vehicles and states that the transport vehicle is not deemed to be registered unless it holds a certificate of fitness. A vehicle fitness certificate is issued by the RTO/ARTO and authorised Automated Testing Station (ATS). This certificate indicates the vehicle is fit and ready to be driven on the road.

Rule 62 of the Central Motor Vehicles Rules (CMVR), 1989 states the validity period<sup>1</sup> for fitness certificate of transport vehicle. Renewal of a fitness certificate shall be made only after the Inspecting Officer or ATS has carried the specified tests.

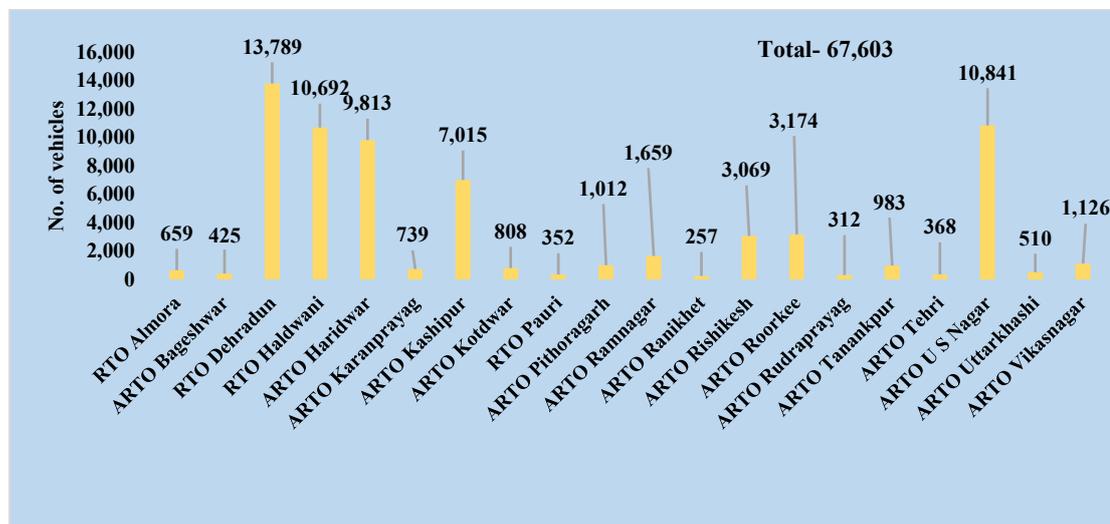
During analysis of Vahan portal data, it was observed that as on 31 March 2024, total 67,603 vehicles {561 Ambulances, 34 Educational Institutional Buses (EIB) and

---

<sup>1</sup> Biennially for a new transport vehicle up to eight years and yearly after eight years.

67,008 Other Transport Vehicles (OTV)}, with active status<sup>2</sup> on portal, were in the State without valid fitness certificate, as detailed in **Chart-2.1** below:

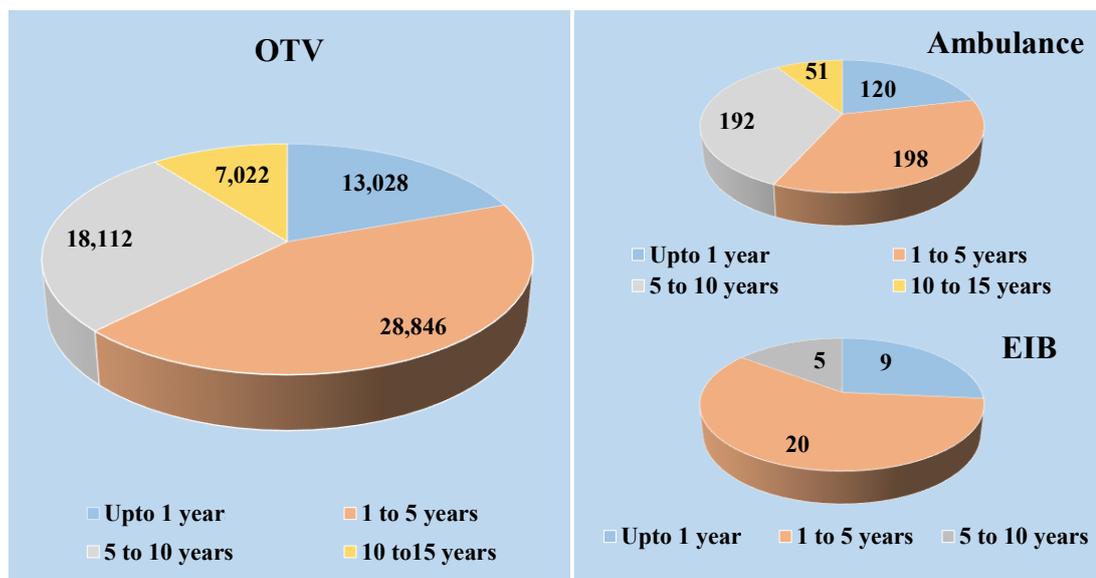
**Chart-2.1: Vehicles without valid fitness certificate**



