

MINISTRY OF ROAD TRANSPORT AND HIGHWAYS

ASSESSMENT OF VARIOUS PROJECTS INCLUDING GREEN HIGHWAYS UNDER NATIONAL HIGHWAYS DEVELOPMENT PROJECT (NHDP)

**COMMITTEE ON ESTIMATES
(2023-24)**

THIRTY THIRD REPORT

(SEVENTEENTH LOK SABHA)



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NEW DELHI**

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PROJECT (NHDP)**

(Presented to Lok Sabha on 02.02.2024.)



LOK SABHA SECRETARIAT

NEW DELHI

February, 2024/ Magha , 1945 (Saka)

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COMPOSITION OF THE COMMITTEE ON ESTIMATES (2023-2024)

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4. Shri Sudarshan Bhagat
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28. Smt. Sangeeta Kumari Singh Deo
29. Shri R. K. Singh Patel*
30. Shri Sumedhanand Saraswati#

* Elected as Member of the Committee vide Bulletin Part II Para No. 7096 dated 28th July, 2023

Elected as Member of the Committee vide Bulletin Part II Para No. 7764 dated 20th December, 2023

Secretariat

1. Shri Santosh Kumar - Joint Secretary
2. Shri Muraleedharan. P - Director
3. Shri Kuldeep Pegu - Under Secretary

INTRODUCTION

I, the Chairperson of the Committee on Estimates, having been authorized by the Committee to submit the Report on their behalf, do present this Thirty-third Report on the subject 'Assessment of various projects including Green Highways under National Highways Development Project (NHDP)'.

2. National Highway development in the country started with the National Highway development project (NHDP) spread across seven phases with an aggregate length of 48,000 kms. The first and second phase of NHDP adopted a corridor based approach to highways development, whereas the later phases followed a project based approach. Further, since May 2017, all projects under NHDP were subsumed under Bharatmala pariyojana and are being implemented as an integrated program.
3. The Committee on Estimates (2023-24) selected the subject 'Assessment of various projects including Green Highways under National Highways Development Project (NHDP)' for in-depth examination and report to the House.
4. In this Report, the Committee have dealt with various issues related to the subject like budget allocation for NHDP, hurdles in implementation of the project like land acquisition and compensation, toll plazas, projects running behind schedule, Greenfield projects, encroachment on NHs and maintenance of Highways. The Committee have analysed these issues/points in detail and have made observations/recommendations in the report.
5. The Committee held two sittings on 24-05-2023 and 18-09-2023 to take oral evidence of the representatives of the Ministry of Road Transport and Highways on the subject. The Committee also held informal discussion on the subject during its study visit on 22.08.2023 at Patna. The draft Report was considered and adopted by the Committee on Estimates (2023-24) at their sitting held on 24 January, 2024.
6. The Committee wish to place on record their sincere thanks to the representatives of the Ministry of Road Transport and Highways, who appeared before them and placed their considered views on the subject and furnished the information required in connection with the examination of the subject.
7. For facility of reference and convenience, the Observations/Recommendations of the Committee have been printed in bold in Part-II of the Report.

NEW DELHI;
24 January, 2024
Magha 04, 1945 (Saka)

DR. SANJAY JAISWAL
CHAIRPERSON
COMMITTEE ON ESTIMATES

Part- I
Chapter-I

Introductory

I. NHDP AND BHARATMALA PARIYOJANA INCLUDING HIGH SPEED CORRIDORS.

Status of National Highway Development Project (NHDP)

The journey of National Highway development for India in this century started with the National Highways Development Project (NHDP), spread across Phase-I to VII with an aggregate length of 53,000 kms. The timeline of implementation and details of NHDP stages are placed at ANNEXURE-I.

The NHDP Phases I & II adopted a corridor-based approach to highways development, which led to the formation of a backbone network of the country comprising of Golden Quadrilateral, North-South & East-West corridors.

After the initial phase of NHDP (GQ and NS-EW), National Highway development in the country followed a project based approach. However, to bring focus on the macro picture of the development and associated benefits, it was subsequently replaced by the corridor based approach in the successor programme of Bharatmala Pariyojana.

As of May 2017, ~30,000 km of NHDP had been substantially completed (4/6 laned) and another ~13,000 kms were under implementation. Unfinished outstanding stretches of ~10,000 kms were subsumed in Bharatmala Pariyojana and are now being implemented as an integrated program.

1.2 Genesis of Bharatmala Pariyojana

Bharatmala Pariyojana is the umbrella program for National Highway development in the country, focusing on improving the efficiency of road freight and passenger movement by bridging critical highway infrastructure gaps.

Bharatmala Pariyojana was conceptualized based on a comprehensive Origin-Destination study commissioned by MoRT&H “Logistics Efficiency Enhancement Program (LEEP)” in 2016 to identify initiatives required to improve logistics efficiency in the country with focus on corridor-based infrastructure development. Highway stretches serving top Origin – Destination pairs (contributing to 80% of road freight) were identified by mapping both shortest and fastest routes serving the O-D pair.

In October 2017, CCEA approved development of 34,800 km of National Highway corridors at Rs. 5.35 Lakh Crore in Phase I of Bharatmala Pariyojana, including 10,000km of Residual NHDP projects with a total investment of Rs. 1.5 lakh Cr. A network of ~65,000 km was approved for development along with principles of prioritization for corridors, from which the remaining 24,800 km were to be prioritized for

development in Phase I at a total investment of Rs. 3.85 lakh Cr. The components of CCEA approval of Phase I of Bharatmala Pariyojana is placed at ANNEXURE-II.

Phase-I of Bharatmala Pariyojana aimed to enhance connectivity in the entire nation. As part of the program, National Highway corridors in 31 States and Union Territories of India are being developed, which will enhance connectivity to more than 550 districts of India.

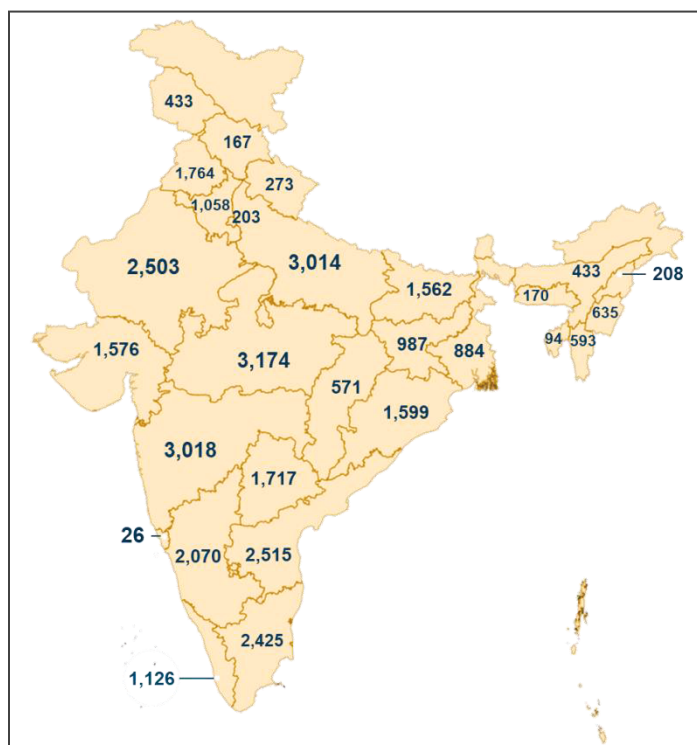


Fig. I. Length of Bharatmala Pariyojana projects across Indian States/ UTs

1.3 Status of Phase I of Bharatmala Pariyojana

Bharatmala Pariyojana is being implemented by NHAI (30,464 km), Road Wings (2,099 km) and NHIDCL (2,237 km). As of 30th April 2023, 26,241 (~75% of the overall program) km of projects have been awarded and the remaining projects are targeted for by FY 2024-25. Of the awarded projects, 13,215 km (~38% of the overall program) has been constructed and the entire network of 34,800 km is targeted to be completed by FY 2027-28. Historical award and construction under Bharatmala Pariyojana is placed at Annexure-III.

The projects have been awarded under EPC, HAM and BOT modes of implementation. In order to reduce the burden on the budgetary resources, projects amounting to ~57% of the total capital cost in the program is expected to be awarded under PPP modes

(HAM & BOT mode). The summary of the projects awarded under various modes of implementation is placed at Annexure-IV.

1.4 Greenfield Corridors under Phase I of Bharatmala Pariyojana

In order to provide high-speed connectivity to economic and social centers of the country, 25 Expressways and Access-Controlled Corridors of 9,125 km length are being developed under Bharatmala Pariyojana. A map depicting the corridors is placed at ANNEXURE-V. As of 30th April 2023 ~6,800 km of Greenfield corridors at a total capital cost of ~Rs. 3.1 lakh Cr. have been awarded for construction of which ~2,800 km constructed. A list highlighting the progress of the corridors is placed at Annexure-VI.

Corridors like Ambala-Kotputli, Amritsar Bhatinda-Jamnagar, Delhi-Mumbai Expressway, are in advanced stages of construction. On account of strong progress, ~560 km of these corridors have been opened for traffic in FY 2022-23. This includes Ambala – Kotputli Corridor (~313 km) which was opened for traffic in Aug'22 with ~20,000 traffic already reached within 8 months of opening. In addition, Delhi – Dausa – Lalsot section (~248 km) of Delhi-Mumbai Expressway was inaugurated in Feb'23 where the traffic has reached ~15,000 Passenger Car Units (PCUs) within 2 months of opening.

During FY2023-24, more than 1,800 km of high-speed corridors are planned to be completed. This includes Vadodara – Ankleshwar section, Jhalawar – MP/Gujarat Border of Delhi - Mumbai Expressway and Rajasthan Section of Amritsar – Jamnagar corridor (Bhatinda – Jamnagar stretch) along with sections of other Expressways and access-controlled corridors.

1.5 Benefits of Phase I of Bharatmala Pariyojana

Bharatmala Pariyojana is expected to substantially improve the logistics efficiency and connectivity in the country.

Development of high-speed corridors will reduce the travel time by 40-50% between key economic centers. For instance, Ambala - Kotputli corridor has reduced travel time from 9.2 hrs to 4.4 hrs (52% reduction) for commercial vehicles and 5.5 hrs to 3 hrs (45% reduction) for passenger vehicles, through improved average speeds and ~15% shorter distance. This is expected to increase the competitiveness of locally manufactured goods in Indian as well as export markets.

New areas have been opened up for development by the high-speed corridors by providing connectivity to 177 districts, ~370 PM Gati Shakti nodes and ~280 transport nodes. For instance, Ambala-Kotputli corridor provides high speed connectivity to districts such as Jind, Bhiwani, Chakri Dadri and industrial nodes such as Multi-Modal

Logistics Parks (MMLP) at Nangal Chaudhary. This has resulted in ~18% additional induced traffic (i.e., more than 10,000 PCUs/ day) between Ambala and Kotputli on the new corridor.

With the completion of Phase I of Bharatmala Pariyojana, NH connectivity will be expanded to 550+districts (from ~300 districts currently) including150+ tribal, aspirational or LWE affected districts. Highway connectivity to these districts will open doors for socio-economic development in the regions.

Development of highways would not only give a boost to the GDP of the country but also generate ~50 Cr. person-days of employment during the construction phase across the length and breadth of the country. Integrated development has been the core of planning and execution of Bharatmala Pariyojana. Utility Corridors, Optical Fiber Cable (20,000 km), Wayside Amenities (~ 600) & Warehousing zones (~50 in Phase I) being developed along the corridors will lead to integrated infrastructure development and improved user experience.

II. GREEN NATIONAL HIGHWAYS CORRIDOR PROJECT (GNHCP)

1.6 The project aims at upgradation and rehabilitation to 2-lane/2-lane with paved shoulders/4-lane configuration, and strengthening of stretches of various National Highways covering a total length of 781.38 km in the States of Himachal Pradesh, Rajasthan, Uttar Pradesh and Andhra Pradesh, with loan assistance of the World Bank.

- **Total Project Cost:** Rs. 7662.47 crore [Civil Construction Cost = Rs. 4701.17 crore].

