

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2016-2017)**

**36**

**SIXTEENTH LOK SABHA**

**MINISTRY OF RURAL DEVELOPMENT  
(DEPARTMENT OF RURAL DEVELOPMENT)**

**PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)**

**THIRTY-SIXTH REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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**MINISTRY OF RURAL DEVELOPMENT  
(DEPARTMENT OF RURAL DEVELOPMENT)**

**PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)**

Presented to Lok Sabha on 20.03.2017

Laid in Rajya Sabha on 20.03.2017



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT  
(2016 - 2017)**

Dr. P. Venugopal -- *Chairperson*

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3. Shri Kirti Azad
4. Shrimati Butta Renuka
5. Shri Harish Chandra Chavan
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**SECRETARIAT**

1. Shri Abhijit Kumar - Joint Secretary
2. Shri S. Chatterjee - Director
3. Smt B. Visala - Additional Director
4. Shri Ravi kant Prasad Sinha - Committee Assistant

(ii)

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2016-2017) having been authorized by the Committee to submit the Report on their behalf, present the Report on 'Pradhan Mantri Gram Sadak Yojana (PMGSY)' of the Department of Rural Development (Ministry of Rural Development).

2. The Committee had a briefing of the representatives of the Department of Rural Development (Ministry of Rural Development) on 09 June, 2015. Thereafter, the Committee took evidence of the representatives of the Department of Rural Development (Ministry of Rural Development) at their sitting held on 27 October, 2016.

3. The Draft Report was considered and adopted by the Committee at their sitting held on 17 March, 2017.

4. The Committee wish to express their thanks to the officials of the Department of Rural Development (Ministry of Rural Development) for placing before them the requisite material and their considered views in connection with the examination of the subject.

5. The Committee place on record their deep sense of appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

**NEW DELHI;**  
**17 March, 2017**  
**26 Phalguna, 1938 (Saka)**

**DR. P. VENUGOPAL**  
***Chairperson,***  
**Standing Committee on Rural Development**

**REPORT  
PART – I  
NARRATION ANALYSIS**

**1. Introduction**

1.1 The Government of India, as part of poverty reduction strategy, launched the Pradhan Mantri Gram Sadak Yojana (PMGSY) on 25<sup>th</sup> December, 2000 as a Centrally Sponsored Scheme to assist the States, though Rural Roads are in the State List under the Constitution. The primary objective of PMGSY is to provide connectivity by way of a single All-Weather road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected habitations as per Core-Network with a population of 500 persons (as per 2001 Census) and above in plain areas. In respect of 'Special Category States' (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Himachal Pradesh, Jammu & Kashmir and Uttarakhand), the Desert areas, the Tribal (Schedule V) areas and selected Tribal and Backward districts as identified by the Ministry of Home Affairs/erstwhile Planning Commission, the objective is to connect eligible unconnected habitations as per Core-Network with a population of 250 persons and above (Census 2001). In critical LWE affected blocks (as identified by MHA), special dispensation has been given to connect habitations with population of 100 persons and above(2001 Census).

1.2 With a view to ensuring full farm-to-market connectivity, the programme also provides for the upgradation of the existing Through Routes and Major Rural Links to prescribed standards, though it is not central to the programme.

1.3 About the Objectives of PMGSY, the Ministry in their written reply stated as under:-

"The main objective of Pradhan Mantri Gram Sadak Yojana, is to connect 1,83,599 habitations in the Core Network (including habitations of 100 and above in LWE Blocks as identified by MHA)"

1.4 When the Committee wanted to know about the challenges before the Department in reaching out to eligible habitations, the Department of Rural Development (DoRD) in their written reply stated as under:-



"Though the PMGSY has shown a significant improvement in connecting the unconnected habitations, due to considerable reduction of funds under budget estimate of the scheme during 2012-13 and 2013-14, inadequate execution capacity in the States, low contracting capacity, unfavorable weather conditions, shortage of raw materials, law and order problem, non availability of land and forest issues, the scheme has suffered adversely. Now, substantial number of unconnected habitations are concentrated in 9 States (Assam, Bihar, Chhattisgarh, Jharkhand, West Bengal, J&K, Uttarakhand, Rajasthan and Odisha)."

1.5 Asked about the steps taken or being contemplated by the Government to overcome the challenges to achieve the objective of PMGSY, the Department of Rural Development (DoRD) in their reply stated as under:-

"In the light of new funding pattern (60:40 in all states except in special category states for which it is 90:10) the programme has now received considerable amount of funds for execution of the programme. In 2012-13 and 2013-14, PMGSY suffered from drastic reduction of annual allocation of Rs.8,885 Cr. and Rs.9,806 Cr. respectively. The PMGSY has subsequently received an enhanced budget allocation of Rs. 18,291 Crore in the year 2015-16 and Rs. 19,000 Crore (excluding the State Share) in the year 2016-17. The Ministry of Finance has also made a commitment that the current level of funding will be maintained till 2018-19. Further, the Ministry is constantly monitoring the progress of PMGSY in the States particularly in the said 9 States through Regional Review Meetings, video conference, Empowered Committee meetings and meetings with Chief Secretaries."