Source: Vahan database.

The age-wise analysis of non-renewal of Fitness certificate as on 31 March 2024 is given in **Chart-2.2** below:

**Chart-2.2: Age-wise analysis of vehicles plying without valid Fitness Certificate**



Above portal data was verified through checking the documents of sampled 216 vehicles (120 OTVs<sup>3</sup>, 80 Ambulances<sup>4</sup> and 16 EIBs<sup>5</sup>) and it was found that 188 vehicles (103 OTVs, 75 Ambulances and 10 EIBs) had not renewed their fitness certificates till January 2025. Further, it was also noticed that out of these 188 vehicles, insurance of 42 vehicles (17 OTVs, 24 Ambulances and 1 EIB) was renewed after

<sup>2</sup> Excluding NOC, Age Expire, Replaced, Converted, RC Cancelled, RC surrendered, Theft and Scrapped Vehicles.

<sup>3</sup> RTO Dehradun-30; RTO Almora-30; ARTO Udham Singh Nagar-30; ARTO Rudraprayag-30.

<sup>4</sup> RTO, Dehradun-30; RTO, Almora-16 ; ARTO, Udham Singh Nagar-28; ARTO, Rudraprayag-06.

<sup>5</sup> RTO, Dehradun-08; RTO, Almora- 01; ARTO, Udham Singh Nagar-07.

expiry of fitness. The possibility of vehicles operating on the road without a valid fitness certificate cannot be ruled out, as analysis of Vehicle Location Tracking (VLT) data revealed that 397 transport vehicles and 91 ambulances transmitted alerts even after the expiry of their fitness certificates.

The State Government, in its reply, stated (August 2025) that under the provisions of the MV Act, 1988 and the CMVR, 1989, violations are considered only when vehicles are found plying in public places with expired fitness certificates. It was also informed that the department issued 34,990 challans during the period 2019-24 for vehicles operating without valid fitness certificates.

Issuance of these challans by the Department itself indicates that such vehicles were indeed plying on roads without valid fitness certificates.

**Recommendation - 1:**

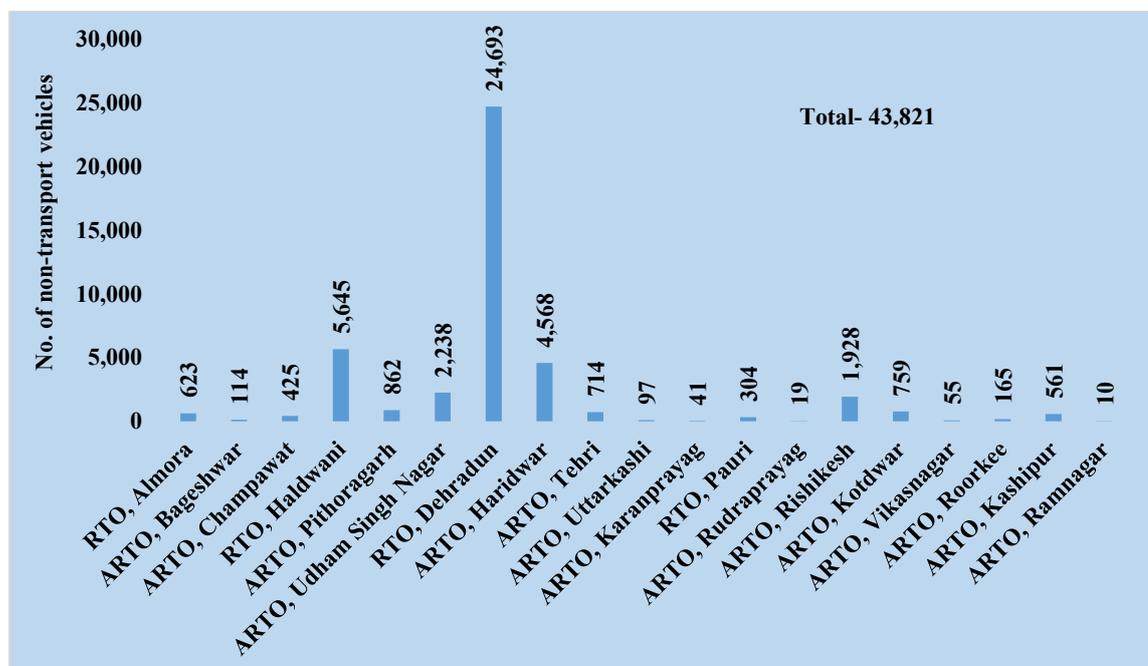
*A system should be developed to send notices or alerts via SMS at specified intervals to vehicle owners whose vehicle fitness validity has expired.*