World Bank share in Total Cost: Rs. 3500 crore, {US\$ 500 Million}

- **Date of CCEA approval:** 13.03.2020.

Date of Loan Agreement signed with World Bank: 22.12.2020

- **Target date of completion:**December 2025
- **Total No. of Packages:** 23 nos., covering the length of 781.38 km in 4 States namely Andhra Pradesh, Himachal Pradesh, Rajasthan and Uttar Pradesh.
- **Work has already been started** in 21 packages covering a length of 703.85 km (90% of total length), costing of Rs. 3464 Crore (88% of total civil cost) were already awarded before 31st March 2022. Remaining 2 packages are being taken up with Ministry's own funds and are under procurement (Financial Bids opened on 18.05.2023).
- **Consultancy Services Procured**

Consultancy	Numbers	Remarks
Authority's Engineer	7	Project Supervision
RAPIC	3	Implementation of Resettlement & Rehabilitation works
Project Management Consultant (PMC)	1	Overall Supervision of GNHCP
Technical Audit Consultancy (TAC)	1	Technical Audit of Project Activities
Internal Audit Consultancy (IAC)	1	Internal Audit of Project Activities

- This work is being monitored through Head Quarter lead by Joint Secretary (EAP), 1 Superintendent Engineer & 3 Executive Engineer. Execution of these works have been taken up directly through Ministry's PIUs (2 in HP, 2 in UP, 2 in AP & 1 in Rajasthan)
- The road corridors under this project are planned and designed with an aim to reduce carbon emissions and ensure conservation of natural resources during the life cycle (construction and operation period) of the project.
- Resource efficiency is being ensured by maximum utilization of locally available materials, maximum usage of cutting material in filling, low-lying areas, landscaping and rehabilitation of borrow areas, use of Reclaimed Asphalt Pavement (RAP), use of Cement Treated Sub-Base (CTSB), Use of Fly Ash and waste plastic.
- New minor bridges are being constructed as Integral type of bridges to reduce the quantity of material, reduction in deck thickness and elimination of bearings and expansion joints.
- The project stretches are proposed with enhancement of ponds along the road (total 11 ponds), use of solar lighting at junctions, landscaping and plantation works, construction of gabion walls instead of convention retaining walls and innovative slope protection measures such as bio-engineering, concrete crib works etc. as a green measure in the project.
- GNHCP envisages the capacity building of Officers in the field of Road Safety and Green Technologies through trainings in India and other countries. Currently, 15 Days Certification Course for CES (Roads) Officers and 5 Day course on road safety are being taken up with IAHE.

Progress of Civil works under implementation (as on 30.04.2023)

Sr. No.	State/ NH No.	Package	Length (In Km)	Awarded Cost (In Rs. Cr)	Appointed Date	Physical Progress (In %)	Financial Progress (In Rs. Cr. /%)	Length Completed (in Km)
1	Rajasthan / NH-158	Ras-Beawar (4-Lane) (Km 0.000 to Km 30.000) (Package-I)	30.05	208.87	01.09.2021	23.28	41.90 / 20.06%	6.68
2		Beawar-Asind (2Lane+PS) (Km 30.000 to Km 74.000) (Package-II)	44.00	127.51	14.12.2020	71.20	86.99 / 68.22%	36.12
3		Asind - Mandal (2Lane+PS) (Km 74.000 to Km 116.750) (Package-III)	42.75	115.98	24.11.2020	81.44	89.85 / 77.47%	38.20
4	Himachal Pradesh / NH-707	Paonta Sahib to Hewna (Km 0.000 to Km 25.000) (Package-I)	25.00	174.90	08.04.2021	73.06	108.83 / 62.22%	22.43
5		Hewna to Ashyari (Km 25.000 to Km 50.000) (Package-II)	25.00	151.00	24.03.2021	58.02	63.94 / 42.34%	13.20
6		Ashyari to Shri Kyari (Km 50.000 to Km 75.000) (Package-III)	25.00	238.56	24.09.2021	64.38	128.09 / 53.69%	16.00
7		Shri Kyari to Gumma (Km 75.000 to Km 94.900)	19.90	241.02	08.04.2021	100	215.82 / 89.54%	19.90

Sr. No.	State/ NH No.	Package	Length (In Km)	Awarded Cost (In Rs. Cr)	Appointed Date	Physical Progress (In %)	Financial Progress (In Rs. Cr. /%)	Length Completed (in Km)	
		(Package-IV)							
8		Gumma to Fediz Section (Km 94.900 to Km 103.550) (Package-V)	8.65	76.96	22.04.2022	78.61	64.62 / 83.97%	7.00	
9		Hamirpur-Karnohal (Km 141.000 to Km 181.000) (Package-I)	40.00	223.27	22.06.2022	21.83	48.73 / 21.83%	-	
10	Himachal Pradesh / NH-70	Karnohal-Kalwahn (Km 181.000 to Km 208.950) (Package-II)	27.95	Financial Bids Opened on 18.05.2023					
11		Kalwahn-Mandi (Km 208.950 to Km 250.592) (Package-III)	41.46	189.09	13.10.2022	8.00	12.40/ 6.56%	-	
12	Andhra Pradesh	Paderu to Gondiguda section (Km 2+400 to Km 27+480) of NH-516E (Package-IV)	25.08	134.65	31.03.2021	39.84	49.87 / 37.04%	11.79	
13	NH-516E	Gondiguda to Araku (up to Bhallaguda) section (Km 27+480 to Km 51+772) of NH-516E (Package-V)	24.29	190.29	08.09.2021	56.38	102.96 / 54.11%	14.38	

Sr. No.	State/ NH No.	Package	Length (In Km)	Awarded Cost (In Rs. Cr)	Appointed Date	Physical Progress (In %)	Financial Progress (In Rs. Cr. /%)	Length Completed (in Km)
14		Bowdara to Vizianagaram section (Km 0+000 to Km 26+937) of NH-516E (Package-VI)	26.94	81.64 (O) 99.97(R)	04.12.2020	47.68	47.68 / 47.69%	17.80
15		Koyyuru to Chaprathipalem section (Km 120+000 to Km 165+500) of NH-516E (Package-I)	45.50	217.73	08.07.2022	10.82	16/ 7.35%	5.18
16		Chaprathipalem to Lambasingi section (Km 165+500 to Km 205+000) of NH-516E (Package-II)	39.50	186.79	12.10.2022	1.70	0.00* / 0.00%	-
17		Lambasingi to Paderu section (Km 205+000 to Km 253+010) of NH-516E (Package-III)	49.58	Financial Bids Opened on 18.05.2023				
18	Uttar Pradesh/ NH-92	Bewar-Near Karri Village (Km 0.000 to Km 30.000) (Package-I)	30.00	143.98	12.09.2022	11.90	17.13 / 11.90%	-
19		Near Karri Village-Etawah (Km 30.000 to	27.35	128.31	16.08.2022	14.58	18.71 / 14.58%	-

Sr. No.	State/ NH No.	Package	Length (In Km)	Awarded Cost (In Rs. Cr)	Appointed Date	Physical Progress (In %)	Financial Progress (In Rs. Cr. /%)	Length Completed (in Km)
		Km 57.346) (Package-II)						
20	Uttar Pradesh/ NH-730C & NH-731K	Bewar-Allahganj Section of NH-730C (Km 0.000 to Km 52.770) (Package-I)	52.77	196.96	24.11.2022	1.00	0.00* / 0.00%	-
21		Allahganj-MiranpurKatra Section of NH-730C (Km 52.770 to Km 114.000) (Package-II)	61.23	195.07	08.07.2022	56.89	94.69 / 48.54%	28.10
22		MiranpurKatra to Radhaita Section of NH-730C (Km 114.000 to Km 137.250) (Package-III)	23.25	112.41	28.07.2022	18.30	15.85/ 14.10%	5.34
23		Radhaita to Pilibhit Section of NH-731K (Km 137.250 to Km 183.380) (Package-IV)	46.13	128.88	16.08.2022	28.62	25.37 / 19.68%	8.80
Total			781.38	3482.20				

Note - *Works have been started recently and invoice are yet to be raised by the Contractor.

1.7 With a view to assess the progress of various projects to improve and modernize the vast network of National Highways in the country under National Highways Development Project (NHDP), the Committee selected this subject for in-depth examination. In the process, they dealt with various issues related to the subject like budget allocation for NHDP, hurdles in implementation of projects specially land acquisition and compensation, progress of Green Highway projects, Greenfield projects, policy for establishing toll booth, steps taken to minimize accidents on Highways and Expressways, projects running behind schedule, need for constant interaction of officials with public representatives, planting of trees on NHs, mechanism for maintenance and renovation of Highways, e.t.c.

The Committee analysed these issues in detail and made various observations/recommendations in this Report, as contained in the next chapters.

CHAPTER-II

RECENT INITIATIVES AND MONITORING OF NHDPs

2.1 With regard to initiatives taken by the Ministry in connection with overall development of National Highways in the country, the Secretary, MoRTH, informed the Committee as under:

“पिछले चार सालों में कैपिटल बजट को तीन गुना बढ़ाया गया है। तदनुसार, हमारी मिनिस्ट्री के बजट में भी काफी वृद्धि हुई है।सर, दूसरी महत्वपूर्ण चीज यह हुई है कि जिस प्रकार से पैसे का खर्च होता था और प्रोजेक्ट्स की प्लानिंग होती थी, उसमें ‘पीएम गति शक्ति’ प्रोजेक्ट लॉन्च होने के बाद बहुत जबरदस्त इम्प्रूवमेंट आया है। यह प्रोजेक्ट लगभग डेढ़ साल पहले स्वीकृत हुआ था। इसकी वजह से अब जो नए प्रोजेक्ट्स प्लान हो रहे हैं, उनमें काफी बातें, जिनकी वजह से प्रोजेक्ट्स में डिले होता था, शुरुआत में ही उनको टैकल किया जा रहा है, क्योंकि उसमें इंटर-मिनिस्ट्रियल इश्यूज हैंडल हो जाते हैं।“.....

“जो एनएचडीपी प्रोजेक्ट था, it started long back in 2000 and there were various phases going up to phase-VII. Till 2017, a total of 53,000 kms had been proposed for implementation under NHDP. The stretch of 30,000 kms has been completed, the stretch of 13,000 kms was under implementation and the stretch of 10,000 kms was outstanding, which were approved later. So, in 2017, the Government of India came up with a very different concept called Bharatmala Pariyojana and the whole program was identified through a corridor-based approach where major economic corridors were identified based on a scientific study undertaken. Out of this, 34,800km was proposed for development in Phase I.

The major delays used to be on the land acquisition part and award of compensation. Apart from having an administrative mechanism to resolve these issues, we have also launched a portal called Bhoomi Rashi portal. Because of this, the actual payment is generally taking place directly and the places where the landowners are actually absent, that money is deposited with the court. Therefore, that has improved to some extent. Regarding the process of land acquisition and on the stalled projects, PM Gati Shakti is working. Thereafter, there are layers of mechanism within the Ministry that we have created. Every month, there is a meeting for issues which are unresolved for stalled projects which come up to the Secretary level. In addition to that, we get the support from the whole of Government in the sense that there is mechanism in the Cabinet Secretariat, where the Secretary (Coordination) reviews projects regularly. Each and every State is individually reviewed and all projects of the State, including roads and other infrastructure such as railways are reviewed. In addition to that,

certain issues which still do not get resolved actually get escalated through a mechanism called Pragati where the Hon'ble Prime Minister holds a meeting for the resolution of issues, generally once in a month. We get a list of projects where if there is an issue which actually has been outstanding for a long time, that gets picked up and then it is reviewed at the level of the Prime Minister and everybody including the State Government Chief Secretaries are sitting there. So, the clarity comes in on who will do it and how the process will follow for the resolution of that issue. These mechanisms have been reasonably effective and a lot of improvement has happened.”

