

Chapter - 4
Issuance, Renewal and Cancellation
of Licences

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The matters related to issue of learners' licence, driving licence, conductor licence and licences to Motor Driving Training School (MDTS) were examined in the audit and the observations noticed have been covered in this Chapter.

Brief snapshot of the chapter:

- Analysis of Sarathi data revealed that 144 individuals were issued 288 driving licences (DLs) indicating that an individual was holding more than one DL. These DLs were issued either from the RTOs/ARTOs of the State or in some cases one DL from the State of Uttarakhand and the other one from another State.
- Format of DLs issued by the department was not in conformity with the format prescribed by the Ministry of Road Transport and Highways (MoRTH), as it did not contain fields regarding Organ donor, Invalid Carriage, Hill validity and Emergency contact number.
- Three test-checked units did not dispatch the driving licences through post to the applicants and therefore, the applicants had to come to the Transport office to collect them physically. RTO, Dehradun did not provide information on the subject.
- Three test-checked units in the state, except the office of RTO, Dehradun, did not have automated driving testing tracks for conducting the driving tests.
- The data of four test-checked units revealed that unusually high number of tests (upto 628 tests) were conducted in a single day during the period 2019-24.
- Regular periodic inspections of the Motor Driving Training Schools were not conducted by the competent authority during the audit period 2019-24.
- During the period 2019-24, drivers coming from outside Uttarakhand were applying for Hill Endorsement and depositing prescribed fee online, and the hill endorsements were being granted without any efficiency test or checking of credentials. Thus, the process of grant of hill endorsement was limited to earning revenue only.

4.1 Issue of more than one Driving Licence to an individual

Section 6 of the MV Act, 1988 provisions for restriction on the holding of Driving Licence (DL) by an individual and states that no person can hold more than one DL except in specific case¹.

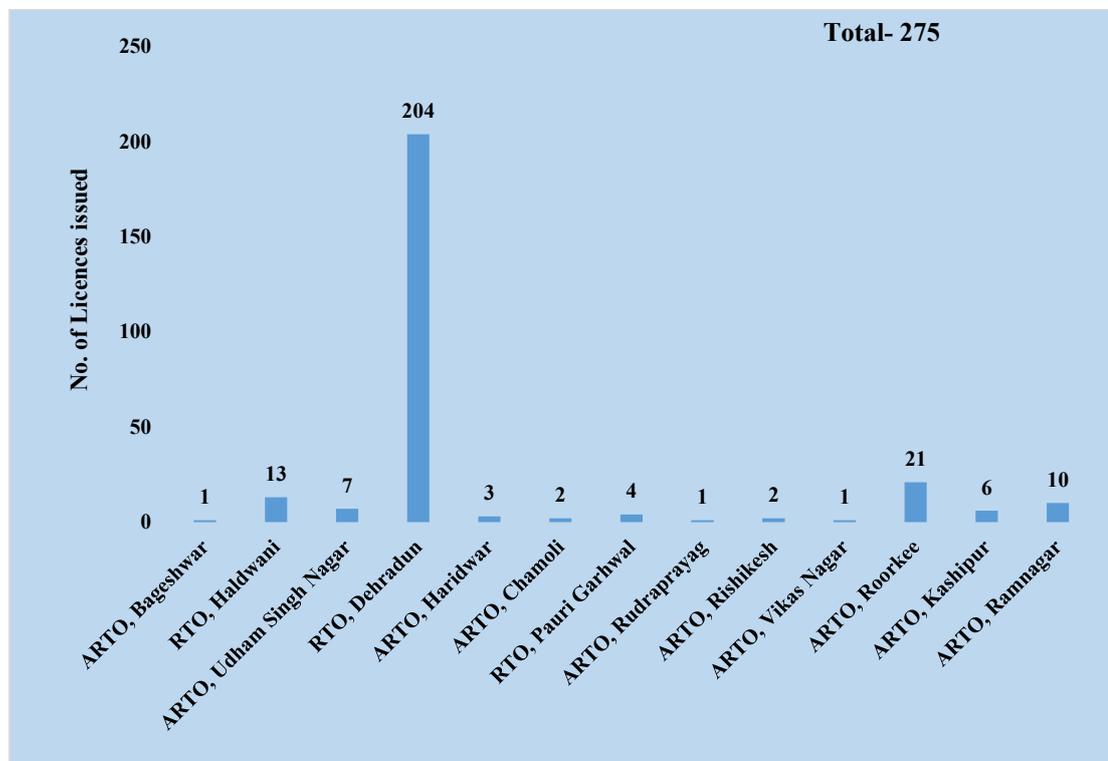
Analysis of Sarathi data revealed that 144 individuals were issued 288 DLs indicating that an individual was holding more than one DL. These DLs were issued either from the RTOs/ ARTOs of the State or in some cases one DL from the State² of Uttarakhand