## **2. Role of the Government**

1.6 The Ministry of Rural Development is the nodal Ministry for implementation of the PMGSY at National Level. National Rural Roads Development Agency (NRRDA) has been constituted to provide technical and managerial support for implementation of the programme at the central level. The State Governments have identified State Nodal Departments and State Rural Roads Development Agencies (SRDDAs) have been constituted for the programme implementation at the State level. Depending upon the work load, Programme Implementation Units (PIUs) are constituted for each district by the States.

1.7 On being asked whether the present organizational set-up at different levels *viz.* at the level of MoRD, NRRDA, SRRDAs and Implementing Agencies is working well or needs to be improved or augmented in the light of massive work in hand, the Department of Rural Development (DoRD) in their written reply stated as under:-

"The objective of Pradhan Mantri Gram Sadak Yojana, is to connect 1,83,599 habitations (including habitations of 100 and above in LWE Blocks as identified

by MHA), out of which, 1,53,431 habitations have been sanctioned by the Ministry and 1,19,156 habitations have been connected by the States (upto September 2016). This could be achieved as the States have significantly augmented their execution capacity during the last 16 years. Further, the Ministry has engaged Central Public Sector Units (CPSUs) in the States of Bihar (5 PSUs), Jharkhand (4), Tripura (2), Odisha (2), and West Bengal (2) to augment the execution capacity under PMGSY. However, due to the preponement of completion target by March 2019 from March 2022, the Ministry feels that there is a requirement of further augmenting the execution capacity in 9 States of Assam, Bihar, Chhattisgarh, Jharkhand, West Bengal, J&K, Uttarakhand, Rajasthan and Odisha, where large number of works are in hand. Meetings between Ministry's top officials and Chief Secretaries of these 9 States have been held (except for J&K) to increase execution capacity and contracting capacity."

1.8 Asked if the Department of Rural Development have come across any institutional problem from SRRDA Bihar or any other States, the Department in their written replies stated as under:-

"Under PMGSY, Bihar has 35,496 number of eligible unconnected habitations, out of which 27,184 habitations have been sanctioned by the Ministry and the State has connected 15,947 habitations till September, 2016. In addition, the State has informed that around 7,000 habitations have been connected under the State Schemes. In the light of 12,549 habitations yet to be connected and preponement of completion target by March 2019 from March 2022, it is felt that there is a requirement of further augmenting the execution capacity and institutional arrangement in the State to achieve the target.

1.9 Further, the State Government of Bihar has informed the following pertains to the institutional mechanism in the State:

"Present organizational set-up at SRRDA and Implementing Agency is working perfectly. At present, SRRDA is fully manned and headed by the Departmental Ministry, Secretary-cum-CEO, ACEO-cum-Secretary, BRRDA with team of PMGSY cell which includes 1 Superintending Engineer, 1 Executive Engineer and 6 Assistant Engineers, held by Finance team (constituted of 1 Finance Manager, 1 Assistant Finance Manger, 2 Assistant Accounts Mangers) at H/Q level. The field organization comprises 108 PIUs, 20 SEs, 4 CEs and One Enngineer-in-Chief. All PIUs have IT Managers and Accounts Managers on contract basis. In brief the organizational structure put in place by the State Government is fully equipped, capable and adequate. In fact, Bihar has already built 3325 km till date out of the annual target of 6540 km for FY 2016-17."

1.10 On the issue of steps taken for effective implementation for the success of PMGSY, the Department stated as under:-

"The Ministry has taken a number of initiatives to ensure effective implementation of PMGSY in the States. This include:

- i. Using Remote Sensing and GIS in planning and monitoring of PMGSY;
- ii. Use of non-conventional Materials/Green Technology for cost and time savings;
- iii. Adoption of State Specific Rural Road Maintenance Policies;
- iv. Mobile based App "Meri Sadak" as well as "Citizen Monitoring" for transparent public grievance redressal and Social Audit;
- v. Mobile application based quality monitoring"

1.11 Against the target of 183,599 habitations (including habitations of 100 and above in LWE Blocks as identified by MHA), 1,19,156 habitations (65%) have been connected by the States (upto September 2016). Though the initial target for completion of PMGSY was end of 13<sup>th</sup> Five Year Plan, ie., March, 2022, under the accelerated action plan and with the changed funding pattern, the Ministry of Finance in consultation with the Ministry of Rural Development and the States has pre-poned the target to March, 2019. The States have constructed 25,316 km (70 km per day) road length during 2013-14, 36,337 km road length (100 km per day) in 2014-15 and 36,449 km road length (100 km per day) in 2015-16. Further, the Ministry has set a target of 48,812 km (133 km per day) road length during the year 2016-17 and has achieved a level of 119 Km per day from April, 2016 to September, 2016.

1.12 Asked about the roadmap for connecting the remaining eligible habitations in a time bound manner to achieve the targeted connectivity by the year 2019 instead of the year 2022, the Department in their written reply stated as under:-

"During the financial year 2015-16, for accelerated execution of PMGSY in the States, the Ministry of Rural Development in consultation with the Ministry of Finance and the States formulated an Action Plan, (Ministry's letter No. No.17017/6/2015-RC dated 20.11.2015) to achieve an early target under PMGSY, with enhanced financial allocation to the States and modified funding pattern in the Scheme. Accordingly, the fund sharing pattern of PMGSY has been made in the ratio of 60:40 between the Centre and States for all States except for 8 North Eastern and 3 Himalayan States (Jammu & Kashmir, Himachal Pradesh & Uttarakhand) for which it is 90:10. In view of the availability of substantial additional allocation of funds under the Scheme, the Ministry has targeted that by December, 2016 submission of new proposals by the States and their sanction by the Ministry would be achieved."