2.2 When asked about the measures taken to complete sanctioned Highway projects on time, the Ministry, in their post-briefing written reply stated as under”

“All ongoing projects are being monitored regularly for expediting their completion. The Government has taken several initiatives for completing the projects on time, such as streamlining Land Acquisition (LA) for National Highways, expediting fulfillment of Government obligations for condition precedents, One-Time Fund Infusion, premium re-scheduling, securitization of road sector loans, rationalized exit for equity investors, termination/foreclosure and re-bidding, revamping the dispute resolution system, rationalized compensation for delays attributed to Authority, regular meetings and reviews at various levels with all stakeholders including the State Governments, project developers, Contractors/Concessionaires, notification of Guiding Principles for Resolution of Stuck Projects aiming at foreclosure of projects which are stuck on account of the Concessionaire/Contractor in NCLT (National Company Law Tribunal) or mutual default of both Authority and Contractor/Concessionaire, providing various COVID-19 relief measures under Atmanirbhar Bharat, etc.”

2.3 On the mechanism in place for monitoring the projects, the Ministry, further submitted as under:

“The Ministry is closely monitoring construction progress and proactively working with project implementing agencies, State Governments, contractors/developers, for timely completion of NH projects. Following steps have been taken at Ministry for effective monitoring of NH projects:

i. To capture real time progress and resolution of pending issues causing delay IT based portals such as Project Management Information System (PMIS) and Datalake have been developed and widely used for efficient project monitoring and decision making.

ii. To fast track land acquisition and to remove bottlenecks causing delay in land acquisition, IT based system such as “BhoomiRashi” portal has been developed and its use has been mandated for streamlining LA process.

iii. Project Implementing Agencies and State Governments are mandated to monitor projects on a monthly basis. Projects are also monitored by the High Powered Committee (HPC) chaired by the Chief Secretary of the State.

iv. Further, periodic review meetings are held at various levels in the Ministry as part of regular monitoring system.

v. In addition to above, projects costing Rs. 500 crore & above are also monitored milestone wise by Cabinet Secretariat through PMG portal hosted by DPIIT for resolving inter-Ministerial& Centre-State pending issues.

For monitoring of delays in the projects, the following systems are in place already in NHAI:

* System of Regular Monthly Reviews and Close Monitoring of NH Projects (3Level) by Secretary(PWD); Chairman, NHAI; and Secretary(RTH).

* PDs of NHAI upload the issues hampering the progress of the projects in PMG Portal & these issues are reviewed by Secretary (Coordination), Cabinet Secretariat.

* Delayed Projects are reviewed by Chairman, NHAI & Secretary (RTH) regularly.”

2.4 When asked further with regard to the phases of NHDP projects completed successfully, the Ministry, in their port-briefing written reply submitted as under:

“NHDP is being implemented in 7 phases. Of the 7 phases, Phase I & II have been majorly completed. As of 24th Oct 2017, -10,000 km of residual NHDP works were subsumed and are being taken up under Phase-I of Bharatmala Pariyojana.”

CHAPTER-III

BUDGETARY ALLOCATION

3.1 Details of Budgetary allocation made to NHAI through Union Budget, IEBR (Internal and Extra Budgetary Resources) and Debt servicing as per Demands for Grants 2023-24 are as follows:-

Amount in Rs. Crore

S. No.	Year	Budgetary Allocation	InvIT	Project based financing	IEBR	Debt servicing done/ due	Debt servicing/ Total Allocation%
1	2018-19	31,222			61,217	14,403	15.6%
2	2019-20	27,675			74,987	19,355	18.9%
3	2020-21	45,945		9,731	65,080	25,497	21.1%
4	2021-22	73,043	7,350	14,006	65,150	40,191	25.2%
5	2022-23	1,60,597	2,850	10,139	797.58	32,367	17.6%
6	2023-24	1,78,797 *			0.00	33,065	20.38%
7	2024-25	1,87,000			-	31,165	16.67%
8	2025-26	2,20,000			-	40,029	18.20%
9	2026-27	2,50,000			-	41,903	16.76%
10	2027-28	2,60,000			-	53,482	20.57%

* RE 2023-24 is not yet finalized, hence the fig is provisional.

3.2 As of 24th Oct 2017, about 10,000 km of the residual NHDP projects were subsumed under Bharatmala Pariyojana. A sheet containing details of BE, RE and the expenditure from FY 2020-21 till 31st May 2023 is attached as ANNEXURE- VII. An amount of Rs 176.08 crore has been surrendered due to PFMS error as on 31.03.2023.

3.3 On being asked to furnish information relating to the number of NH projects under implementation, total cost of those projects and the timeline for completion of those projects, the Ministry, in their post-briefing written reply, submitted the following information:

“ As of June, 2023, there are a total of 1,766 under construction National Highways (NHs) projects in the country covering total length of 50,460 km with total project cost (original) of about Rs. 9,78,797 crore.

Generally, a construction period of 2-3 years is considered for completion of NH Projects. Most of the above mentioned projects are targeted to be completed in phased manner between current FY 2023-24 to FY 2025-26.”

3.4 When asked about NH projects facing time and cost overruns, the Ministry, in their post briefing reply, stated as under:

“As of June, 2023, 674 projects are delayed. All delayed projects do not face cost escalation. Price escalation is payable as per contract conditions and actual amount of price escalation and increase in project cost, if any, is known only on actual completion of project and final settlement of bills. However, if delay is attributable to the Contractor, damages are imposed and price escalation is not paid, and there is in no additional cost due to delay.”

3.5 Further, when asked about the other mechanism/sources to raise funds for NH projects other than Government budgetary support, the Ministry, furnished the following information:

“Financing of road project in past few years has streamlined owing to various initiatives of the Ministry including introduction of HAM, stable Toll Policy, high credit rating of NHAI, and proven concession agreement. These initiatives have had a positive effect in attracting private players and foreign institutions. Private players and foreign institutions have been constantly bidding in projects like HAM, TOT and InvIT for taking up infrastructure development.”

Private Sector Investment in NHAI Projects during the last years are given below-

Description	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23
Total Private Sector Expenditure	17,29 3.12	27,36 7.96	15,45 3.64	16,41 3.64	21,60 5.32	21,95 2.98	12,47 5.53	19,20 6.14	21,89 7.09

(in Cr.)									
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Apart from government budgetary support, NHAI had been authorised to raise funds from market borrowings through IEBR (Internal and Extra Budgetary Resources). Now, NHAI is raising investment through innovative financing mechanism such as InvIT mode, ToT and Project based Financing, details of which for the last three years are as under:-

(Rupees in crores)

Financial Year	IEBR Target	IEBR Raised	Target Innovative Financing (InvIT, ToT, Project Based Financing)	Actual Innovative Financing (InvIT, ToT Project Based Financing)
2020-21	65,000	65,036	9,700	9,731
2021-22	65,000	65,150	15,000	21,356
2022-23	1,000	798	12,850	12,674

NHAI has set up an InvIT under the SEBI InvIT Regulations, 2014, in which NHAI holds 16% stake. An InvIT is a pooled investment vehicle that issues units to investors. There are three entities for management of the Trust – Trustee, Investment Manager and Project Manager. The three entities have defined roles and responsibilities under the SEBI Regulations.

(The Requisite details are enclosed as ANNEXURE- VIII)

CHAPTER-IV

QUALITY OF NATIONAL HIGHWAYS

4.1 The Policy/mechanism put in place by the Ministry to check the quality of various National Highway (NH) projects are as follows:

“(a) Continuous monitoring to ensure quality of road construction is carried out by project specific consultant (Authority Engineer/ Independent Engineer) engaged by the NHAI. Further, Quality Inspection at various level are also being undertaken by NHAI officials.

(b) In addition, NHAI also undertakes random quality inspections of NHAI projects by utilizing the services of retired senior Government officials from MoRTH/State PWD. Similarly, NHIDCL utilizes services of Special Project Monitor.

(c) The provision of equipment based monitoring using Network Survey Vehicle (NSV), Falling Weight Deflectometer (FWD) and Mobile Bridge Inspection Unit (MBIU) etc. at specified intervals have been incorporated in the consultancy agreements.

(d) An online centralized Road Asset Management System (RAMS) has been developed by MoRT&H for uploading and integration of NSV/FWD survey data with RAMS for all NH Stretch.

(e) Mobile Quality Control Vans (MQCVs) have been engaged in Gujarat, Rajasthan, Odisha and Karnataka on pilot basis. They conduct non-destructive testing in 2000 km NH/quarter. Results are shared for follow up through a web based portal.”

4.2 On being specifically asked about steps taken to ensure the quality and durability of national highways constructed in the North Eastern states, the Ministry, in their post-briefing reply, stated as under:

“(a). Supervision Consultants are engaged by NHAI/NHIDCL to supervise the quality and durability of national highways constructed. Role of Authority Engineer is to monitor the road construction work & quality of material used for construction as per specification of Contract Agreement, IRC & Other Codes.

(b) Frequent visit of Special Project Monitor-SPM (Retd. Senior Govt. Officials) send by HQ NHIDCL, to inspect the quality of National Highways work.

(c) NSV (Network Survey Vehicle) was conducted before start of the work and will be conducted after completion of the project. EPC Contractor’s & Authority’s

Engineer of the respective ongoing projects under the jurisdiction of NHIDCL has been directed to ensure strict compliance.”

4.3 When asked about the measures taken to study the quality of Highway projects in developed countries, so as to meet their quality in making the National Highways in India, the Ministry, in their post briefing reply, stated as under:

“Quality of various project components/facilities on National Highways Projects are ensured to meet the requirements of Ministry's Specification for Road & Bridge Works and relevant IRC standards/guidelines. Ministry's Specification for Road & Bridge Works and IRC standards/guidelines are updated from time to time considering international best practices and outcomes of indigenous research works. The National Highways projects are generally implemented in EPC/PPP mode where the design is done by the contractor/concessionaire. The contractor/concessionaire has also freedom to design and build roads and bridges or part(s) thereof as per international standards such as AASHTO, ASTM, Euro Codes and British Codes, etc. Indian Road Congress is the apex body in the country for framing guidelines, which are devised keeping in mind the latest international codes and standards as well as best practices.”

CHAPTER-V

LAND ACQUISITION AND COMPENSATION

5.1 The land for development of National Highways is acquired under section 3 of the National Highways Act 1956. The Ministry of Road Transport and Highways and its project implementing agencies acquire land for development of NHs in a digital way through the Bhoomi Rashi portal. The Bhoomi Rashi portal has made land acquisition process faster, error-free, transparent and the notifications at every stage are being processed on a real time basis. During the financial year 2022-23, a total of 2798 Land Acquisition notifications have been issued and nearly 27429 hectares of land have been notified for acquisition, for National Highway projects. Now, the actual time of processing LA notifications is reduced to 7-15 days as against 3-4 months before the operation of the portal. With advancement of technology and feedback from the users and project implementing agencies, the Bhoomi Rashi portal has been revamped and it has been launched on 08.05.2023. A Mobile App of the portal for CALA & land owners is also ready for launch.

5.2 When asked about the steps taken to ensure transparent real time deposit of funds in the accounts of the land owners whose land/property is acquired, the Ministry, in their post-briefing written reply, stated as under:

“The Compensation for land acquired is determined in accordance with Schedule I, II and III of The Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation And Resettlement Act. 2013.

The Ministry has initiated online payment of compensation for land acquisition for NH purposes through the Bhoomi Rashi portal. The Bhoomi Rashi portal has been integrated with the Public Finance Management System (PFMS). This has ensured transparent real time direct deposit of compensation amount in the account of the individuals whose land/ property has been acquired. As per data available on Bhoomi Rashi Portal a total of 3143 notifications have been issued and a total of 31,313 Ha. Land has been acquired. Compensation amounting to more than Rs. 2,803 Cr. has been processed through PFMS, for the Projects executed by NHA and Rs. 4,893 Cr. for the Projects executed by MoRT&H through State PWDs. This initiative of MoRTH has resulted in a more robust and efficient land acquisition for road construction in the country and real time deposit of funds in the account of land owners whose land has been acquired. Further, through Bhoomi Rashi portal land beneficiaries can track their payment status and can also raise grievances.”

5.3 The Committee desired to know the number of NH projects facing land acquisition and environment clearance related issues and the details of steps taken to resolve these issues. In reply, the Ministry has furnished the following information:

“189 projects are delayed due to land acquisition issues and 64 projects are facing various clearance issues including environmental clearances.