¹ Driving licences to drive motor vehicles, belonging to the Central Government (Defence services).

² 262 licences.

and the other one from another state³. Details of RTOs/ARTOs who issued at least one DL (out of total 275 DLs issued in Uttarakhand) to these 144 individuals are given in **Chart-4.1** below:

Chart-4.1: Issue of more than one driving licence to an individual



Source: Sarathi database.

Out of the total 275 licences in the State, 212 licences were from three⁴ out of four test-checked units. No such case was observed in the RTO, Almora. Audit checked the documents relating to DLs issued to 35 sampled cases⁵ in the three test-checked units and found that in all these 35 cases, individuals were having more than one DL.

The State Government while accepting the facts (August 2025), stated that notices would be issued to the concerned licence holders, and the process for licence cancellation would be initiated.

Recommendation - 4:

The Department may strengthen validation checks in Sarathi application to ensure that more than one driving licence is not issued to an individual.

4.2 Driving Licence not issued in the prescribed format

The Ministry of Road Transport and Highways notified⁶ the design of the card of Driving Licence to be issued. The front and rear view of the prescribed format for DL is shown in **Image-4.1** below:

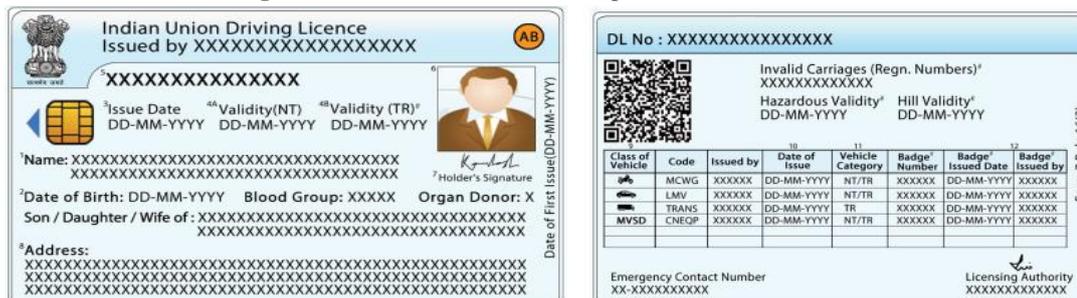
³ Twenty Six licences.

⁴ RTO, Dehradun; ARTO, Udham Singh Nagar; and ARTO, Rudraprayag.

⁵ RTO, Dehradun-30; ARTO, Udham Singh Nagar-04; and ARTO, Rudraprayag-01.

⁶ Notification GSR 174(E) dated 01 March 2019 (came in force from 01 October 2019).

Image-4.1: Front and rear view of the prescribed format for DL



Front part of the card of driving licence

Rear part of the card of driving licence

The format has certain additional information such as, whether the licence holder is organ donor or not. Also, the format has endorsement space for Invalid carriage, hazardous validity, hill validity and Emergency contact number. It was noticed that driving licences were being issued in a plastic card which do not have any information as prescribed in the notification.

The State Government while accepting the fact (August 2025), replied that any changes notified by the Central Government are usually updated automatically by NIC. However, this was not done in the present case. The necessary entries, as per the notification, will be made shortly in the prescribed format.

4.3 Driving Licence not dispatched to the applicants through post

Rule 12C (Fourth Amendment dated 16 December 2016) of the UKMVR, 2011 provisions for dispatch of driving licence to the applicant through post and for this, the applicant has to submit his self-addressed envelope with the prescribed postage stamp for registered post.