**2.2 Registration of non-transport motor vehicles not renewed after expiry**

Under Section 41 (7) of the MV Act, 1988, the motor vehicle registration is valid only for a period of 15 years from the date of issue of such certificate. Rule 52 of the CMVR, 1989 provisions for renewal of registration of non-transport vehicles and states that application for such renewal may be made 60 days prior to the expiry of registration.

As per Vahan portal data, it was noticed that as on 31 March 2024, registration of total 43,821 non-transport vehicles (with active status on portal), which were due for renewal of registration, had not been renewed. The office-wise details of such vehicles are given in **Chart-2.3** below:

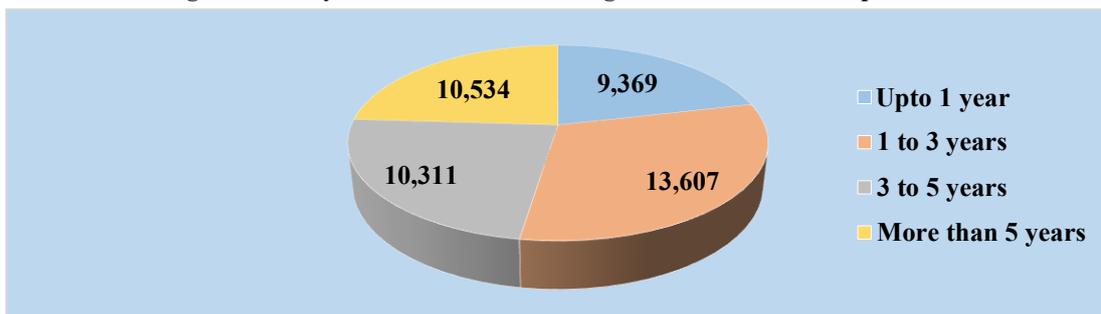
**Chart-2.3: Non-renewal of registration of non-transport motor vehicles after expiry**



Source: Vahan database.

The age wise analysis of non-renewal of registration as on 31 March 2024 is given in **Chart-2.4** below:

Chart-2.4: Age wise analysis of non-renewal of registration of non-transport motor vehicles



During verification of portal data through checking documents of the 109 sampled cases of four test-checked units, it was found that 70 (64 per cent) non-transport vehicles had not renewed their registration till January 2025, as detailed in **Appendix-2.1**. The possibility of these vehicles plying on road without renewal of registration cannot be ruled out.

The State Government in its reply stated (August 2025) that, as per the provisions of the MV Act, 1988 and the CMVR, 1989, violations are considered only when vehicles are found plying in public places without renewed registration. It was further informed that the department had issued 54 challans during the period 2019-24 for vehicles operating without renewal of registration.