(a) Stakeholder Engagement and Consultation: Regular consultations are conducted to understand concerns, address grievances, and seek consensus on project-related issues. Open communication channels help in building trust, fostering cooperation, and resolving conflicts.

(b) A comprehensive process for land acquisition based on National Highways Act 1956 is followed, which has laid down procedures with requisite timelines and these are adhered to. This involves identification and notification of land, conducting surveys, assessing compensation requirements, and complying with legal procedures as per the applicable land acquisition laws in a time bound manner.

(c) Collaboration is done with relevant State departments to facilitate the Land Acquisition process under State Acts wherever applicable. This includes conducting meetings with State government authorities, engaging in discussions, negotiations, or agreements with the locals to streamline the process. Details are enclosed as Annexure 3.”

5.4 With regard to the mechanism for effective co-ordination with Ministry of Environment and Forests for their clearance of NH projects, the Ministry, further submitted as under:

“(1) MoEF&CC has issued several circulars and guidelines for streamlining of Statutory Clearances.

(2) MoEF&CC convenes the meeting of EAC Infra I.

(3) Fortnightly Regional Co-ordination Meetings (FRCM) are held resolve the pending issues in all the States, by the State IRO, MoEF&CC to resolve the project specific problems and other coordination issues to accelerate the necessary clearance for the project.

(4) MoEF&CC has recently constituted Inter-Ministerial Coordination and Monitoring Committee (ICMC) meeting to resolve policies and long pending issues under Chairmanship of Director General of Forests and Special Secretary (DGF&SS) bi-monthly.

(5) Further, MoEF&CC has developed single platform Parivesh 2 portal for online proposals submission, processing and grant of clearances of all applicable statutory clearances.”

CHAPTER-VI

TOLL PLAZAS

6.1 Prior to introduction of FASTtag, toll collection in India was primarily manual, whereby cash is collected manually, and a computerized receipt is issued. In this method, road users stop and then pay, therefore it leads to delays, congestion at user fee plazas and wastage of time and fuel. Some user fee plazas have incorporated a speedy mode of toll tax collection through cashless toll payment using prepaid smart cards or tags. However, these were issued only on stand-alone basis, which limits their scope to only a few user fee plazas. In order to ensure seamless movement of traffic and collection of user fee based on the recommendation of Apex Committee headed by Shri Nandan Nilekani, it was decided that passive Radio Frequency Identification (RFID) tags based on EPC, Gen- 2, ISO 18000-6C shall be used for user fee collection on fee plazas across India under National Electronic Toll Collection (NETC) program. This technology is maintenance- free as the passive tag does not require a battery and has long life and easy to install. Ministry of Road Transport and Highways has declared all lanes of fee plazas on National Highways as FASTag Lane w.e.f. midnight of 15th/16th February 2021 which has resulted in transparency in toll collection , reduction in opportunity for pilferage, cash handling and associated issues. The toll collection and tolling length at NHAI fee plaza in last 3 financial years is as under:

Financial Year	Toll Collection (In Cr)
2020-21	27159.58
2021-22	33037.09
2022-23	46998.03

6.2 When asked as to whether the Ministry has reviewed the implementation of FASTTag and its related services, the Ministry, in their post-briefing written reply, informed as under:

“KPMG was engaged in February 2021 by Ministry of Road Transport and Highways for a study report on Impact Assessment for NETC Programme at 25 randomly selected sample toll plaza locations. This report includes tangible and intangible impact of ETC system such as time savings, fuel savings, emissions reduction, improved user experience and others, as well as stakeholder perception of benefits and key improvement areas. Final report was submitted in November 2021.”

As per the Report submitted, some key benefits are as mentioned below:

a. Tangible Benefits – Direct

i. Vehicle pass through time saved - ₹ 46.3+ Cr hours/year.

It takes only 47 seconds/vehicle to cross a toll plaza in ETC system which earlier used to take 12.23 minutes/ vehicle in manual system. Vehicle-to-vehicle toll processing time reduced from ~32 seconds/ vehicle in manual system to ~14 seconds/vehicle in ETC system.

ii. Throughput Enhancement - 260+ vehicles/hour

56% reduction of vehicle-to-vehicle processing time has enabled a toll booth operator to process 148 additional vehicles/hour translating to 130% increase in productivity compared to manual systems.

iii. Fuel saved - ~35 Cr ltr./year equivalent to ₹ 2,800+ Cr/year

ETC has enabled users to reduce their petrol consumption by ~9.5 Cr liters/year and diesel consumption by ~25.4 Cr liters/year translating into ₹820+ Cr/year in petrol cost and ₹1,980+ Cr/year in diesel cost savings

iv. Toll revenue enhancement - ₹ 6,100+ Cr/year

ETC implementation has enabled 18% additional toll collection over and above the historical growth rate of ~12% leading to ₹6,100+ Cr/year additional revenue for service providers.

b. Tangible Benefits - Indirect

i. Economic value of travel time saved - ₹ 34,300+ Cr/year

Estimated value of time saved for passengers traveling in cars and buses is ₹ 33,500+ Cr/year: Estimated value of time saved for freight segment is ₹ 800+ Cr/year.

ii. Toll plaza savings – ₹ 40+ Cr/year

Reduced capex for new toll plazas (yet to be planned) over the next 5 years, estimated to be ₹ 2+ Cr/year. Reduced opex by toll operators due to reduced number of active lanes required, estimated to be ₹ ~38+ Cr/year.

iii. Emissions reduction - 9,78,200+ tons CO2 equivalent Over 93% reduction in vehicle idling at toll plazas equivalent to 46.3+ Cr hours/year and 34.93+ Cr Liters/year of fuel saved is the key driver of emissions reduction leading to improvement in air quality at toll plazas.

iv. Economic value of emissions reduction - ₹ 170+ crores/year

Based on USD 24.03 per ton CO₂-eq (average for CY 2020) Reduction in greenhouse gas emissions time bear an economic implication which is derivable based on the INR equivalent of per unit of emission reduced.

c. Intangible Benefits

i. Push to Digital Economy

ii. Enhanced Data Collection

iii. Improved User Experience

iv. Improved Connectivity

v. Improved Toll Plaza Operations

6.3 On being asked about the criteria for establishment of Toll Plazas at a particular location and more specifically on reasons for keeping short distance between two toll plazas, the Ministry, in their post-briefing written reply, submitted as under:

“The distance criteria for establishment of a fee plaza has come in to existence after NH Fee Rules 2008. There was no such criteria in earlier NH Fee Rules, 1997. The Rule 8(1) of NH Fee Rules 2008, provides for:

Any other fee plaza on the same section of national highway and in the same direction shall not be established within a distance of sixty kilometers;

Provided that where the executing authority deems necessary, it may for reasons to be recorded in writing, establish or allow the concessionaire to establish another fee plaza within a distance of sixty kilometers;

Provided further that a fee plaza may be established within a distance of sixty kilometers from another fee plaza if such fee plaza is for collection of fee for a permanent bridge, bypass or tunnel.

(b) It is not always possible to establish a fee plaza 60 kms away from preceding and succeeding fee plaza due to various reasons such as the preceding or succeeding (or both) stretch are BOT projects , non-availability of land, forest area, curbing of revenue leakage, municipality limits etc. In such conditions, fee plazas are established within 60 km from preceding or succeeding fee plaza with the approval of the Competent Authority.

(c) Each toll plaza is assigned with some influence length of highway for which toll fee is fixed as per NH Fee Rules 2008. Therefore, 60 km or more distance between any two fee plazas may not be economical to the user public specifically small distance users”

CHAPTER VII

MAINTENANCE OF NATIONAL HIGHWAYS

7.1 Generally, the National Highways under the jurisdiction of NHAI are being maintained by NHAI itself through O&M Contracts as per existing policy. Further, projects in BOT/HAM mode and its O&M are under the purview of Concessionaire. If any Law & Order issue arises with regard to the maintenance of Highways, the same is monitored by Field Units in coordination with concerned District Administration.

To ensure the longevity and durability in maintenance of roads, Output and Performance based Contracts (OPBC) is being introduced for road maintenance works which is generally based on performance to achieve desired Service Levels and payment will be done accordingly on output basis with the provision of penalties for non-compliance.

The maintenance of Highways is monitored by the concerned ROs/PIUs. They also issue the inspection reports to keep the highways in traffic worthy condition. Further, complaints are received for both maintenance/ operations through helpline number 1033 and NHAI One APP/TATPAR App. The Highway Operations Division is regularly monitors and replies to the public grievance received through 1033 portal.

7.2 On being asked about the key challenges being faced in the maintenance of roads, the Ministry, in their post-briefing written reply, submitted as under:

“ There are certain challenges faced while maintaining the roads through existing O&M Contracts, which are as follows:

1. Absence of Output Based payment system and lack of proactive approach in highway maintenance.
2. Absence of Stringent Monitoring Mechanism due to which time bound maintenance not being done.
3. Delayed initiation of incidental/emergency Works which results in delayed maintenance and causes safety issues.

To resolve these conventional O&M issues, OPBC is being introduced which is under final stage of approval by MoRTH. As regard, projects implemented by NHIDCL, the roads projects undertaken by NHIDCL are located at high altitudes and dense mountainous region. Apart, from this the climatic conditions are very harsh for most part of the year, including sub-zero temperature in J&K and Ladakh region and heavy rainfall in other NER States. The States being dominated by undulating topography, road is the prime means of transport. The

caving in of roads and their maintenance through the continuous mountainous ranges has become a challenge for the engineers and constructors.”

7.3 When asked about the measures taken to address the impact of natural calamities like floods and landslides on road maintenance, the Ministry, in their post-briefing written reply, stated as under:

“Several advance actions are being taken by concerned RO/PIU for flood preparedness including Pre-monsoon Inspection of the flood prone /land slide area carried out by field officials. Further, monitoring of advance action taken is being carried out at RO/PIU level to ensure that all drains and cross drainage structures are cleaned before the onset of monsoon to avoid any inundation and over flow on NHs.”

7.4 With regard to the process followed for tendering and awarding contracts for road maintenance, the Ministry, submitted as under:

“At present, the processes of tendering and awarding contracts for road maintenance are being done by respective Technical Divisions. Further, the criteria considered for selection of contractors is as per relevant clauses existing RFP of O&M contracts. A robust system of award based on standard bid document exist. Open bids are invited and awarded to the lowest bidder after ascertaining their technical, financial and managerial capacity.”

7.5 When asked further on the total number/kms of NHs under “no maintenance” following end of contracts with vendors/contractors, the Ministry responded as under:

“In case of NHAI, approximately 22 nos. of stretches are without Maintenance Agency. The bids invitation are under process for these stretches by the concerned Technical divisions on OPBC mode which is at various stages.”

CHAPTER-VIII

ROLES AND RESPONSIBILITIES

8.1 NHAI was set up through an Act of Parliament, ie the National Highways Authority of India Act, 1988. The NHAI is responsible for the development, maintenance and management of the National Highways entrusted to it. NHIDCL was established with the primary mandate of developing road infrastructure in the Northeast region and other areas of strategic importance. The key role of NHIDCL is to plan, promote, and execute the development, maintenance, and management of NHs, strategic roads, and other infrastructure projects. It focuses on development of NHs in regions that have challenging terrain, such as the Northeast, where the development of road infrastructure is particularly critical due to the geographical and logistical challenges. Other National Highways projects are being implemented by the Roads Wing of the Ministry, through State PWDs and BRO.

8.2 On being asked to provide details of the sanctioned and present strength of various categories of post under NHAI and NHIDCL, the Ministry, in their post evidence written reply furnished the following information:

“The Details of Category-wise posts in NHAI as on 20.09.2023 are as under:-

Details of category-wise posts in NHAI as on 20.09.2023			
S.No.	Category	Sanctioned Strength	Present Strength
1	Group A	1338	819
2	Group B	373	241
3	Group C	180	112
Total		1891	1172

Staff Strength of NHIDCL (On Deputation/ Contract) as on 20.09.2023

Sanctioned Strength	Filled up Strength	Vacancy
397	294	103

The post in NHIDCL are broadly classified as under:

- (i) Technical Cadre;
- (ii) Finance Cadre;
- (iii) HR and Admin. Cadre;
- (iv) Isolated Cadre;

“The rules for filling up the posts are under finalization. Pending finalization of rules, the posts are filled up on deputation basis. While advertising the posts, applications are also invited from retired Govt. servants and in case of need, they are engaged on direct contract basis.”