Out of the four test-checked units, the information regarding issue and dispatch of driving licences for the period 2019-24 was provided by the three test-checked units⁷ only. As per the reply, total 85,122 driving licences⁸ were issued during 2019-24, out of which none were dispatched through post due to non-collection of self-addressed (postage affixed) envelopes. The RTO, Dehradun did not provide information on the subject. As the offices did not dispatch the driving licences through post to the applicants, the applicants had to collect their driving licences physically from the office.

The State Government while accepting the fact (August 2025), replied that instructions are being issued to ensure compliance with Rule 12(C) of the UKMVR, 2011. Additionally, during the exit conference (25 July 2025), it was informed that the department is planning to implement a system for dispatching Driving Licences to applicants via courier service, like the practice followed in some other states.

4.4 Inadequate infrastructure for conducting of driving tests

Rule 15 of the CMVR, 1989 prescribes testing of skill⁹ for issuance of Driving Licence. A well-established infrastructure is required to test the driving skill of the applicant to

⁷ RTO, Almora; ARTO, Udham Singh Nagar; and ARTO, Rudraprayag.

⁸ RTO, Almora- 26,356; ARTO, Udham Singh Nagar- 44,826; and ARTO, Rudraprayag- 13,940.

⁹ Adjust rear-view mirror; take move away safely and smoothly straight ahead at an angle, engaging all gears until the top gear is reached; to change to the lower gears quickly from the top gear when the traffic conditions warrant such change; change quickly to lower gears when driving downhill *etc.*

ensure that he is able to start the vehicle smoothly, do reverse parking, familiar with appropriate shifting of gears, understands traffic signals, round turn and control the vehicle effectively in an uphill/ downhill terrain.

During audit, it was revealed that the offices of the RTO/ ARTO in the State were conducting the driving test through manual mode except the RTO, Dehradun which is conducting driving test through Automated Driving Testing Tracks (ADTT). It was informed by the department that as on 31 March 2024, construction work of ADTT was in progress under the 10 offices¹⁰ of the department.

During joint physical verification of the test-checked units, it was noticed that the three offices which conduct driving test in manual mode did not have requisite infrastructure and facilities for conducting driving tests as given in **Table-4.1** below:

Table-4.1: Availability of infrastructure for conducting driving tests

Name of office	Availability of infrastructure					
	Complete track structure	Sufficient space for round turn	Facility for testing of uphill and downhill control	Facility for reverse parking	Facility for checking of traffic signal and overtaking	Video recording facility
	No. The tests are conducted on the approach road of the office	Partially. The approach road is connected to a ground, no hard surface)	Yes	No	No	No
RTO, Almora						

¹⁰ RTO, Almora; ARTO, Rishikesh; ARTO, Haridwar; ARTO, Roorkee; ARTO, Uttarkashi; ARTO, Kotdwar; ARTO, Haldwani; ARTO, Ramnagar; ARTO, Kashipur; and ARTO, Pithoragarh.

Name of office	Availability of infrastructure					
	Complete track structure	Sufficient space for round turn	Facility for testing of uphill and downhill control	Facility for reverse parking	Facility for checking of traffic signal and overtaking	Video recording facility
ARTO, Udhm Singh Nagar	No. The tests are conducted on hard ground adjacent to office.	No	No	Yes	No	No
						
ARTO, Rudraprayag	No. The tests are conducted on National Highway (NH 07).	No	No	No	No	No
						

During the exit conference (25 July 2025), it was informed that the department is in the process of building ADTTs in various offices and by the end of the financial year 2025-26, 12 ADTTs in various offices will be operational.