1.13 On being asked to brief the salient features of the Action Plan formulated by the MoRD in consultation with Ministry of Finance and different States/UTs. The Department outlined the following:-

- Substantial enhancement in the allocation of funds under PMGSY;
- The States are required to make Budgetary provision for providing matching State share
- Availability of substantial funds under the Scheme (both Central and State share together) would facilitate sanctioning of new projects thereby providing connectivity to the balance eligible unconnected habitations as per the Core Network.
- Incentivizing the States who achieve the targets allocated to them, within the prescribed time frame. This financial incentive could be used for periodic maintenance expenditure by the States.

1.14 On being asked as to how the Action Plan will accelerate pace of implementation of PMGSY, the Department stated as under:-

"With the new funding pattern (60:40 in all states except in special category states for which it is 90:10), the programme has received Rs. 19,000 Crore, under BE and additional Rs. 8,000 Crore towards State share in the year 2016-17. The Ministry of Finance has also made a commitment that the current level of funding would be maintained for the next two years i.e. till 2018-19.

The Census, 2011 data is already available on public domain. In connection with using 2011 Census data, a representative of DoRD during the course of briefing before the Committee, enlightened the Committee that ideally DoRD should use 2011 Census data, although it is yet to be released, however considering 32% backlog, it is difficult to move to 2011 Census data requiring large funds."

### **3. Role of Public Representatives/Members of Parliament**

1.15 The PMGSY has an inbuilt mechanism for consultation with public representatives at various stages of implementation of the programme. Following are the main provisions in the PMGSY Guidelines for consultation with Members of Parliament: -

- (i) The Core Network and District Rural Roads Plan is finalized by District Panchayat after giving full consideration to suggestions of MPs.
- (ii) The Comprehensive New Connectivity Priority List (CNCPL) and Comprehensive Upgradation Priority List (CUPL) will be prepared after consultation with MPs and taking their suggestions.
- (iii) Lok Sabha Members will be consulted in respect of their constituencies and Rajya Sabha Members in respect of that district of the State they represent for which they have been nominated as Vice-Chairman of the District Vigilance & Monitoring Committee of the Ministry of Rural Development.
- (iv) In preparing Annual proposals for road works, the proposals of MPs will be given full consideration as follows.
  - The Block or District CNCPL / CUPL should be sent to each MP with the request that their proposals on the selection of works out of the CNCPL /

CUPL should be sent to the District Panchayat. It is suggested that at least 15 clear days may be given for the purpose.

- In order to ensure that the prioritization has some reference to the funding available, the size of proposals expected may also be indicated to the Members of Parliament while forwarding them the CNCPL/ CUPL list. District / Block-wise allocation may be indicated to enable choice with the requisite geographical spread. It is expected that such proposals of Members of Parliament which adhere to the order of Priority would be invariably accepted subject to considerations of equitable allocation of funds
- The proposals received from the Members of Parliament by the stipulated date should be given full consideration in the District Panchayat which should record the reason in each case of non-inclusion, and the Members of Parliament should be informed of the inclusion / non-inclusion of their proposals along with the reasons in each case in the event of non-inclusion. It would be preferable if the communication is issued from the Nodal Department at a senior level.

1.16 Further, with a view to ensure effective participation of Members of Parliament, the following stipulations have been made with regard to laying of foundations stone and inauguration of PMGSY works: -

- a) All elected representatives associated with the programme should be duly invited to the foundation laying and inauguration ceremonies;
- b) The function should be held in a manner befitting social functions with due regard to protocol requirements, particularly in relation to Union Ministers and Ministers from States; and
- c) The foundation stone for a PMGSY road should be laid and the road should also be inaugurated by the Member of Parliament (Lok Sabha) with the function presided over by the local Minister or other dignitary, as per the State Protocol.

1.17 The Ministry of Rural Development has from time to time advised the States to strictly comply with the above provisions. Recent circulars in this respect are:-

- (a) Circular No. P-17025/24/2015-RC dated. 27.7.2016 regarding Foundation laying/Inauguration of PMGSY works. **(Appendix I)**
- (b) Circular No. P-17025/24/2015-RC dated. 27.7.2016 regarding proposals of Hon'ble MPs in respect of selection of roads under PMGSY-II. **(Appendix II)**
- (c) Circular No. P-17025/24/2015-RC dated 29.7.2016 regarding prior information to Hon'ble MPs about inspection by SQMs/NQMs on the complaints made by MPs about implementation of PMGSY. **(Appendix III)**
- (d) Circular No. P-17025/2/2014-RC dated 31.7.2015 regarding consultation with Hon'ble MPS and other elected representatives in the rural road construction under PMGSY. **(Appendix IV)**

1.18 The Ministry has also made a provision in the PMGSY guidelines to accord priority to the roads leading to the Gram Panchayats identified by the Members of Parliament under Saansad Adarsh Gram Yojana (SAGY) (vide circular No.P-18-25/37/2013-RC dated 28.1.2015).