CHAPTER-IX

ENCROACHMENT ON HIGHWAYS

9.1 On the issue of encroachments and unauthorized constructions along National Highways, the Ministry, submitted as under:

“The powers of Highway Administration under Control of National Highways (Land & Traffic) Act, 2002 have been delegated to ROs & PDs of NHAI since September, 2019 for effectively tackling the issue of encroachment. Further, all encroachments as surveyed by the Highway Administration are to be served notice and the encroachments are to be removed with the assistance of the State Government Authorities. The matter of encroachment is pursued regularly with the State Government Authorities and Special drives with assistance from the local/State Government Authorities are also conducted from time to time on the National Highways. However, the cases of re-encroachment cannot be ruled out and need to be surveyed perpetually. The Officers of NHAI have been sensitized about the importance of removal of encroachment from NH land not only from administrative perspective but also the perspective of road safety. Accordingly, encroachment removal drives are being taken up in a regular manner.”

9.2 When asked on the steps taken to improve the management system for destroying the encroachments at the initial stage of their constructions, the Ministry, in their written reply, submitted as under:

“ROs/PDs have been designated as highway administrators for the issue of encroachments for which they have to take necessary action in coordination with the State Government for compliance and curbing the issue.”

PART-II

Observations/Recommendations

Finances of NHAI

1. The Committee have noted the information furnished by the Ministry on BE,RE and actual expenditure during the last three financial years, with regard to projects under NHDP and it is observed that a huge portion of the expenditure is related to debt servicing, which is further showing an increasing trend with every passing financial year. The Committee have also learnt that the NHAI has become debt ridden mainly due to the fact that huge funds are being raised from market borrowing through IEBR (Internal and Extra Budgetary Resources) and that the total debt of NHAI stood at around Rs. 2 Lakh crore (approx.) at the end of the financial year 2022-23. Consequently, the Government increased allocation of Rs. 1,78,797 crore as budgetary support to NHAI in FY-2023-24 and that 20.38% of the allocation has been earmarked for debt servicing. The Committee are concerned to note the burden of debt that NHAI is facing as a result of market borrowings and payment of interest thereon and are of the view that corrective measures must be taken immediately to ensure that NHAI remain capable of repaying the debt without compounding the interest on delayed repayment. In this perspective, funds through IEBR has been reduced from Rs. 65,150 crore during FY 2021-22 to Rs 797.58 crore during FY 2022-23. In such a situation, higher budgetary support from the Government is a commendable step to revitalize the finances and overall functioning of NHAI. Private Sector investment is another option. The Committee, therefore, urge upon the Government to consider taking steps like increasing private sector investments in projects, speedy award of work for approved projects and popularize the NHAI InvIT bonds to further boost the finances of NHAI and recapitalize the balance sheet of the organisation.

Surrender of Funds

2. The Committee have noted the submission of the Ministry regarding details of BE, RE and Actual Expenditure from Financial Year 2020-21 till 31st May, 2023. However, the Committee are concerned to note that an amount of Rs. 176.08 crore earmarked for NHDP projects were surrendered on 31.03.2023 due to PFMS error, at a time when all Government transactions are being completed electronically. The Committee desire to be apprised of the details and nature of PFMS error, which resulted in such a huge amount being surrendered/lapsed on the last day of the financial year.

Need for streamlining of toll-plazas

3. The Committee have noted the submission of the Ministry that the distance between two fee/toll plaza on National Highway is regulated as per National Highway Fee Rules, 2008. Accordingly, the distance between two toll plazas shall be not less than sixty kms, unless the executing Authority deems it necessary to establish another plaza within a distance of sixty kms. However, the Committee observe that toll plazas are being established in less than 60 kms. distance and also *within the limits of Municipal area or within the city* on Highways passing through highly populated villages, municipalities and townships. One such instance is the functioning of two such plazas within 60 km of each other on the Pathankot-Srinagar stretch of NH-44 . The Committee feel that in the absence of alternate roads, collecting fees from residents of villages, municipalities or townships adjoining a toll plaza for using the Highway for their day to day work/activities is not justifiable as this is an additional burden on them. Thus, the Committee would like the Government to review the instant provisions on establishing toll plazas and recommend that a mechanism should be put in place to facilitate free movement of people/inhabitants residing nearby/surrounding area of a toll plaza or within the *Municipality/city* or exempt them from payment of toll fees for commuting/using the highway. The Committee also feel that the location of toll plaza should be invariably shown at the stage of Detailed Project

Report (DPR) itself. The Committee would like to be apprised of the changes/amendments brought into the instant guidelines for the above purpose.

The Committee, further urge upon the Government to conduct a study on the feasibility of installing Electronic Toll Collection device in conjunction with the GPS system of vehicles, so that toll fees gets deducted electronically when a vehicle enters or exits a National Highway/Expressway. Such a measure, if proved successful, may eventually help in phasing out toll gates/plazas in the long run and thereby easing the movement of vehicles on National Highways/Expressways and reducing carbon emission to a large extent.

Completion of Projects

4. The Committee have been informed that the National Highways Development Project (NHDP) started in the year 2000 in a phased manner (Phase I to VII) and in the year 2017, all those projects under NHDP were subsumed under a different concept called Bharatmala Project. The Committee have also noted that when Bharatmala project was launched, work on 30,000 kms of roads were completed under NHDP, while 13,000 Kms of roads were under implementation and the remaining 10,000 Kms which were still to be sanctioned were included under the Bharatmala Pariyojana. The Committee have further taken note of the various administrative initiatives taken by the Ministry, including launch of the Bhumi Rashi portal and sharing unresolved issues with stakeholders on PRAGATI platform to ensure timely implementation and completion of projects. The Committee, while appreciating the various initiatives taken by the Ministry, are concerned to note that around 674 National Highway projects are delayed and many of them are facing time and cost overruns. To highlight a few, the implementation of the project on NH-727AA, and two Expressway corridor projects- (a) Gorakhpur-Siliguri and (b) Raxaul-Haldia which are part of phase IIA of Bharatmala Pariyojana, have been under implementation for a long time. With regard to projects which are delayed due to administrative and other related issues, the Committee feel that urgent corrective action should be taken by the

concerned Ministries/Departments, other stakeholders to resolve outstanding issues on priority basis. The Ministry has informed that a period of 2-3 years is considered ideal for completion of a National Highway project. However, the Committee have observed that most of the projects take more than 3 years for completion. The Committee, therefore, urge upon the Government to ensure better coordination amongst all stakeholders and establish single window system with online monitoring mechanism for sorting out issues without much time lag. The Committee are also of the opinion that the Government should prepare an SOP and resolve all inter-ministerial, Centre-State and intra-States issues in a time bound manner. A case in point is the proposal/need for construction of a Road overbridge(ROB) at the railway crossing point between the railway station and office of the Collectorate under Betiah Municipal Corporation on NH-727, which is understood to be under consideration for the last many years. The Committee urges the Ministry to undertake a study on the above stretch and take steps to construct a ROB accordingly, at the earliest, for the convenience of the people living in the Betiah Municipal Corporation area and also to ease the heavy traffic congestion on that stretch of NH-727. *Further*, a mechanism must also be put in place so that projects are reviewed at regular intervals, if possible, every month, in the presence of all stakeholders. The Committee also recommend the Ministry to consider introducing incentives to project developers/firms who complete projects as per the timelines or before the target date of completion.

The Committee, while noting the submission of the Ministry that there are 674 Projects facing delay in completion and all delayed projects do not face cost overruns, desire the Ministry to furnish details of projects where NHAI has incurred cost escalation (including total amount paid to project developers and other expenses) during the last 10 years.

Quality of National Highways

5. The Committee have noted the submission of the Ministry regarding Policy/Mechanism put in place to check the quality of National Highways. With regard to measures being taken by the Ministry to make the National Highways at par with international standards, the Committee further note that contractors/concessionaires have the freedom to design and build roads and bridges as per international standards such as AASHTO, ASTM, Euro Codes and British Codes, etc. However, condition of many National Highways does not seem to meet the required standards as mentioned by the Ministry. There are numerous instances of newly built roads caving-in within days of their inauguration/commissioning. The caving-in of NH-66 bypass at Thampuranmukku (Kerala) in the month of November, 2023, 150 metre stretch of Gangotri NH near Chinyalisaur in Uttarkashi (Uttarakhand) in the month of August, 2023 and in Kishtwar Pathar area of Banihal (UT of J&K) on Jammu-Srinagar NH in the month of November, 2023 are some such recent instances. There are also many stretches of National Highways, specially those covered by branches of large trees along the roads. Further roads are getting damaged because of rain and other factors. The Committee, therefore, desire that the Government should conduct a study/analysis of all such stretches of Highways to identify unscientific/ substandard construction, rectify the same and ensure effective monitoring mechanism right from construction stage. The Committee also recommend to penalize and blacklist the construction agency/firm found deviated from the laid down norms/standards of construction or violated the standard Bidding Document/Contractual terms which results in putting the life and property of commuters in danger.

Height of NH roads.

6. The Committee have observed that the height of National Highways passing through certain towns and cities is creating civic problems like water-logging in the areas adjacent to these roads, even in short spells of rains which

cause huge inconvenience to various establishments and people residing there. In certain places, the height of the roads without proper cross-drainage creates artificial floods in the adjoining areas during monsoon season. The height of National Highways also creates severe traffic congestion and even lead to accidents at traffic crossings/junctions. The Committee, therefore, recommend the Government to review the structure, design and height of National Highway passing through busy townships or market/business areas, so as to ensure that adequate number of cross drainage/bridges are made available for unhindered flow of water. This should also be planned at DPR stage so that National Highways do not create civic bottlenecks and artificial floods. The Committee would like to be apprised of the action taken by the Government in this regard.

Aligning of new road with old/existing road

7. The Committee have observed that in many cases, when a highway project is sanctioned for a particular stretch, the existing road/highway on that stretch or area, if any, is not taken into consideration for aligning the same with the new project or developing/expanding the new project on already existing road. The Committee, therefore, urge the Government that in all such cases, efforts must be made to implement the new project by subsuming the already existing road. The Committee are of the considered view that such a step would be in consonance with financial prudence, as less budgetary provisions will be required in implementing the project. Further, it will be in the interest of both the Government and residents of the area, viz. there will be minimal requirement of land acquisition and cost involved so that the project could be completed faster and opened for traffic.

Widening/Renovation of existing roads.

8. It has also been observed that roads are generally damaged when a new project is about to be implemented on an already existing Highway or when road widening is undertaken. The concerned project implementation agencies do not

pay proper attention to upkeep, maintenance or give proper traffic diversion during construction period of such Highway projects. The Committee, therefore, urge upon the Government to take necessary measures to make it incumbent upon the concerned agencies to undertake proper upkeep and maintenance of existing highways which are likely to be included in new projects and also make proper traffic diversion, keeping in view the safety of the motorists, traffic congestion and resultant environmental pollution.

Connectivity of new projects to township

9. The Committee have observed that construction of National Highways under Greenfield projects do not consider the issue of connectivity of the projects with the nearby townships that they are passing through. For instance in the State of Uttar Pradesh, it is understood that the proposed Greenfield NH project from Shamli to Gorakhpur (via Lakhimpur and Bahraich), has not included the religious town/city of Basti under the purview of the project. The Committee are, therefore, of the opinion that Greenfield projects must be designed or aligned in such a way that the nearby townships or cities along which a project is passing through gets some means of connectivity through link road to that particular Highway. Such measures will give a huge fillip to the overall economic activity of those cities and townships, apart from contributing to the swift mobility of people residing in those areas.