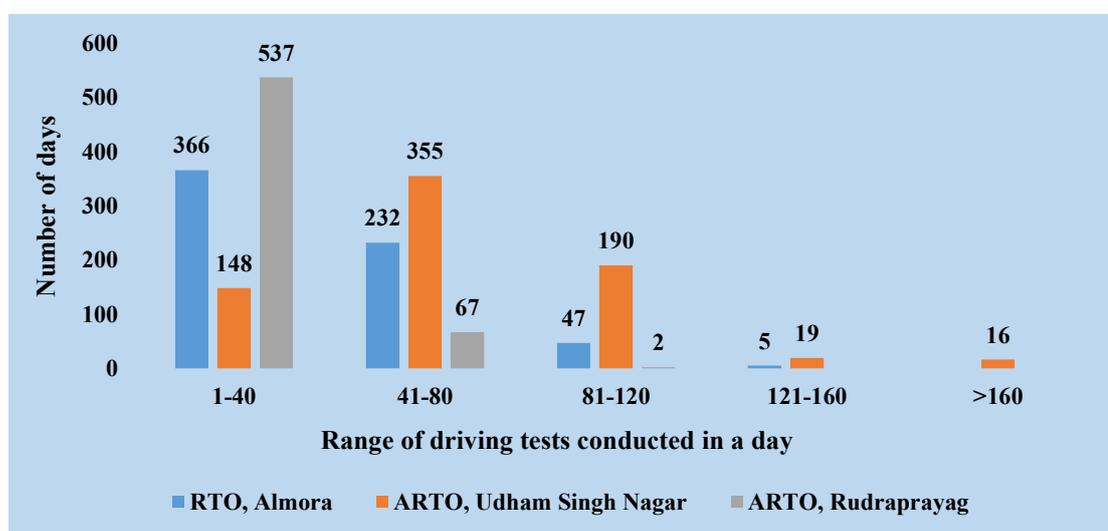
4.5 High number of driving tests conducted in a day

Rule 15 of CMVR, 1989 stipulates that the driving tests is required to be conducted prior to issue a Driving Licence to test the driving skills and knowledge of the applicant about the vehicle.

The information provided by the three test-checked¹¹ units revealed that no standard time is prescribed to conduct a driving test. However, if considered the entire process, average time of 10 to 12 minutes is required for conducting a single test.

Considering the official working hours of the State Government department, the working hours amount to six hours and 30 minutes¹² in a day. If a Regional Inspector (Technical) conduct driving tests continuously, maximum 39 tests¹³ can be done in a day. The test-checked units intimated that the Regional Inspector (Technical) also has to perform duties related to the fitness tests of the vehicles. The data of three test-checked units¹⁴, which do not have ADTT, revealed an unusual number of tests (upto 628 tests) were being conducted in a single day during the period 2019-24. The range of the conducted driving test is given in **Chart-4.2** below:

Chart-4.2: Range of driving tests conducted by the test-checked units (2019-24)



Source: Sarathi database.

On being pointed out, the State Government, while accepting the facts (August 2025), replied that sometimes due to problems in server or internet, the entries are made next day in the computer thus reflecting higher number of tests conducted in a day. Also, in certain offices, the Regional Inspector (Technical) works beyond regular hours to accommodate the public, which is why a higher number of driving tests conducted per day is reflected.

4.6 Not conducting regular inspection of Motor Driving Training Schools by the competent authorities

Rule 27 and 28 of the CMVR, 1989 empowers the Licensing Authority to inspect the driving schools and to suspend or revoke the licence in case of non-compliance of the

¹¹ RTO, Almora; ARTO, Udham Singh Nagar; and ARTO, Rudraprayag.

¹² Office time 10:00AM to 05:00PM with lunch break of 30 minutes.

¹³ Considering standard time taken as 10 minutes for completing the procedure right from entry of vehicle to take out from driving test area only six tests can be conducted in one hour hence $6.5 \times 6 = 39$.

¹⁴ The fourth test-checked unit O/o RTO, Dehradun conducts driving test in ADTT which has three tracks, one each for HMTV, LMV and two wheelers. Hence, three tests can be conducted simultaneously at a given time.

requirements. Further, Rule 19 (b) (eleven)¹⁵ of the UKMVR, 2011, states that the Motor Driving Training School (MDTS) will be inspected once a year by the licensing authority¹⁶, twice a year by the concerned RTO and four times a year by the ARTO (Administration) and a copy of this inspection report to be submitted to the licensing authority.