**1.19** During the course of evidence, the Committee were unanimous in their observation that no cognizance is being given to the role and suggestions of MPs in PMGSY works. Scant regard is being given to the MPs by implementing agencies at the time of inauguration of roads, etc. To cite few such instances, at the time of inauguration of PMGSY roads in Darbhanga district of Bihar, inauguration of PMGSY road works in Jharkhand and non-intimation about PMGSY roads to local MP of Malda District in West Bengal, etc.

1.20 Replying to the above observation, the Department in their written note stated as under:-

"The role of MPs in foundation laying and inauguration of PMGSY works was stipulated by the Ministry by issuing advisories on 11th March 2010, 28th July 2011 and reiterated on 27th July 2016. Further, the Ministry has also issued advisories to the States reiterating the following:

- i. Provisions regarding consultation with Hon'ble MPs issued on 23rd July, 2015.
- ii. Submission of filled up formats i.e. MP-I, MP-II and MP-III made mandatory along with Annual Proposals from the States, issued on 31st July, 2015.

As per the records available with the Ministry, broadly all States do follow the above stipulation. However, it has been brought to the notice of the Ministry that the MPs are not being consulted for inauguration of PMGSY works in Dharbanga district in Bihar and in a few districts of Jharkhand. On receipt of such information, the Ministry immediately took up the matter with Chief Secretary of the States concerned (in case of Jharkhand) and the Secretary, RWD, Bihar (in case of Darbhanga, Bihar) and impressed upon the States the need for complying with the stipulation made by the Ministry in this regard."

1.21 During the course of evidence, it came out that all the PMGSY roads were being inaugurated by the Chief Minister of the State of Jharkhand on a particular date. The issue of not paying any heed to the suggestions of Member of Parliament for selecting PMGSY roads and dropping of projects suggested by MPs also came up before the Committee. On being asked to comment on the aforesaid issue, the MoRD in their written note stated as under:-

"Proposals of dropping of the sanctioned works are processed based on a written request from the State along with following documents:

- i. Reasons for dropping of the sanctioned work such as non –availability of land, non receipt of clearance from forest authorities, sanctioned road work taken up under any other state funded programme etc. Only in case of proposals dropped on account of non-availability of clearance from forest department the dropped proposal can be taken up for fresh sanction at current Schedule of Rates (SOR).
- ii. Certification by the State that no expenditure has been incurred from MoRD fund, on the work proposed for dropping and verification of the same from Online Management, Monitoring and Accounting System (OMMAS).
- iii. Certification by the State that any expenditure incurred from MoRD fund, has been recouped from the State Fund.
- iv. Certification by the State that no fresh proposals for sanction of these works will be submitted by the State except the cases where works are proposed for dropping due to non-availability of forest/ wildlife clearance."

#### **4. Maintenance of Rural Roads**

1.22 The MoRD in their brief note submitted before the Committee that with a view to ensure sustainability of road assets created under the programme, each contractor under the Programme provides for defect liability of 5 years along with paid routine maintenance after completion of the work by the same contractor.

1.23 During the course of briefing, the representatives of MoRD have given the following details about National Quality Monitors (NQM) Grading Abstract:-

#### **National Quality Monitor (NQM) Grading Abstract**

From April, 2014 To March, 2015					U% - Unsatisfactory gradings			
S.No.	State	Total Inspections	Completed works		Ongoing works		Work under 5-year maintenance	
			No. of Inspections	U%	Nos. of Inspections	U%	Nos. of Inspections	U%
1.	Andhra Pradesh	45	16	6%	24	29%	5	0%
2.	Arunachal Pradesh	15	3	0%	12	33%	0	-
3.	Assam	280	11	9%	220	18%	49	29%
4.	Bihar	606	31	16%	523	15%	52	44%
5.	Chhattisgarh	298	26	0%	266	6%	6	33%
6.	Gujarat	233	77	4%	134	7%	22	14%
7.	Haryana	64	0	-%	59	3%	5	0%
8.	Himachal Pradesh	130	13	8%	104	7%	13	38%
9.	Jammu & Kashmir	118	6	0%	91	3%	21	24%
10.	Jharkhand	178	5	0%	160	18%	13	31%

11.	Karnataka	145	3	0%	115	5%	27	22%
12.	Kerala	77	6	0%	58	16%	13	15%
13.	Madhya Pradesh	751	18	0%	673	4%	60	5%
14.	Maharashtra	184	1	0%	160	15%	23	4%
15.	Manipur	37	0	-	20	0%	17	12%
16.	Meghalaya	49	2	50%	44	30%	3	67%
17.	Mizoram	10	1	0%	7	0%	2	50%
18.	Nagaland	-	-	-	-	-	-	-
19.	Odisha	384	24	25%	353	17%	7	14%
20.	Punjab	81	12	0%	62	3%	7	29%
21.	Rajasthan	160	22	9%	133	9%	5	20%
22.	Sikkim	18	1	0%	16	6%	1	00%
23.	Tamil Nadu	355	51	8%	273	7%	31	48%
24.	Telangana	25	3	0%	25	8%	0	-
25.	Tripura	59	2	0%	43	28%	14	29%
26.	Uttar Pradesh	449	55	4%	308	7%	86	27%
27.	Uttarakhand	95	0	-	93	32%	2	50%
28.	West Bengal	290	20	20%	246	12%	24	58%
	<b>Total</b>	<b>5,139</b>	<b>409</b>	<b>7%</b>	<b>4222</b>	<b>11%</b>	<b>508</b>	<b>26%</b>

1.24 It may be seen that unsatisfactory grading has been quite high in respect of completed, on-going projects and work under 5 year maintenance in many States.