Amenities on National Highways

10. The Committee note that the Ministry has adopted a policy in the year 2021, for development of wayside amenities along Greenfield/Brownfield Expressways and National Highways which are under development, on need basis. However, the Committee observe that there is no guidelines or policy for developing such amenities on existing Highways and Expressways. Further, the condition of such facilities on these roads are in very bad shape and there is an urgent need for improvement of such facilities, specially the conditions of rest rooms and location of refueling including EV charging stations. The distance between the location of such facilities are very far and very congested. It is also pertinent to

highlight here that there are no wayside amenities on the newly inaugurated Bengaluru-Mysuru National Highway, creating huge inconvenience for motorists using the highway. The Committee urge the Government to reduce the distance between wayside amenities and also prevail upon the service providers to increase the number of units, specially that of restrooms and eateries, to cater to the increasing volume of traffic on Expressways. The Committee underline the need to identify all such National Highways and urgent steps should be taken for developing wayside amenities at the earliest. The Committee, also recommend that refueling including EV charging stations on Expressways/Highways must be along such roads and not far away from the Expressways/Highways. In addition, childcare rooms should also be developed at such facilities for the convenience of lactating women. The Committee strongly hold that these measures would go a long way in improving the commuting experience on National Highways and Expressways.

Maintenance of National Highways

11. The Committee have taken note of the submission of the Ministry regarding steps taken to ensure the durability of National Highways such as engagement of Supervision Consultants to supervise quality and durability of NHs, monitoring of construction work and quality of material being used by Engineers of NHAI/NHIDCL, frequent visits of Special Project Monitor- SPM to inspect the quality of NH network, etc. However, the Committee have observed that timely maintenance and renovation of existing Highways are far from satisfactory. Damaged roads characterised by huge potholes, lack of proper signages on roads, shabby road dividers and barriers, etc. are common sights on Highways, specially in the far-flung areas of the country. Maintenance of National Highways are as important as construction of new Expressways and Highways. Absence of stringent monitoring mechanism is one of the reasons for which time bound maintenance is not taking place. The Committee observe that proper monitoring of Highway maintenance is not being done by the concerned ROs/PIUs under NHAI. The Committee, therefore, are of the strong view that the existing

contracts for maintenance of National Highways need a thorough review and stringent penalty provisions must be included in the contracts for improper maintenance. NHA must be proactive and a timeline should be drawn up for inspection of Highways on monthly or fortnightly basis, so that maintenance or rectification work can be taken up on time.

Taking further note of the submission of the Ministry that maintenance of the roads at high altitudes and dense mountainous regions being undertaken by National Highways Infrastructure Development Corporation Ltd (NHIDCL), is a big challenge owing to the undulating topography and harsh climatic conditions almost throughout the year, the Committee feel that the Government should adopt international best practices in construction and maintenance of Highways in high altitudes, specially of those roads in high altitude regions of Europe, Russia and China.

Compensation for land acquisition.

12. The Committee, appreciate the launch of the Bhoomi Rashi portal and its integration with the Public Finance Management System (PFMS), to fast track online payment of compensation for land acquisition for NH projects and It is noteworthy that payment of Rs. 1,317 crore for the projects executed by NHA and Rs. 3,546 crore for the projects executed through State PWDs have been processed since launch of the portal. However, the Committee observe that payment of compensation to land owners are still delayed and at times it takes months/years, for final settlement. The Committee note that such delays are not specific to any region or State, but wherever land is being acquired for development of highways, the time lag between the date of award for compensation and actual release of payment is a matter of concern for every landowners as they lose their rights over the land once the land is notified for compensation. In such circumstances, the land owners face a peculiar situation where they can neither use the land nor are they in the receipt of the compensation amount to invest the same for some other productive purposes.

It is understood that interest is being paid for the time-gap/period of delay between the date of notification of acquisition of land and date of award of compensation and not for the period between date of award of compensation and the date of actual release of payment. The Committee, therefore, emphasize the need for review of the process of payment of compensation for land acquisition so as to have actual release of compensation in time and recommend that the Government should consider a provision for payment of interest on delayed payment of compensation being paid to the land owners, on the pattern of interest being paid on refund of Income Tax. The Committee believe that such a step would protect the rights of land owners, who are otherwise at a disadvantageous position, owing to delay in receiving the compensation for years, while the price of land increases day by day.

Plantation on NHs.

13. The Committee have been informed that around 71.5 lakhs trees have been planted along the national highways during financial year (2022-23) as part of 'Azadi ka Amrit Mahotsav'. While lauding the initiative, the Committee urge upon the Government to replicate the same along all the Highways of the country, in a phased manner, which apart from enhancing the ambience and beauty of National Highways, will also contribute in protecting and improving the environment. The plantation drives on road dividers of 4/6/8 lane Highways, will project motorist driving at night from high beam lights of vehicles coming from the opposite direction blurring the vision of drivers which may lead to fatal mishaps. The ministry should also involve the Ministry of Environment, Forests and Climate Change and Social Forestry Department of the States for such plantation initiatives.

Encroachment on NHs

14. The Committee have noted the submission of the Ministry that all powers for tackling issues of encroachment have been delegated to Regional Officers and Project Directors of NHAI since September, 2019 and that all such matters are being pursued regularly with State Government Authorities. The Committee,

however, have observed that encroachments and re-encroachments are common along most Highways of the Country. In most cases, the encroachments are done by road side vendors selling eateries, vegetables, pan-masala etc. There are also instances of people encroaching upon even the road dividers and growing vegetables on them. All such encroachments apart from compromising the safety of both motorists and encroachers, also give a very shabby look to Highways at a time when the Government is working with a vision to make Highways at par with roads of advanced countries. The Committee, therefore, recommend that the officials of NHAI along with concerned enforcement agencies of the State Governments must regularly monitor those stretches of Highways which are prone to encroachments and take immediate steps to remove encroachments at the initial stage and protect it from further encroachment. The Committee, further recommend introduction of strong punitive measures viz. heavy penalties, imprisonments of repeated offenders.

Manpower.

15. The Committee are concerned to note that around 38% of the sanctioned strength of various posts of Group A, B and C under NHAI and 103 numbers of both technical and non-technical posts under NHIDCL are lying vacant. However, the Ministry is silent with regard to steps taken for filling up the huge number of vacant posts in these two organizations. The Committee note that hundreds of NH projects are under implementation all over the country, specially under NHAI and it is quite surprising that the organisation is functioning with little over half of its sanctioned strength. NHAI, being a project implementing and monitoring Authority, needs to function in full strength to achieve the desired results. The Committee are aware that the officials of the ROs/PIUs, apart from doing work related to planning and execution of projects, are also engaged in monitoring the maintenance of NHs, which the Committee believe require constant visits to the project sites, some of which are located at very far flung areas. The Committee, are of the view that without sufficient manpower, the NHAI and NHIDCL may not be able to produce the desired results in a time bound manner due to unbalanced

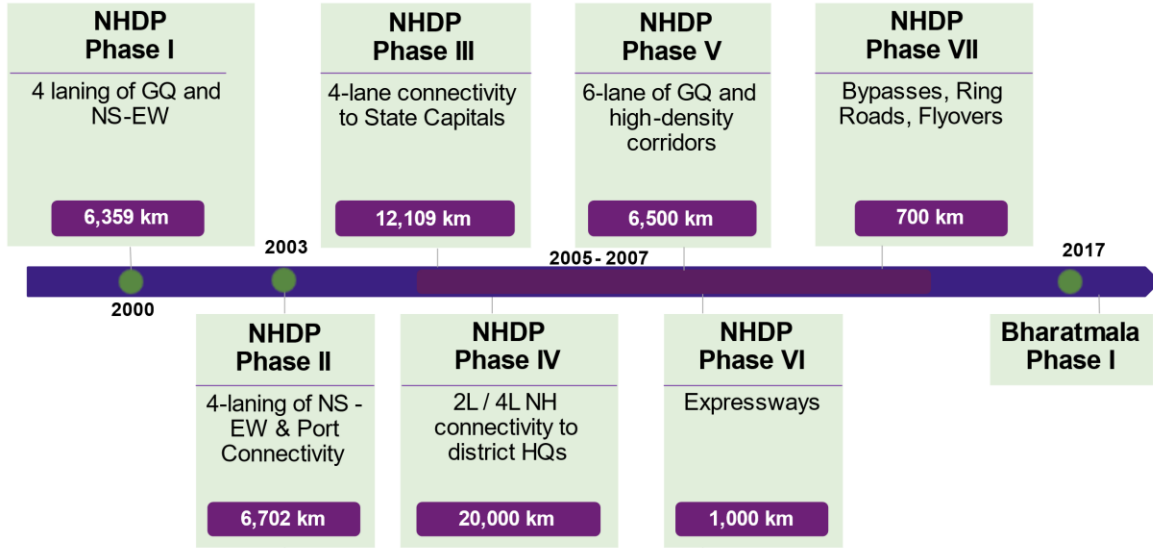
workload on incumbent officials. The Committee, therefore, recommend the Government to take immediate steps to fill up all vacant posts in a time bound manner and pursue strongly with the concerned recruitment agency to complete the process expeditiously. The Committee would like to be apprised of the action taken by the Government in this regard.

NEW DELHI;
24 January, 2024
Magha 04, 1945 (Saka)

DR. SANJAY JAISWAL
CHAIRPERSON
COMMITTEE ON ESTIMATES

Annexure-I: Timeline and Details of NHDP Stages

National Highway Development Programs executed by MoRTH



Annexure-II: Components of Bharatmala Network and NHDP approved by CCEA (2017)

#	Category	Description	Bharatmala Network (CCEA Approval of 2017)	Approval for Phase I (km)	Outlay (Rs. Cr.)
1	Economic Corridors development	Connection of economically important production & consumption centers	26,160	9,000	1,20,000
2	Inter-corridor and Feeder routes development	Inter-connection between economic corridors, first mile & last mile connectivity	15,400	6,000	80,000
3	National Corridors Efficiency Improvement	Lane expansion, de-congestion of existing National Corridors	13,049	5,000	1,00,000
4	Border and International Connectivity Roads	Connectivity to border areas and boosting trade with neighboring countries	5,198	2,000	25,000
5	Coastal and Port Connectivity Roads	Connectivity to coastal areas to enable port-led economic development	3,298	2,000	20,000
6	Expressways	High-speed corridors	1,837	800	40,000
Sub Total			64,942	24,800	3,85,000
7	Balance Road works under NHDP			10,000	1,50,000
Grand Total				34,800	5,35,000

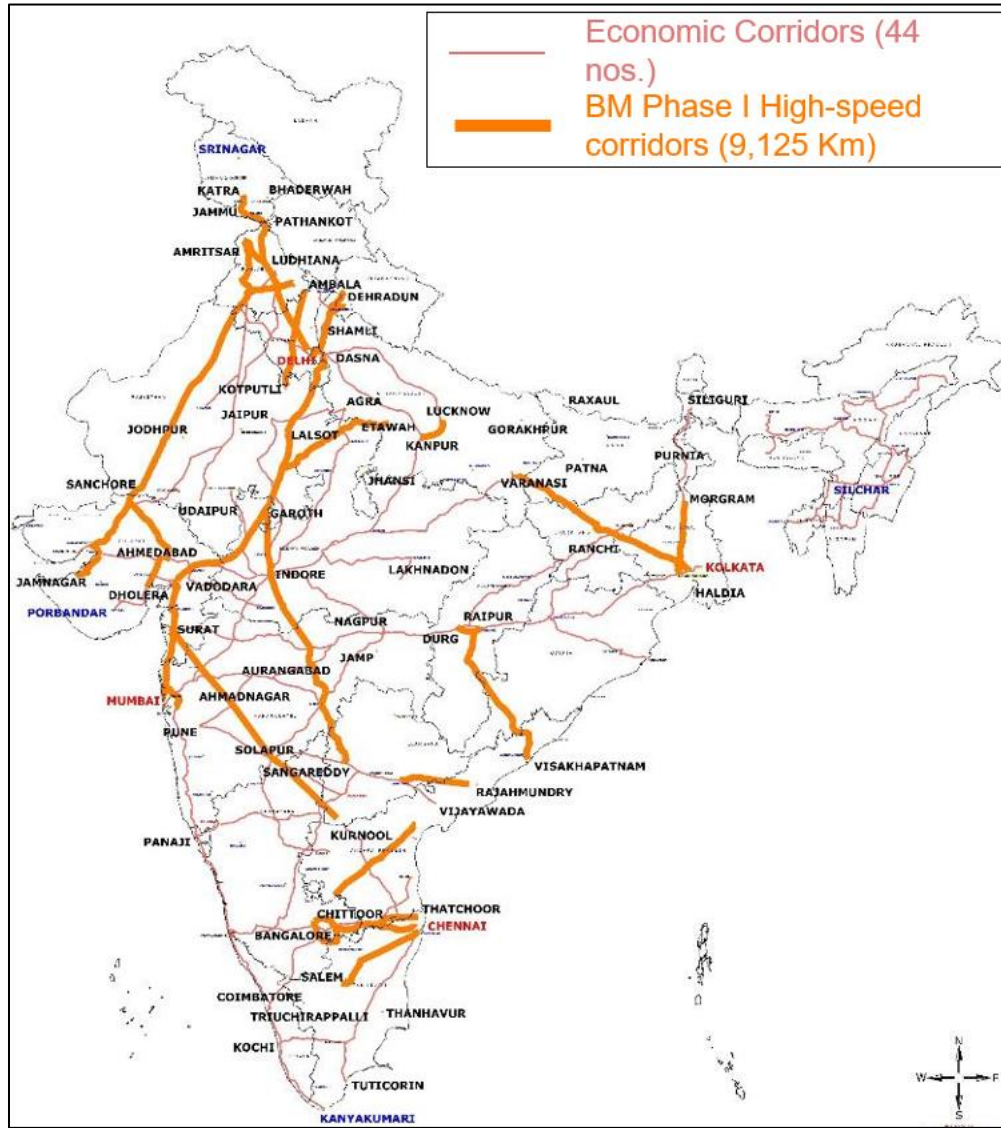
Annexure-III: Historical award and construction under Bharatmala Pariyojana