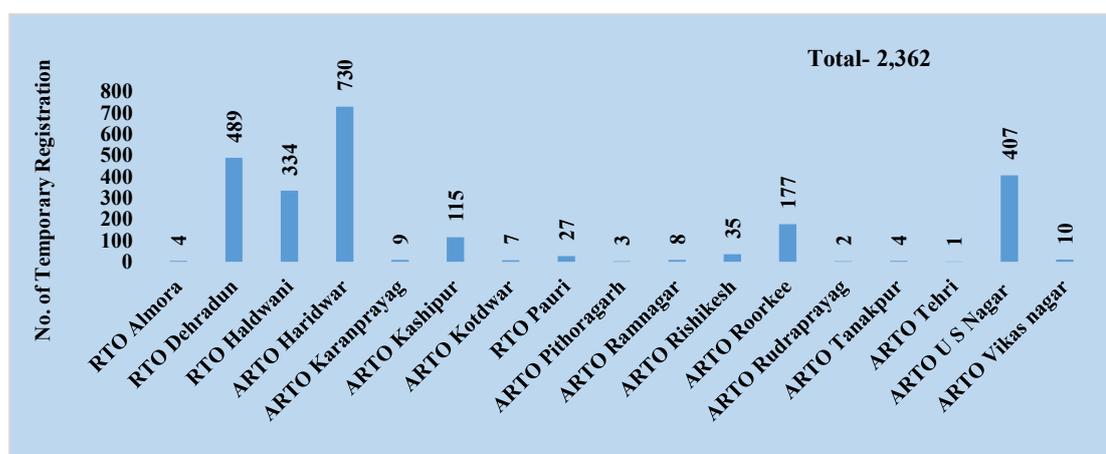
Issuance of these challans by the department itself indicates that vehicles ply on road without renewed registration.

### 2.3 Temporary Registrations not followed by Permanent Registration

Section 43 of MV Act, 1988 gives the timelines that the temporary registration of a vehicle is valid for one month and is non-renewable. For certain conditions<sup>6</sup>, the Rule 53-B of the CMVR, 1989 provides for temporary registration of vehicles for six months.

As per Vahan Portal data, in the State total 2,362 temporary registrations<sup>7</sup> were not followed by the permanent registration number till 31 March 2024. The office-wise details of such vehicles is given in the **Chart-2.5** below:

Chart-2.5: Temporary Registrations not followed by Permanent Registration



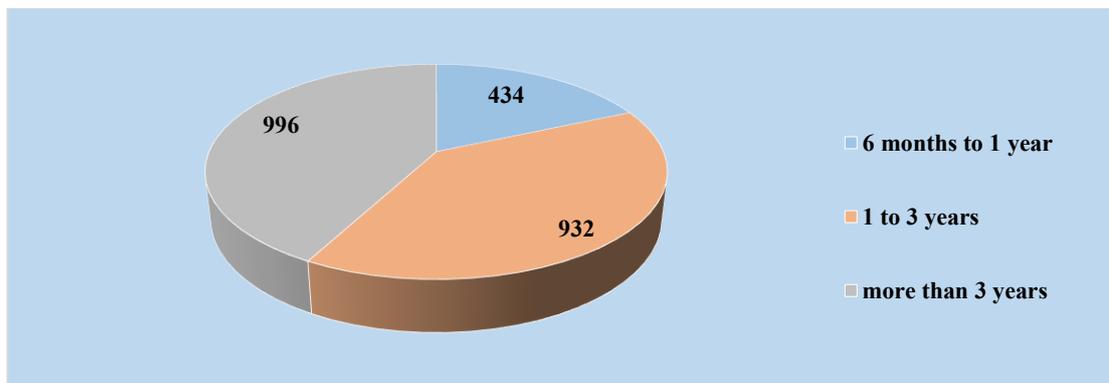
Source: Vahan database.

<sup>6</sup> Provisions for temporary registration of six months from the date of issue for the chassis purchased in any State other than the State in which the dealer is situated.

<sup>7</sup> 2WN-652, 2WT- 1, 3WT-93, 4WIC-1, HGV-219, HVM-3, HPV-4, LGB-92, LMV-1095, LPV-34, MGV-47, MMV-12, MPV-1, OTH-108.

Age-analysis of temporary registrations not followed by the permanent registration as on 31 March 2024 is given in **Chart-2.6** below:

**Chart-2.6: Age-analysis of Temporary Registrations not followed by Permanent Registration**



This data was validated by checking of documents of 66 sampled cases<sup>8</sup> and it was found that in all the sampled vehicles temporary registrations were not followed by the permanent registration till January 2025.

The State Government replied (August 2025), that as per Rule 53 (B) of the CMVR, 1989, the validity of temporary registrations is for a period of six months. Further, during the exit conference (25 July 2025), while accepting the fact, it was acknowledged that the Vahan software currently lacks a mechanism to track vehicles with temporary registration and that such a system needs to be developed and incorporated into the Vahan platform.