1.25 On being asked about the need to overhaul the system, the MoRD in their written reply stated as under:-

"Statements containing status of number of inspections conducted by NQMs (including maintenance works) vis-à-vis quality grading during the period 2014-15 & 2015-16 are given in **Appendix-V**. From the statements, it may be observed that during the period 2015-16, as many as 6,288 inspections were conducted. Out of these 7.59%, 11.31% and 20.80% works were found unsatisfactory in completed, ongoing and maintenance categories respectively. During the corresponding period in 2014-15, the number of inspections conducted was 5,139 and out of these 7.58%, 11.00% and 26.38% found unsatisfactory.

From the statements, it may be observed that the number of inspections (6288) conducted during 2015-16 was more than the number (5139) conducted in the year 2014-15. As regards unsatisfactory works, the percentage remains the same except that of maintenance category where the percentage has decreased as compared to last year. This indicates overall decrease in the unsatisfactory percentage in all the three categories of works keeping in view the increase in number (1149) of inspections conducted during the last year."



1.26 During the course of examination, the Committee pointed that Rajasthan, Uttar Pradesh and Bihar has come up with Road Maintenance Policy bringing out clearly that NRRDA under MoRD in collaboration with International Labour Organization (ILO) has already framed a policy for road agencies in the States to have a clear understanding for rural road maintenance and States have been requested to customize the policy as per their own requirements and come up with Rural Road Maintenance Policy of the State by mid December, 2013.

1.27 When the Committee wanted to know as to how many States have come up with such a policy, the MoRD in their reply stated that so far, 15 States (Assam, Bihar, Chhattisgarh, Haryana, Himachal Pradesh, Jharkhand, Madhya Pradesh, Meghalaya, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttar Pradesh, Uttarakhand and West Bengal), have formulated Rural Roads Maintenance Policy (RRMP).

1.28 On being asked about the difficulties coming in the way of having such a policy, the MoRD in their reply stated as under:-

"With an objective of putting in place institutional measures to ensure systematic maintenance & providing adequate funding for maintenance of rural Core Network, it has been felt that the States need to have a 'Rural Road Maintenance Policy'. NRRDA in collaboration with ILO and World Bank has evolved a template of policy framework along with a guidance note which was shared by Ministry with all the states. So far, 15 States have formulated such policy.

If such a policy is not notified by the States, then they would face difficulty to persuading their Finance Department to allocate sufficient funds from State budget for maintenance of PMGSY roads, beyond the first 5-year period."

1.29 When the Committee asked about the use of innovative ideas for saving PMGSY roads from being eroded, the MoRD in their reply stated as under:-

"PMGSY is encouraging the use of locally available, low cost alternative (thus "sustainable") materials and these materials are derived from industrial, mining and urban wastes (waste plastic, fly ash, iron and steel slag, copper slag, marble slurry etc. as well as new technologies (cold mix, jute/coir geo-textiles etc.). The objective of using these materials is to have cost and time savings as well as low emission and low carbon footprint in the construction of rural roads. In addition, PMGSY is also encouraging 'environmentally optimized' rural road design, which would make rural roads climate risk resilient. This exercise is being done in collaboration with World Bank in 8 participating States of RRP-II (Himachal Pradesh, Uttarakhand, Punjab, Rajasthan, Bihar, Jharkhand, Uttar Pradesh and Meghalaya).

The Ministry has been imparting trainings in collaboration with various Institutes of national repute to SRRDAs/PIUs on various new technologies. The Ministry has stipulated that 15% (in terms of length) of each proposal from the States must incorporate these "green technologies" and non-conventional materials."

1.30 About the response of the States/UTs on maintenance policy, the Department in their reply stated that the response of States/ UTs for timely maintenance of PMGSY roads is satisfactory and as such 15 States have already come up with their own Rural Roads Maintenance Policies, which assures adequate budgetary provision for rural roads maintenance of the State. During the review of the States in Regional Review Meetings, Pre-EC and EC Meetings, the Status of release of maintenance funds to SRRDA is also reviewed. The releases for the on-going PMGSY works to the States is linked to the release of maintenance fund to SRRDA by the respective States.

1.31 On the issue of training of JEs/AEs for the maintenance of PMGSY roads, the Department in their reply stated as under:-

"It is proposed to roll out training programme to JEs/AEs for the maintenance of PMGSY roads, covering all the States. These training are to be imparted by Master Trainers in the maintenance of PMGSY roads. So far 1732 engineers and 1020 contractors have been trained (out of a target of 7271 personnel), in 8 World Bank assisted RRP II/PMGSY States. 2626 engineers and 576 contractors have been trained (out of target of 3202 personnel), in 21 other States, in the financial year 2016-17. The Cost of these maintenance training programme shall be borne by the TA Component of World Bank RRP-II/ MoRD, World Bank training funds."

1.32 About arranging adequate resources for maintenance purpose a representative of MoRD was apprehensive that States may not be able to give matching share for PMGSY work.