Documents of the test-checked units¹⁷ revealed that regular inspections of MDTS were not being conducted by any of the competent authority during the audit period 2019-24. Further, it was noticed that only two inspections were done in the two test- checked units¹⁸ during 2019-24 as detailed in *Appendix-4.1*.

The State Government, while accepting the facts (August 2025), replied that instructions have been issued to the Regional and Sub-Regional Transport Offices to carry out inspections of the MDTS within their respective jurisdictions.

Case Study: Rule 24 (3) (iv) of the CMVR, 1989 stipulates that the applicant for MDTS owns and maintains a minimum of one motor vehicle each of the type for imparting training. During audit it was noticed that Surya Motor Driving Training School, Dehradun was permitted (24 March 2023) to impart training by the vehicle UP07G0139. The said vehicle was not registered in the name of the MDTS but registered in the name of an erstwhile owner of the MDTS who had died on 22 April 2022. The facts regarding the registration of the vehicles to impart training were not scrutinised, prior to issue of licence to the MDTS and failure to conduct regular inspections resulted in not detecting this issue later.

4.7 Use of Government vehicles by the Motor Driving Training School

Rule 24 (3) (iv) & (v) of the CMVR 1989 stipulates that the applicant for MDTS owns and maintains a minimum of one motor vehicle each of the type for imparting training. The vehicles are available exclusively for purposes of imparting instruction and all such vehicles, except motorcycles, are fitted with dual control facility. Further, MoRTH had issued (December 2021) Scheme/ guidelines for proposal for setting up of Institute of Driving Traffic and Research (IDTR) wherein responsibilities of Central, State Government and Private Partner have been mentioned. Paragraph 1.6.3 of the Guidelines prescribed that the Private Partner would sponsor the vehicles, training aggregates and teaching aids in the IDTR.

During audit of office of the Transport Commissioner, it was found that Institute of Driving Traffic Research (IDTR), Jhajhra, Dehradun has been granted licence as MDTS. It was noticed that four Government vehicles¹⁹ registered in the name of Transport Commissioner, Uttarakhand have been given to the IDTR for training purpose which was in contrary to the Rule 24(iv) of CMVR, 1989.

¹⁵ Amended vide Gazette Notification of 2016.

¹⁶ The Deputy Transport Commissioner / Assistant Transport Commissioner were functioning as the licencing authority for grant of licences to the MDTS during the audit period 2019-24.

¹⁷ RTO, Dehradun; RTO, Almora; ARTO, Udham Singh Nagar; and ARTO, Rudraprayag.

¹⁸ ARTO, Udham Singh Nagar; and ARTO, Rudraprayag.

¹⁹ UK07xxxx89, UK07xxxx85, UK07xxxx14 and UK07xxxx15.

During the exit conference (25 July 2025), it was stated that since the IDTR operates under the PPP mode, government vehicles had been provided to the MDTS. The reply is not acceptable, as the Guidelines of MoRTH had prescribed that private partner would sponsor the vehicles. Moreover, the Department failed to furnish adequate supporting documents to substantiate that the provision of vehicles to the MDTS was the responsibility of the State Government.

4.8 Delayed submission of application for renewal of validity of Motor Driving Training Schools

Rule 25 of the CMVR, 1989 envisages that the licence granted to MDTS is valid for five years and the applicant may apply for renewal of the licence to the competent authority, not less than 60 days before the date of expiry.

During audit of office of the Transport Commissioner, Uttarakhand, Audit requisitioned files relating to 40 cases of granting/ renewal of licence to MDTS during 2019-24. However, 32 files (21 new permission and 11 renewal) were provided to Audit. It was observed that in seven out of the 11 cases (64 *per cent*) the application for renewal of licences for MDTS was not applied within the prescribed time and in two cases, date of application for renewal of licence could not be ascertained from the records. Out of the seven cases, in five cases the applications for renewal were made 15 to 33 days prior to date of expiry of licence, in one case the application for renewal was made on the date of expiry of licence and in one case the application was made after one month of expiry of licence. Details are mentioned in *Appendix-4.2*.

In absence of any monitoring mechanism and penalty clause for not applying the renewal of licence of MDTS within prescribed time, submission of applications for renewal of licence within prescribed time could not be ensured.