#### 2.4 Incorrect categorisation of Construction Equipment Vehicles

As per Rule<sup>9</sup> 81 of the CMVR, 1989, Construction Equipment Vehicles<sup>10</sup> (CEV) were classified as "Others" category and a registration fee of ₹ 3,000 per vehicle was to be levied on such CEV.

The analysis of the Vahan Portal data of CEVs, registered in the State during 2019-24, revealed that, out of 375 CEVs, 361 were wrongly classified as Heavy Motor Vehicles (HMV), Medium Motor Vehicles (MMV) or Light Motor Vehicles (LMV) instead of the "Others". This has resulted in short realisation of registration fees amounting to ₹ 6.76 lakh as detailed in the **Table-2.1** below:

**Table-2.1: Short realisation of registration fees**

(Amount in ₹)					
Classification of vehicles	Number of vehicles	Fees prescribed (per vehicle)	Fees levied (per vehicle)	Short recovery (per vehicle)	Total short recovery
MMV <sup>11</sup>	1	3,000	0	3,000	3,000
LMV	22	3,000	600	2,400	52,800
MMV	226	3,000	1,000	2,000	4,52,000
HMV	112	3,000	1,500	1,500	1,68,000
<b>Total</b>	<b>361</b>				<b>6,75,800</b>

Source: Vahan database.

<sup>8</sup> RTO, Dehradun (30 cases); RTO, Almora (04 cases); ARTO, Udham Singh Nagar (30 cases); and ARTO Rudraprayag (02 cases).

<sup>9</sup> Amended through notification dated 29 December 2016.

<sup>10</sup> CEV means a self-propelled machine with rubber tyre, wheeled mounted compactor, wheeled hydraulic excavator, wheel/ backhoe loader, skid steer loader, dumper, motor grader, mobile crane, dozer and paver etc.

<sup>11</sup> This vehicle was categorised as MMV but no registration fee was charged against it.

This data was confirmed during validation of documents of 61 sampled cases<sup>12</sup>.

The State Government, while accepting the facts (August 2025), stated that the process of recovery is in progress in the concerned offices.

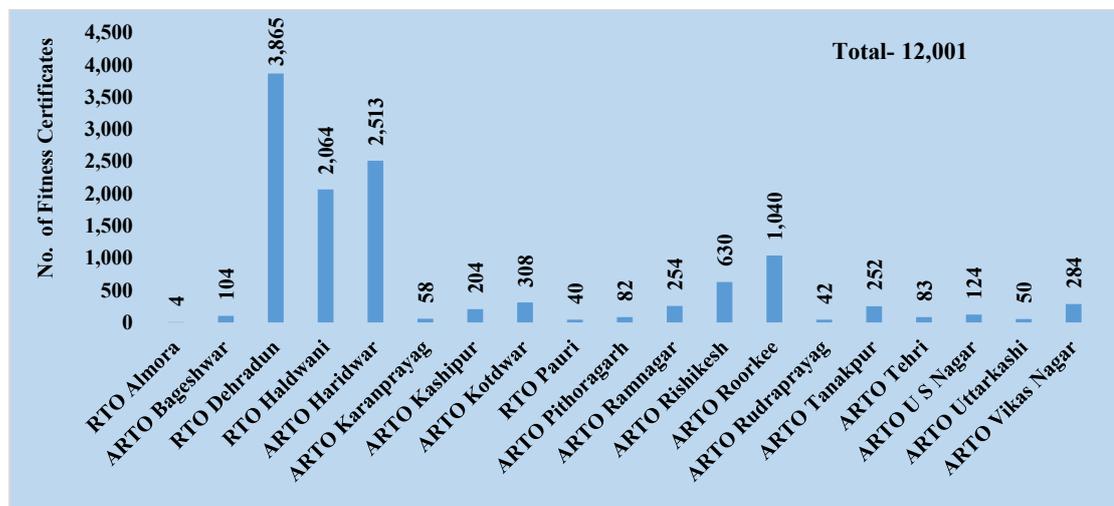
## 2.5 Fitness Certificates issued without ensuring installation of Speed Governors

The GoU vide notification<sup>13</sup> dated 31 January 2017 prescribed that the transport vehicles manufactured prior to 1 October 2015 shall be fitted with speed governor of maximum pre-set speed of 80 Km/Hour and transport vehicles carrying hazardous goods shall be fitted with speed governor of maximum pre-set speed of 60 km/hour respectively.