1.33 On being asked if the changed funding pattern of 60:40 will enable the States/UTs to mop up necessary funds for this purpose, the Department in their reply stated as under:-

"As per the guidelines of PMGSY, provision and release of maintenance funds to SRRDA is the responsibility of the States. Maintenance of roads is the responsibility of the State Government both physically as well as financially. The change in funding pattern from PMGSY being a fully centrally sponsored scheme to one having 60:40 sharing between the Centre and the State (90:10 in special category and hill states) will only enable the State to mop up funds for the purpose of construction/up-gradation of sanctioned PMGSY works."

1.34 When the Committee asked that in what way resources of State Government can be augmented for maintenance of PMGSY roads in their respective States/UTs, the Department in their reply stated as under:-

"Considering the fact that maintenance of roads is imperative for consolidation of the rural network that has been created by PMGSY, the Ministry at the onset of current year had kept aside Rs. 1,076.49 crore (approx. 6% of overall budgetary allocation of Rs. 19,000 crore) to incentivize the performing States in the last quarter of the current financial year 2016-17. Recently, the Ministry has intimated the States the weighted criteria on the basis of which the States will be incentivized. Also, it has been decided that the funds released as incentives will be utilized by the States for the purpose of periodic Maintenance of rural roads constructed under the scheme and not for construction/up-gradation of newly sanctioned or pending works.

In addition, those States that have notified their Rural Roads Maintenance Policy and have established Rural Roads Maintenance Fund, they can tap financial sources like cess on fuel, entry tax on commercial vehicles etc. to replenish the Rural Roads Maintenance Fund."

1.35 The Committee wanted to know if poor maintenance of PMGSY roads is due to the fact that contractors engaged from outside the States do not take up cases of PMGSY works even within five years of completion of PMGSY road works, the Department in their reply stated as under:-

"Poor maintenance of PMGSY roads during the first 5 years of construction cannot be linked solely to the fact that some of the contractors may be from outside State. The State Governments are expected to ensure timely release of maintenance fund to SRRDA and SRRDA to PIUs. The PIUs are expected to monitor that the contractor carries out the yearly maintenance as prescribed in the agreement. Penalty can be imposed by PIUs on those contractors who are not maintaining the roads as per the prescribed manner."

1.36 During the evidence, Joint Secretary, Department of Rural Development further added the following about the maintenance policy :-

"Usually because of the limited financial resources at the State level, the Finance Department of the State was not giving money for maintenance of PMGSY Roads"

1.37 When the Committee asked that in what way all the States be encouraged to come up with maintenance policy on the pattern of 15 States currently, the Department stated that the States other than the 15 States which have already come up with RRMPs, are also in different stages of formulation. During review meetings, the States are advised and the formulation of RRMP is also reviewed. In most of the cases the formulation of RRMP is in final stage of getting approval of the State Cabinet / Government and these States have assured of their RRMPs by March 2017.

## **5. Monitoring**

1.38 The DoRD in their brief note about monitoring of PMGSY projects has stated that all the operations under the programme have been systematically laid down in the "Operations Manual" which was published in the year 2005. This manual provides for details of all the processes encompassing Institutional Structures, Planning, Design, Project Preparation, Procurement, Quality, Technical Agencies, Monitoring, Management of Maintenance, Road Safety, Implementation Responsibility etc.. In addition to regular monthly monitoring on the aspects of physical and financial progress, Regional Review Meetings are organised, wherein aspects relating to Planning, Project Preparation and Scrutiny, Procurement and Contract Management are discussed in details. The aspects of quality receive top-most priority for monitoring and separate session are organised to discuss these issues. The meetings of Empowered Committee chaired by the Secretary (RD) are also utilized as a forum for detailed review of the programme implementation in various States. The Minister (RD) reviews the programme at regular intervals encompassing planning, progress of implementation, quality, maintenance, funds availability etc.

1.39 To a specific query on whether the mechanism available for monitoring of PMGSY projects in different States is functional in all the States/UTs for catering to the present day requirements, the DoRD in their reply stated as under:-

"The monitoring mechanism for PMGSY projects in all the States/UTs is functioning well. Institutional Structures, Planning, Design, Project Preparation, Procurement, Quality, Technical Agencies, Monitoring, Management of Maintenance, Road Safety, Implementation Responsibility etc.. are being followed as per the Manual of PMGSY. In addition to this, Regional Review Meetings are organized, wherein aspects relating to Planning, Project Preparation and Scrutiny, Procurement and Contract Management are discussed in details. Such programmatic issues are also discussed in the Empowered Committee Meetings as well as Video Conferencing."

1.40 The Committee however, observed that in-spite of multi layer monitoring mechanism various complaints and irregularities still persist. In view of this, the Committee asked whether the present system of monitoring needs to be further strengthened in various States, the DoRD in their written reply stated as under:-

"In spite of this robust mechanism of monitoring of PMGSY in the States, there is a need for further strengthening the system by imparting training to the officials like SQCs, ITNOs, Accounts staff, technical staff of PIU, contractors engineers and also to the Quality Monitors (SQMs). It is also observed in many States that

the trained and experienced staff of SRRDAs are frequently changed / transferred which also hampers the effectiveness of the monitoring of the programme."