Year	# Projects	Length (km)	Total Capital Cost (Rs. Cr.)	Constructed Length (km)
FY 17 - 18	115	5,666	115	-
FY 18 - 19	76	2,307	76	358
FY 19 - 20	108	3,318	108	1,963
FY 20 - 21	179	5,174	179	2,822
FY 21 - 22	184	5,595	184	3,636
FY 22 - 23	121	4,105	121	4,360
FY 23 - 24	5	76	2	76
Awarded Total	788	26,241	847,091	13,215
Yet to be Awarded	189	8,559	248,506	
Grand Total	977	34,800	10,95,597	13,215

Annexure-IV: Award of projects under various modes of implementation in Bharatmala Pariyojana

Classification	Total		Awarded		Balance for Award	
	Length (km)	Total Capital Cost (INR Cr)	Length (km)	Total Capital Cost (INR Cr)	Length (km)	Total Capital Cost (INR Cr)
EPC	17,573 (50%)	4,70,072 (43%)	14,591 (56%)	396,226 (47%)	2,982 (35%)	73,846 (30%)
HAM	16,779 (48%)	6,13,418 (56%)	11,242 (43%)	4,39,753 (52%)	5,537 (64.5%)	1,73,665 (69.5%)
BOT - Toll	449 (1%)	12,107 (1%)	408 (2%)	11,111 (1%)	41 (0.5%)	996 (0.5%)
Grand Total	34,800 (100%)	10,95,597 (100%)	26,241 (100%)	8,47,091 (100%)	8,559 (100%)	2,48,506 (100%)

Annexure-V: Map of High-speed Corridors being developed under Phase-I of Bharatmala Pariyojana



Annexure-VI: Status of High-speed Corridors being developed under Phase-I of Bharatmala Pariyojana (As of 30th April, 2023)

Sr. No.	Corridor	Awarded		Approved - Yet to be Awarded		Yet to be Approved		Total Length (km)	Total Capital Cost (Rs Cr.)	Completed Length (km)
		Length (km)	Total Capital Cost (Rs Cr.)	Length (km)	Total Capital Cost (Rs Cr.)	Length (km)	Total Capital Cost (Rs Cr.)			
1	Delhi - Mumbai EXP	1,368	98,819	0	0	18	4,817	1,386	103,636	839
1.A	Delhi – Vadodara	845	42,490	0	0	0	0	845	42,490	699
1.B	Vadodara – Mumbai	432	48,466	0	0	18	4,817	450	53,283	108
1.C	Delhi - Faridabad – Sohna	91	7,862	0	0	0	0	91	7,862	32
2	Ahmedabad – Dholera	109	4,372	0	0	0	0	109	4,372	17
3	Bengaluru – Chennai	262	17,356	0	0	0	0	262	17,356	55
4	Delhi - Amritsar - Katra	630	37,990	12	291	26	624	669	38,905	96
5	Kanpur - Lucknow EXP	63	4,219	0	0	0	0	63	4,219	0
Sub Total - Expressway		2,432	162,756	12	291	44	5,441	2,489	168,488	1,006
6	Ambala - Kotputli	313	11,375	0	0	0	0	313	11,375	313
7	Amritsar - Bhatinda - Jamnagar	917	23,203	0	0	0	0	917	23,203	700
8	Raipur - Vishakhapatnam	465	17,273	0	0	0	0	465	17,273	97
9	Hyderabad Vishakhapatnam	222	6,104	0	0	0	0	222	6,104	75
10	UER II	75	7,234	0	0	0	0	75	7,234	44
11	Chennai - Salem	0	0	0	0	277	7,549	277	7,549	0
12	Chittor Thatchur	116	4,966	0	0	0	0	116	4,966	4
13	Bangalore Ring Road	136	5,892	0	0	144	5,475	280	11,367	70
14	Delhi - Saharanpur - Dehradun	239	13,101	0	0	0	0	239	13,101	17
15	Durg Raipur Arang	92	3,454	0	0	0	0	92	3,454	0
16	Surat - Nashik - Ahmednagar - Solapur	121	3,184	0	0	609	21,628	730	24,812	80
17	Solapur - Kurnool - Chennai	329	11,237	0	0	0	0	329	11,237	46
18	Indore - Hyderabad	518	13,909	0	0	7	98	525	14,007	359
19	Kharagpur - Siliguri	0	0	0	0	235	8,950	235	8,950	0
20	Kota Indore (Garoth to Ujjain)	135	2,695	0	0	0	0	135	2,695	11
21	Sanchore - Deesa - Mehsana -	0	0	0	0	212	8,110	212	8,110	0

Sr. No.	Corridor	Awarded		Approved - Yet to be Awarded		Yet to be Approved		Total Length (km)	Total Capital Cost (Rs Cr.)	Completed Length (km)
		Length (km)	Total Capital Cost (Rs Cr.)	Length (km)	Total Capital Cost (Rs Cr.)	Length (km)	Total Capital Cost (Rs Cr.)			
	Ahmedabad									
22	Bengaluru - Kadappa - Vijayawada	342	14,195	0	0	0	0	342	14,195	0
23	Varanasi - Ranchi - Kolkata	361	13,312	0	0	251	9,888	612	23,200	0
24	Kota - Etawah Expressway	0	0	217	6,764	195	5,970	412	12,733	0
25	Mohali - Sirhind - Khanna Bypass - Malerkotla - Barnala	0	0	0	0	108	2,214	108	2,214	0
Sub Total - Access Controlled		4,381	151,134	217	6,764	2,037	69,881	6,635	227,779	1,816
Sub Total - Expressway		2,432	162,756	12	291	44	5,441	2,489	168,488	1,006
Grand Total		6,813	313,891	230	7,055	2,081	75,322	9,124	396,267	2,822

ANNEXURE VII

A. RECEIPTS

S.no	Particulars	BE 2020-21	RE 2020-21	Actual 2020-21	BE 2021-22	RE 2021-22	Actual 2021-22	BE 2022-23	RE 2022-23	2022-23 (Provi)	BE 2023-24	Upto Aug-23
(ii)	Cess	20750	27300	23883	34700	39410	36210	100100	113600	110674	131400	63500
(iii)	Toll Ploughback	11500	11500	11500	12650	12650	12670	13915	18006	18006	20807	10404
(iv)	ToT Plough Back	10250	10250	7262	10000	13000	5000	0	10000	10000	10000	0
(v)	Receipts from InVit	0	0	0	0	0	7350	20000	2850	2850	13000	0
(vi)	IEBR	65000	65000	65080	65000	65000	65149	0	798	798	0	0
(vii)	External Assistance	982	476	100	865	1000	1000	700	3897	200	536	240
(viii)	Others (NH(O), SAP, EPE etc)	12600	7077	2800	13227	18937	16315	18134	18194	19893	23603	15962
(ix)	Maintenance Receipts	3000	400	400	2700	2700	1873	2940	2940	1825	3500	500
(x)	Other Revenue Receipts & Interest etc	1696	2016	4119	2140	3921	11465	1381	2961	-851	1432	1199
(xi)	Receipts from DME	0	9700	9731	15000	15000	14006	15000	10000	9824	9000	0
	Total Receipts	125778	133719	124875	156282	171619	171038	172170	183246	173217	213278	91805

B Expenditure

	Particulars	BE 2020-21	RE 2020-21	Actual 2020-21	BE 2021-22	RE 2021-22	Actual 2021-22	BE 2022-23	RE 2022-23	Actual 2022-23(Provisional)	BE 2023-24	Actual upto May 23 in 2023-24
(i)	Land Acquisition	31000	31000	35858	32000	32398	35885	36415	38000	39836	41000	11793
(ii)	Civil works & Other	56515	58837	38949	69151	68249	59072	83527	91049	70729	105375	44690
(iii)	Annuity Payment	6355	5822	5972	7665	8661	10208	10786	14402	12679	16073	3883
(iv)	DME Expenditure	0	0	9869	0	0	12082	0	0	11104	0	2650
	Total Project Expenditure	93870	95659	90648	108815	109307	117247	130729	143451	134348	162448	63016
(v)	Debt Servicing	26745	26027	25633	41984	47438	47271	31736	32206	32477	32882	10036
(iv)	Repairs & Maintenance of	3099	2641	3662	2700	2700	3578	2940	3530	4425	5030	1455
(vi)	Other Expenditure	5287	5422	5408	4441	6555	4206	6595	6813	2182	7640	757
	Grand Total	8386	8063	9070	7141	9255	7783	9535	10343	6607	12670	2212
	Grand Total (Expenditure)	129000	129748	125350	157940	166000	172302	172000	186000	173432	208000	75264

Note: (i) Excess of expenditure over the receipts under actuals of the year has been met from the opening balance carried over from previous year

(ii) Amount surrendered/lapsed due to PFMS Server errors amounting to Rs.175.08 Crores.

There is some other mechanism/source through alternative initiatives viz. asset monetization, funding through a new Development Finance Institution (DFI) etc. NHAI has successfully started its asset-recycling programme through monetizing its completed NH sections in order to generate more resources for construction of future highways. NHAI's asset recycling program aims to leverage existing infrastructure assets that have been created in the past, and to utilize the proceeds so created to fund new infrastructure creation.

The Government of India has approved various modes of asset monetization for NHAI, which include the Toll Operate and Transfer (TOT) Mode, NHAI Infrastructure Investment Trust (InvIT) and Project based Securitization through SPV (DME).

MODES OF ASSET MONETISATION:

There are three models under consideration for monetizing operational road assets of NHAI viz. Toll Operate Transfer (TOT) Model, Infrastructure Investment Trust (InvIT) model and Securitisation through Special Purpose Vehicle (SPV) Model.

- (i) **TOT Model** – Under this model, the right of collection of user fee (toll) in respect of selected operational highways constructed through public funding are assigned through a concession agreement as a result of bidding. For a specified period of 15-30 years to the Concessionaire against upfront payment of a lump-sum amount quoted to the Government/NHAI. During the concession period, the responsibility for operations and maintenance of the road assets rests with the Concessionaire.
- (ii) **InvIT Model** – NHAI has set up an InvIT under the SEBI InvIT Regulations, 2014, in which NHAI is having 16% stake apart from main investors (CPPIB, OTPP etc.). InvIT is a pooled investment vehicle that issues units to investors, while having three entities for management of the Trust – Trustee, Investment Manager and Project Manager. The three entities have defined roles and responsibilities under the SEBI Regulations.
- (iii) **Securitisation through SPV Model** – A SPV/DME (100% owned by NHAI), has been created by bundling road assets under consideration and securitising the future user fee from the road assets. NHAI will collect toll, maintain the road assets and periodically transfer payments to the SPV sufficient for servicing debt obligations at the SPV level.