The State Government, in its reply (August 2025), stated that renewals are carried out as per the provisions of the CMVR, 1989. Application for renewal cannot be denied to be received. The State Government does not have the authority to amend Rule 24 (iv) and (v) of the CMVR, 1989 and therefore, it is not possible for the State Government to make provision for late fee.

4.9 Grant of Hill Endorsement to drivers of other States without conducting efficiency test

Rule 195 of the UKMVR, 2011 stipulates for Hill endorsement in the licence to give permission to drive a public and goods vehicle upon hill roads situated within the jurisdiction of a registering authority.

It is clear from the above that no driver of the public transport vehicle can ply the vehicle in the Hill region of the State unless the driver possesses a hill endorsement. Driving in a hilly terrain requires skills to drive smoothly uphill/ downhill and ability to drive in sharp bends is required to ensure the safety of the vehicle as well as passengers.

Audit noticed that there was no laid down policy/procedure regarding checking the ability of a driver to drive efficiently in a hill region for grant of Hill Endorsement. It was further noticed that during the period 2019-24, drivers coming from outside

Uttarakhand were applying for Hill Endorsement and depositing prescribed fee online, and the hill endorsements were being granted without any efficiency test or checking of credentials. Hence, the process of grant of hill endorsement was limited to earning revenue only. Also, in absence of any policy the frequency/ validity of such Hill Endorsement is not known. Further, the hill endorsement status was also not visible in the DL or Sarathi portal and was required to be checked manually.

The State Government, while accepting the facts (August 2025), stated that the proposal for revising Rule 195 of the UKMVR, 2011 is currently under consideration. It was also informed that the test for granting Hill Endorsement to vehicles for the Char Dham Yatra-2025 is being conducted in physical mode.

Recommendation - 5:

The provisions regarding grant of hill endorsements may be reviewed and a clear policy may be formulated, outlining the procedure and validity period for such endorsements.

4.10 Discrepancies observed in the issue of various types of licences

As per the data available with audit, the four test-checked units issued 2,13,976 Learner Licence (LL), 1,35,531 Driving Licence (DL) and 473 Conductor Licence (CL) during the period 2019-24. Audit scrutinised application records, available on Sarathi portal, of 30 sampled cases each of the LLs, DLs and CLs issued and the cases where the licences were issued without submission of the required documents is given below:

- **Learners' licences-** Rule 5 of the CMVR, 1989 prescribes for submission of self-declaration (Form 1) for physical fitness for issue of LL or Driving licence to drive a vehicle other than a transport vehicle. It was found that out of 120 sampled LLs²⁰ of four test-checked units, 20 LLs²¹ of two test-checked units were issued either without submission of self-declaration form (in 10 cases) or without submission of signed self-declaration form (in 10 cases) by the applicants.
- **Conductor's Licences-** Section 30(3) of the MV Act, 1988 provisions for submission of medical certificate in prescribed form, signed by a registered medical practitioner for grant of CL. Further, Rule 21 (Fourth amendment dated 16 December 2016) of the UKMVR, 2011 envisages that the applicant should possess First aid training certificate from Red Cross Society or authorised medical practitioner. During audit, it was found that out of 115 sampled CLs²² of the four test-checked units, in 66 cases²³ Medical Certificate and in eight cases²⁴ First Aid training certificate was not attached with the documents.

The State Government replied (August 2025) that the cases would be taken up for verification.

²⁰ RTO, Dehradun-30; RTO, Almora-30; ARTO, Udham Singh Nagar-30; and ARTO, Rudraprayag-30.

²¹ RTO, Dehradun-07 and ARTO, Udham Singh Nagar-13.

²² RTO, Dehradun-30; RTO, Almora-30; ARTO, Udham Singh Nagar-30; and ARTO, Rudraprayag-25.

²³ RTO, Dehradun-05; RTO, Almora-23; ARTO, Udham Singh Nagar-18; and ARTO, Rudraprayag-20.

²⁴ RTO, Almora-04; ARTO, Udham Singh Nagar-03; and ARTO, Rudraprayag-01.