Further, Ministry of Road Transport and Highways (MoRTH) directed (February 2018) for integration of data of retro-fitted speed governor on Vahan portal. In this order, RTOs were directed to enter Unique Identification Number of speed governors on Vahan portal at the time of fitness testing of the vehicle.

On analysis of Vahan Portal data, it was found that total 12,001 transport vehicles registered in the State up to 30 September 2015, were granted fitness certificates during 2019-24 without entering Unique Identification Number of speed governors on Vahan portal. This shows that RTOs did not ensure installation of speed governors as detailed in the **Chart-2.7** below:

**Chart-2.7: Fitness Certificates issued without ensuring installation of Speed Governors**



Source: Vahan database.

Above data was validated during the checking of documents of 94 cases<sup>14</sup> and it was found that Unique Identification Number of speed governors were not entered in Vahan Portal till January/February 2025.

The State Government, while acknowledging the facts (August 2025), stated that the cases would be verified and necessary action would be taken to ensure the installation of speed governors in the vehicles.

<sup>12</sup> RTO, Almora (06 cases); RTO, Dehradun (30 cases); and ARTO U S Nagar (25 cases).

<sup>13</sup> No. 85/ix-1/2016/33/2013.

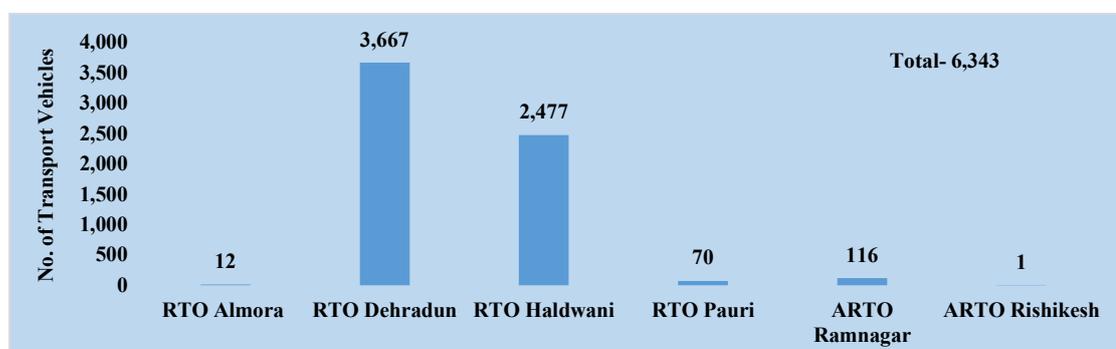
<sup>14</sup> RTO, Dehradun (30 cases); RTO, Almora (04 cases); ARTO, Udham Singh Nagar (30 cases); and ARTO, Rudraprayag (30 cases).

## 2.6 Permits of transport vehicles not renewed

Sections 66 (1) and 88 (1) of the MV Act, 1988, provision for plying of transport vehicle in public areas, with valid permit and the validity of such permit will be for a period of five year. Further Section 81 (2) of the said Act prescribes that a permit may be renewed on the application presented not less than 15 days before the date of its expiry. A transport vehicle permit is a legal document, issued by State or Regional Transport Authority, that authorises a motor vehicle to be used as a transport vehicle for the specified purpose, as outlined in the Motor Vehicle Act and rules.

On analysis of Vahan Portal data, it was observed that as on 31 March 2024, permits of total 6,343 active transport vehicles (excluding NOC, Age Expired, Replaced, Converted, RC Cancelled, RC surrendered, Theft and Scrapped Vehicles) were not renewed after the expiry of validity period. The office-wise details of the vehicles for which permits have not been renewed are given in **Chart-2.8** below:

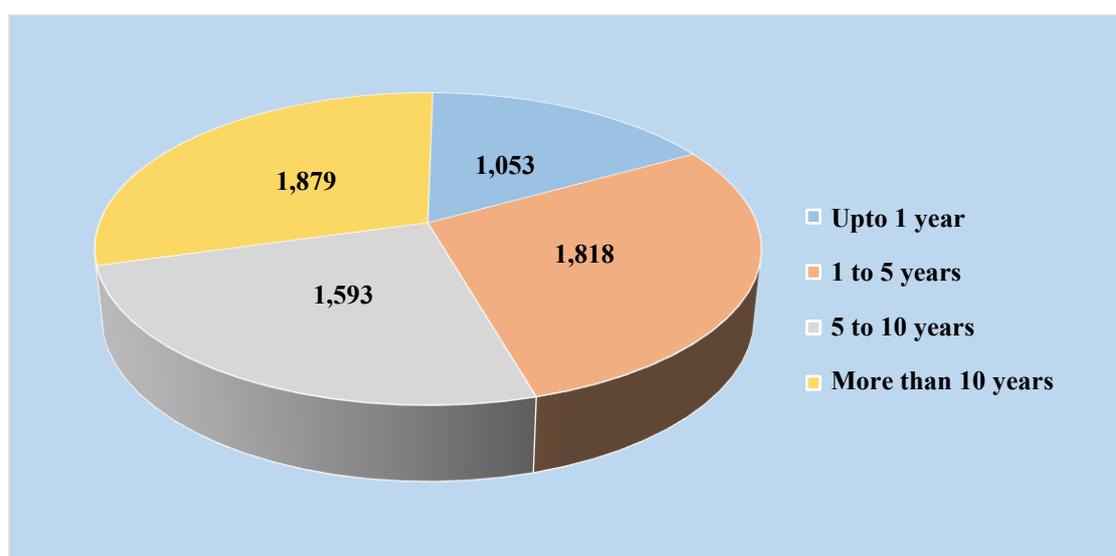
**Chart-2.8: Transport vehicles without renewal of permit**



Source: Vahan database.

The age-wise analysis of transport vehicles without renewal of permit as on 31 March 2024 is given in **Chart-2.9** below:

**Chart-2.9: Age-wise Analysis of Transport Vehicles without renewal of permit**



As can be seen from the **Chart-2.8** above, ARTO, Ramnagar and ARTO Rishikesh had also issued permits to 117 vehicles, without having authority to do so. Above data

was validated (January 2025) through checking documents of sampled 42 cases<sup>15</sup> and it was found that 35 vehicles<sup>16</sup> out of 42 had not renewed permits till January 2025. Further, it was observed that insurance of nine out of these 35 vehicles were renewed after expiry of permit. Possibility of plying of vehicles with expired permit on road cannot be ruled out.

The State Government replied (August 2025) that non-renewal of a permit is not, by itself, considered a violation. However, the department issued 28,896 challans during the period 2019-24 for vehicles operating without valid permits.

Issuance of these challans by the department itself indicates that vehicles without valid permit ply on road.

**Recommendation - 2:**

***A system should be developed to send notices or alerts via SMS at specified intervals to vehicle owners whose vehicle permit validity has expired.***

**2.7 Educational Institution Buses registered in the name of individuals**

Section 2 (11) of the MV Act, 1988 defines Educational Institute Bus (EIB) as a vehicle owned by a college, school or other educational institution and which is used only for the purpose of transporting students or personnel of an educational institution in connection with any of its activities. In view of the above, EIB can be registered only in the name of the institution or on the designation of the institution, *i.e.* Manager, Principal *etc.* and cannot be registered in the name of any person/ individual.

As per Vahan portal data, as on 31 March 2024, a total of 20 EIBs in the State were registered in the name of an individual instead of institution name or designation of the institute. This data was confirmed during the validation of documents of sampled seven cases<sup>17</sup> of EIB in two out of four test-checked units in January 2025. No such cases were found in the RTO, Almora and ARTO, Rudraprayag.

During the exit conference (25 July 2025), the State Government informed that the cases highlighted in the audit would be reviewed.

**2.8 Vehicle registered in more than one RTO**

Sale certificate, *i.e.*, Form-21, is an essential document required at the time of registration, contains the chassis number (VIN-Vehicle Identification Number) and engine number of the vehicle, which is the unique code, to be entered at the time of registration of a vehicle. Further, Rule 58 of CMVR, 1989 provisions for issue of No Objection Certificate (NOC)<sup>18</sup> to a vehicle in case of the transfer of motor vehicle from the jurisdiction of one registering authority to another registering authority.

Analysis of Vahan portal data revealed that, as on 31 March 2024, total 1,110 vehicles were registered in more than one RTO/ARTO offices in the State. The data was extracted by applying the validation of duplicity of chassis number and engine number.

---

<sup>15</sup> RTO, Dehradun (30) and RTO, Almora (12).