1.41 Asked specifically about the difficulties in web-based monitoring, the DoRD stated as under:-

"Online Management Monitoring and Accounting System (OMMAS) is a continuous updation of data. Certain States have not updated their data frequently. States have been asked to update their data on OMMAS regularly. OMMAS generated Monthly Progress Report and Balance sheet is only accepted by the Ministry. Release of funds to the States is also linked to the updation of data on OMMAS.

The basic difficulty is regular updation of data in various modules of OMMAS. To address this, continuous trainings are organized for State staff responsible for handling IT systems (OMMAS)."

1.42 When asked if the OMMAS is functional in all the States/UTs as on 01.10.2016, the Department in their written reply stated:-

"OMMAS is functional in all the States except Delhi & Goa. However, in almost all the UTs, because of very limited number of works which were sanctioned in the past and no fresh proposals, OMMAS is not functional. However, all the States and UTs have been requested to update all the module on OMMAS."

1.43 The Committee's examination also revealed that except UTs and Goa, no States are doing this manually.

## **6. Physical Progress**

1.44 The objective of Pradhan Mantri Gram Sadak Yojana, is to connect 1,83,599 habitations (including habitations of 100 and above in LWE Blocks as identified by MHA), out of which, 1,53,431 habitations have been sanctioned by the Ministry and 1,19,156 habitations have been connected by the States (upto September 2016). The target of completion has been pre-poned from March, 2022 to March, 2019. The progress as on 1.10.2016 is given under

<b>Physical Progress</b>			
	<b>Total Eligible</b>	<b>Projects Cleared (Sanctioned)</b>	<b>Completed</b>
Habitations (in Nos.)	1.83 lakh	1.53 lakh	1.19 lakh Nos. (78 % of cleared)
New Connectivity (km)	3.67 lakh km	3.73 lakh km	3.06 lakh km (82 % of cleared)
Upgradation (UG) (km)	2.24 lakh km	1.86 lakh km	1.68 lakh km (90% of cleared)
PMGSY-II (UG)	0.50 lakh km	0.13 lakh km	7,701 km (59% of cleared)

1.45 On being asked about the number of ongoing projects in States/UTs as on 01.10.2016 which are not running as per schedule for different reasons, the Department provided the following details:-

**Statement showing number of road/ bridge works pending as per OMMAS  
(25-10-2016)**

Sr.No.	State Name	Total No. of road/bridges sanctioned	Total No. of road/bridges completed	Balance Works yet to be completed		
				Less than 2 years	More than 2 Years	Total
1	Andhra Pradesh	4603	4402	0	201	201
2	Arunachal Pradesh	975	751	20	204	224
3	Assam	5649	4803	0	846	846
4	Bihar	15546	11595	0	3951	3951
5	Chhattisgarh	7114	6364	299	451	750
6	Goa	84	70	0	14	14
7	Gujarat	4573	4483	44	46	90
8	Haryana	532	525	5	2	7
9	Himachal Pradesh	2547	2066	190	291	481
10	Jammu And Kashmir	2525	1302	542	681	1223
11	Jharkhand	6010	3338	867	1805	2672
12	Karnataka	3639	3540	0	99	99
13	Kerala	1431	1148	0	283	283
14	Madhya Pradesh	18964	15263	2812	889	3701
15	Maharashtra	6644	6107	92	445	537
16	Manipur	1544	1171	193	180	373
17	Meghalaya	721	447	0	274	274
18	Mizoram	217	180	0	37	37
19	Nagaland	305	281	0	24	24
20	Odisha	12415	10085	474	1856	2330
21	Punjab	1181	1041	133	7	140
22	Rajasthan	17017	15022	1467	528	1995
23	Sikkim	899	640	125	134	259
24	Tamil Nadu	7289	6448	812	29	841
25	Tripura	1391	1147	0	244	244
26	Uttar Pradesh	18014	17451	113	450	563
27	Uttarakhand	1314	872	189	253	442
28	West Bengal	4981	4066	76	839	915
29	Telangana	2976	2819	0	157	157
	<b>Total:</b>	<b>151100</b>	<b>127427</b>	<b>8453</b>	15220	<b>23673</b>

1.46 On being asked about the problems that are coming in the way of implementation of PMGSY across the States/UTs, the Department replied as under:-

"Though the PMGSY has substantially improved the pace of the programme, the following constraints are adversely affecting the programme in some of the states, particularly in hilly, LWE areas.

- i. Inadequate execution and contracting capacity
- ii. Unfavorable weather condition
- iii. Law and Order issues
- iv. Non availability of land and forest clearances.
- v. Shortage of raw materials