NHAI has been a pioneer in Asset Monetization and its half a decade old programme has witnessed generation of more than Rs 70,000 Cr.

MINUTES OF SECOND SITTING OF THE COMMITTEE ON ESTIMATES

(2023-2024)

The Committee sat on Wednesday, the 24th May, 2023 from 1100 hrs. to 1310 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Dr. Sanjay Jaiswal – Chairperson

Members

2. Kunwar Danish Ali
3. Shri Kalyan Banerjee
4. Shri Sudarshan Bhagat
5. Shri Nihal Chand Chauhan
6. Shri Dharmendra Kumar Kashyap
7. Shri Srinivas Kensineni
8. Shri Pinaki Misra
9. Shri S. S. Palanimanickam
10. Shri K. C. Patel
11. Shri Ashok Kumar Rawat
12. Shri Magunta Sreenivasulu Reddy
13. Shri Rajiv Pratap Rudy
14. Shri Francisco Cosme Sardinha
15. Smt. Sangeeta Kumari Singh Deo

SECRETARIAT

- | | | |
|---------------------------|---|----------------------|
| 1. Smt. Anita Bhatt Panda | - | Additional Secretary |
| 2. Shri Muraleedharan. P | - | Director |
| 3. Smt. Anju Kukreja | - | Deputy Secretary |

Representatives of the Ministry of Road Transport & Highways (MoRTH)

1. Shri Anurag Jain - Secretary (RTH)
2. Shri P.V.V.S.S.Ravi Prasad - DG (RD) & SS

(a) National Highways Authority of India (NHAI)

3. Shri Manoj Kumar - Member
4. Shri Mahabir Singh - Member

(b) National Highways & Infrastructure Development Corporation Ltd (NHIDCL)

5. Shri Chanchal Kumar - Managing Director

2. At the outset, the Chairperson, Committee on Estimates welcomed the Secretary and other officials of the Ministry of Road Transport & Highways (MoRTH) to the sitting of the Committee convened to have briefing on the subject 'Assessment of various projects including Green Highways under National Highways Development Project (NHDP)'. Their attention was also drawn to Direction 55(1) of 'Directions by the Speaker, Lok Sabha' about confidentiality of the proceedings of the Committee.

3. After a brief introduction on the subject by the Secretary, MoRTH, the Member (Projects), NHAI made a power point presentation on the subject. The presentation highlighted inter-alia National Highway Development programme executed by NHAI and present status thereof, genesis of Bharatmala Pariyojana, status of implementation of Phase - I of Bharatmala Pariyojana, measures taken to ensure completion of projects on time, reasons for revised investment in Phase- I of Bharat mala Pariyojana and mode-wise status thereof, launching of Portal called 'Bhumi Rashi' to resolve the issues pertaining to delay in land acquisition and award of compensation, measures taken to improve user

convenience, construction of High Speed Corridors as per planned principles of PM Gati Shakti National Master Plan, status/benefits of high speed corridors, status of completion of various Expressways, status of Access Controlled Corridors under various aspects like total projects, work awarded, length completed, target date for completion of balance length, cost-breakup, project stretches and progress etc under Green National Highway Corridor Project (GNHCP), enhancement of road safety measures, expected logistics efficiency outcomes etc.

4. Thereafter, the Chairperson and Members of the Committee raised several queries on issues related to the subject, viz, process for selection of roads for construction of National Highways by MoRTH and processes involved in completing the same, procedure for land acquisition and steps initiated to ensure transparent and real time deposit of funds in the accounts of land owners, process followed by NHAI for tendering and awarding contracts for construction and maintenance of Highways, steps taken by the NHAI to address the issue of encroachments and unauthorized constructions along National Highways, steps initiated to improve their management system for removal of encroachments at initial stage, measures initiated to remove black spots on the roads, need for constructing service roads, need for having consultations with MPs, MLAs and other Public representatives during planning of construction of NHs, steps taken towards construction of over bridges/under passes for crossing the highways; steps contemplated to ensure seamless movement of traffic through Toll Plazas and transparency in collection of user fee, reasons for keeping toll plazas at short distances and steps taken to reduce number of Toll Plazas on NH etc. Members also asked about the present status of construction of Roads/Highways particularly in Uttar Pradesh, Bihar, Goa, Rajasthan & Odisha, steps taken to prevent accidents on highways, grievance redressal mechanism with regard to quality and conditions of NHs, system in place for addressing Public complaints and feedback regarding road maintenance,

mechanism in place to ensure transparency and accountability in road maintenance operations, number of Green Highways being developed and total plantations done under Green Highway project, initiatives taken to ensure timely completion of national Highways projects in the North-Eastern States and plans to integrate those projects with neighboring countries or international trade routes etc.

5. The representatives of the Ministry responded to the queries raised by the Members. The Chairperson then thanked the representatives of the Ministry and asked them to furnish written replies to the queries which remained unanswered, within two weeks.

6. The witnesses, then, withdrew.

7. A verbatim record of the proceedings has been kept.

The Committee, then, adjourned.

MINUTES OF NINTH SITTING OF THE COMMITTEE ON ESTIMATES

(2023-2024)

The Committee sat on Wednesday, the 18th September, 2023 from 1500 hrs. to 1715 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

PRESENT

Dr. Sanjay Jaiswal – Chairperson

Members

2. Kunwar Danish Ali
3. Shri Kalyan Banerjee
4. Shri P. P. Chaudhary
5. Shri Nihal Chand Chauhan
6. Shri Dilip Saikia
7. Shri Harish Dvivedi
8. Shri P. C. Gaddigoudar
9. Shri Kesineni Srinivas (Nani)
10. Shri Mohanbhai Kalyanji Kundariya
11. Shri K, Muraleedharan
12. Shri Kamlesh Paswan
13. Shri K. C. Patel
14. Col. Rajyavardhan Singh Rathore
15. Shri Ashok Kumar Rawat
16. Shri Magunta Srinivasulu Reddy
17. Rajiv Pratap Rudy
18. Jugal Kishore Sharma
19. Shri Pratap Simha

20. Smt. Sangeeta Kumari Singh Deo

21. Shri R. K. Singh Patel

SECRETARIAT

- | | | |
|---------------------------|---|----------------------|
| 1. Smt. Anita Bhatt Panda | - | Additional Secretary |
| 2. Shri Muraleedharan. P | - | Director |
| 3. Smt. Anju Kukreja | - | Deputy Secretary |

Representatives of the Ministry of Road Transport & Highways (MoRTH)

- | | | |
|-------------------------------|---|----------------------|
| 1. Shri Anurag Jain | - | Secretary (RTH) |
| 2. Shri P.V.V.S.S.Ravi Prasad | - | DG (RD) & SS |
| 3. Shri Amit Kumar Ghosh | - | Additional Secretary |
| 4. Shri Mahmood Ahmed | - | Additional Secretary |
| 5. Shri S.P.Singh | - | Joint Secretary |
| 6. Shri Kamlesh Chaturvedi | - | Joint Secretary |
| 7. Shri D. Sarangi | - | ADG |
| 8. Shri B.K. Sinha | - | ADG |
| 9. Shri Sudip Chaudhury | - | ADG |
| 10. Shri Manoj Kumar | - | Chief Engineer |
| 11. Shri Rajeev Singh | - | Chief Engineer |
| 12. Shri Rahul Gupta | - | Chief Engineer |
| 13. Shri Aditya Prakash | - | Chief Engineer |

(a) National Highways Authority of India (NHAI)

- | | | |
|--------------------------------|---|------------------|
| 14. Shri Santosh Kumar Yadav | - | Chairman |
| 15. Shri NRVVMK Rajendra Kumar | - | Member (Finance) |

- 16. Shri K. Venkata Ramana - Member (PPP)
- 17. Shri V. K. Rajawat - Member (Project)
- 18. Shri Alok Deepankar - Member (Tech.)
- 19. Shri L. P. Padhy - CGM
- 20. Shri Amarendra Kumar - CGM

(b) National Highways & Infrastructure Development Corporation Ltd (NHIDCL)

- 21. Shri Anshu Manish Khalkho - Director
- 22. Shri Atul Kumar - Director

2. XXXX XXXX XXXX

3. At the outset, the Chairperson, Committee on Estimates welcomed the Secretary, Ministry of Road Transport & Highways (MoRTH), Chairman, National Highways Authority of India (NHAI) and other officials of the Ministry to the sitting of the Committee convened to have oral evidence on the subject 'Assessment of various projects including Green Highways under National Highways Development Project (NHDP)'. Their attention was also drawn to Direction 55(1) of 'Directions by the Speaker, Lok Sabha' about confidentiality of the proceedings of the Committee.

4. After a brief submission on the subject by the Secretary, MoRTH, the Chairman, NHAI made a power point presentation on the subject. The presentation highlighted inter-alia various National Highway Development Programs executed by MoRTH viz, 7 phases of NHDP, present status of implementation of Bharatmala Pariyojana Phase-I (BPP-I), status of High Speed Corridors under BPP-I, status of implementation of various Expressway Projects including Delhi-Mumbai Expressway Project, access controlled corridors under BPP-I, Budgetary support and other sources of funding for NHDP Projects, asset monetization, objectives and key features of Green National Highway Corridor Projects (GNHCP), statewise status of implementation of GNHCP, measures taken for timely completion of

projects, road safety initiatives, synchronization of NHDP projects with PM Gati Shakti National Master Plan, land acquisition and compensation, FASTTag and its related services, monitoring mechanism to track progress of projects, lighting of Highways, etc.

5. Thereafter, the Chairperson and Members of the Committee raised several queries on issues related to the subject, viz, delay in implementation of various projects, payment of compensation for acquisition of land, criteria for establishing toll booths at various locations, variations in rates of toll tax across highways, process of consultation while preparing DPRs, Greenfield Projects, steps taken to minimize accidents on Highways and Expressways, identification of blackspots, need for equitable sanctioning of Expressway projects among the States, need for co-ordination between regional offices of NHAI and implementing agencies, posting of officers at a particular location for a fixed term, initiatives taken for completion of projects running behind schedule, progress of work of various NHs and Expressway Projects specially in the States of Andhra Pradesh, Assam, Bihar, Gujarat, Karnataka, Kerala, Odisha, Rajasthan, Uttar Pradesh and UT of Jammu and Kashmir, need for constant interaction of officials with public representatives in connection with implementation of projects. Planting of trees on NHs, need for streamlining the mechanism for maintenance and renovation of Highways specially which are damage during rainy season, etc.

6. The representatives of the Ministry responded to the queries raised by the Members. The Chairperson then thanked the representatives of the Ministry and asked them to furnish written replies to the queries which remained unanswered, within two weeks.

7. The witnesses, then, withdrew.

8. A verbatim record of the proceedings has been kept.

The Committee, then, adjourned.

MINUTES OF THE SIXTEENTH SITTING OF THE COMMITTEE ON ESTIMATES

(2023-24)

The Sixteenth Sitting of the Committee was held on Wednesday, 24 January, 2024 from 1245 hrs. to 1305 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi-110001

PRESENT

Dr. Sanjay Jaiswal – Chairperson

MEMBERS

2. Kunwar Danish Ali
3. Shri Dharmendra Kumar Kashyap
4. Shri Kesineni Srinivas
5. Shri Pinaki Mishra
6. Shri K. Muraleedharan
7. Shri Magunta Srinivasulu Reddy
8. Shri Rajiv Pratap Rudy
9. Shri Francisco Cosme Sardinha
10. Shri Parvesh Sahib Singh

SECRETARIAT

1. Shri Santosh Kumar - Joint Secretary
2. Shri Muraleedharan.P - Director

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee. The Committee then took up for consideration and adoption of the following two draft Reports:

- i) Assessment of various projects including Green Highways under National Highways Development Project (NHDP).
- ii) XXX XXX XXX

3. The Committee after due deliberations adopted the draft Reports. The Committee then, authorised the Chairperson to finalize the draft Reports on the basis of factual verification received from the concerned Ministry and present the same to Lok Sabha.

The Committee, then, adjourned.