<sup>16</sup> RTO Dehradun (28) and RTO Almora (07).

<sup>17</sup> RTO, Dehradun-04 and ARTO, Udham Singh Nagar-03.

<sup>18</sup> Only after obtaining NOC, the vehicle registration no. from the previous registering authority is cancelled and the vehicle could be registered to some other registering authority.

This data was validated through checking of documents of the sampled 76 cases<sup>19</sup> in three out of four test-checked units and observation was found correct.

The State Government informed (August 2025) that a letter, along with subsequent reminders, had been sent to National Informatics Centre (NIC) to provide the list of duplicate vehicle registration data, which is still awaited from NIC.

## **2.9 Automatic Testing Centres being operated without complying standards**

MoRTH vide Notification No. 652 (A) dated 23 September 2021 notified the validity, regulation, and control of Automated Testing Stations (ATS), the process of vehicle fitness testing and issue of fitness certificate through automated equipment. It is mandatory to register the ATS as per the process prescribed under Rule 175 of the CMVR, 1989.

It was found that total seven<sup>20</sup> ATS were being constructed through Government of India (GoI) fund across the State, operated by the private sector. Of these, three ATS (U S Nagar, Doiwala in Dehradun, and Haldwani) were functional by March 2024. The GoU vide G.O. No. 727 dated 29 December 2021, authorised the Commissioner, Transport Department, Uttarakhand, to take all necessary actions to operate the proposed ATS in Doiwala, Dehradun and Udham Singh Nagar districts through private sector.

A joint inspection of ATS, Udham Singh Nagar was done (12 September 2022) by ARTO (Admin) and Regional Inspector (RI), Technical and as per their report following points were noticed:

- ✓ The testing track width for three wheelers and LMVs was only 4.90 meters and for MMV and HMV it was five metres instead of the required seven meters for both types of vehicles.
- ✓ In both cases, the testing track length was found to be 0.2 meters less than the required standard of 32 meters.
- ✓ In the case of a truck trailer, when the entry gate is used, the trailer remains outside while the truck/tractor enters. The entry gate has a slight slope.
- ✓ There is no provision for testing of construction vehicles equipped with a boom/bucket at the front/rear.
- ✓ There is no arrangement for testing the trailers of multi-axle/articulated vehicles.
- ✓ The testing station is located in a low-lying area and there is a high possibility of work being disrupted during the rainy season due to water accumulation.
- ✓ No arrangement for chassis verification/inspection of vehicles.
- ✓ The ATS is located under 33 KV High Voltage Line.
- ✓ Documents related to Workforce and Qualifications were not provided to the inspection team.

---

<sup>19</sup> RTO, Dehradun (30 cases); RTO, Almora (16 cases); and ARTO, Udham Singh Nagar (30 cases).

<sup>20</sup> Two in Dehradun (Doiwala & Vikas Nagar), Udham Singh Nagar, Haldwani, Haridwar, Roorkee and Tanakpur.

To verify this finding, the audit team, along with the RI (Technical), Udham Singh Nagar went for a joint physical inspection (24 January 2025) of the ATS, Udham Singh Nagar, which could not be completed due to refusal of the ATS operator. This was informed to ARTO Udham Singh Nagar and the office of the Transport Commissioner, but no reply was given by them.

Further, it was found that ATS operator, who was a private partner, is exclusively using the name of government department (As depicted in **Image-2.1** alongside), thus misleading the stakeholders. While this should be clearly mentioned to be only authorised by the Transport Department.



**Image-2.1:- ATS, Udham Singh Nagar**

Despite these shortcomings, the Transport Commissioner's office awarded the work order of the testing centres to M/s Pranam Builders Private Limited from 05 November 2022, which indicates that the department had not taken the due cognizance of the terms and conditions given in the MoRTH Notification. In joint physical inspection of ATS, Doiwala, Dehradun (10 February 2025) along with the RI (Technical), Dehradun no significant finding was observed.

The State Government replied (August 2025) that permission was granted based on the inspection report of the RTO, Haldwani, which did not highlight any such shortcomings. Further, during the exit conference (25 July 2025), it was informed that the department would conduct a re-inspection of the ATS in Udham Singh Nagar.

The reply regarding inspection report of the RTO, Haldwani is not acceptable, as the report mentioned the overall width of the area but did not specifically refer to the inspection track.