1.47 The State-wise progress report under PMGSY as on September 2016 is given below:-

Habitations Cleared & Connected under PMGSY upto Sept16								
S. No.	State(s)	Eligible Habitations	Habitations cleared upto Sept 16	Habitations connected upto 'Sept 16	Habitations connected as % of Total eligible	Total Length Cleared (in Km) upto Sept.16 ( New Connectivity + upgradation)	Total Length Cleared (in Km) upto Sept.16 ( New Connectivity + upgradation)	Length Completed as a % of Length Cleared
1	Andhra Pradesh	1591	1181	1004	63	14,747.09	13,482.09	91
2	Arunachal Pradesh	438	389	368	84	6,428.28	5,478.12	85
3	Assam	16026	9854	8834	55	17,577.40	16,104.57	92
4	Bihar	35496	27184	15947	45	50,233.18	39,831.39	79
5	Chhattisgarh	11108	9809	8758	79	30,760.96	26,586.92	86
6	Goa	20	2	2	10	178.42	155.33	87
7	Gujarat	3077	3059	3021	98	12,720.62	12,330.40	97
8	Haryana	1	1	1	100	5,614.34	5,528.42	98
9	Himachal Pradesh	3124	2232	2010	64	14,648.15	11,713.18	80
10	Jammu & Kashmir	2504	2202	1469	59	13,669.21	6,744.27	49
11	Jharkhand	13375	9103	5907	44	21,866.43	13,301.01	61
12	Karnataka	297	297	292	98	18,605.61	18,242.25	98
13	Kerala	435	435	380	87	3,349.30	2,659.07	79
14	Madhya Pradesh	18429	18003	14530	79	73,306.06	63,210.95	86
15	Maharashtra	1516	1321	1282	85	27,039.23	24,212.37	90
16	Manipur	654	549	410	63	6,720.13	5,272.56	78
17	Meghalaya	702	475	219	31	2,216.31	1,393.81	63
18	Mizoram	252	161	157	62	2,851.91	2,475.81	87
19	Nagaland	110	93	93	85	3,629.63	3,434.37	95
20	Odisha	17901	14766	11352	63	47,923.03	37,784.60	79
21	Punjab	397	390	390	98	8,284.27	6,885.40	83
22	Rajasthan	16570	16530	13734	83	66,803.76	58,907.63	88
23	Sikkim	366	344	281	77	4,189.20	3,114.11	74
24	Tamil Nadu	2004	1986	1951	97	15,295.86	13,092.74	86
25	Telangana	934	734	599	64	10,669.67	9,395.58	88
26	Tripura	1916	1874	1756	92	4,762.98	3,750.25	79

27	Uttar Pradesh	13452	11623	11228	83	52,895.06	49,394.36	93
28	Uttarakhand	2233	1299	861	39	10,263.48	7,232.37	70
29	West Bengal	18671	17535	12320	66	25,356.40	21,043.37	83
<b>Grand Total:</b>		<b>183599@</b>	<b>153431</b>	<b>119156</b>	65	<b>572,605.96</b>	<b>482,757.29</b>	84

@ Includes habitations with population of 100 persons and above (2001 Census) in most intensive IWE Blocks identified by MHA.

1.48 It may be seen from the above table that the pace of the connectivity and completion of road length against the sanctions given by the Ministry is low in States like Assam, Bihar, J&K, Jharkhand, Madhya Pradesh, Odisha, Rajasthan and West Bengal. The major problems being faced by these States are inadequate execution capacity and non-availability of land and forest clearances.

1.49 On being asked about the reasons for not taking up as many as 5,668 projects under PMGSY in above prominent States with strategic importance, the Department provided the following justification:-

"The main reason for works not getting started in time are:

- (i) Lack of clearance from Government and Forest Department
- (ii) Litigation on land falling within the alignment of road works
- (iii) In LWE areas, hesitancy of contractors to bid for projects
- (iv) Shortage/non-availability of construction materials like stone metal, sand, etc."

1.50 When asked about the plan of the Department to accelerate the pace of road construction in the States that are lagging behind with a view to achieve the advanced dead line of year 2019, the Department stated as under:-

"The Ministry has identified nine major States which are lagging behind under PMGSY. These States are Assam, Bihar, Jharkhand, Chhattisgarh, Rajasthan, Uttarakhand, J&K, West Bengal and Odisha. The Ministry has further framed an Accelerated Action Plan in consultation with these States to substantially complete the projects by 2019. A high level meeting with Chief Secretaries of these States except Jammu & Kashmir has been held to impress upon the need to take necessary action for accelerating the completion of the projects.

Press Reports (Times of India dated 19 September, 2016) captioned '09 States shall push for full rural connectivity by 2019' also shows that worst performing States are Assam, Chattisgarh, Bihar, Rajasthan, Odisha, Uttarakhand, West Bengal, Jammu & Kashmir and Jharkhand under PMGSY are responsible for stalling the full connectivity by 2019 and the MoRD has decided to rope in Border Road Organization (BRO) in hilly States of Assam, Uttarakhand, Jammu & Kashmir and Arunachal Pradesh."



1.51 On being asked if the Implementing Agencies in these States not doing their work properly, the Department replied as under:-

"In the light of massive works in hand and the future sanctions, these States need to increase the number of implementing agencies (PIU at district level) in the States. The Ministry is constantly monitoring the progress in the States and also advise the States to take action on this direction during the Regional Review Meetings and inter-Ministerial Empowered Committee meetings. The following table shows the existing execution capacity as well as additional requirement for completing the targets by 2019 in these 9 States: -

Statement showing the present status of no. of PIUs and addl. no. of PIUs reqd. for 9 States						
S.No.	State	Existing number of PIUs	2016-17	2017-18	2018-19	No of contractors involved in PMGSY
			Addl. PIU Reqd.	Addl. PIU Reqd.	Addl. PIU Reqd.	
1	Assam	56	0	15	36	592
2	Bihar	108	0	0	0	2198
3	Chhattisgarh	34	0	0	0	193
4	Jammu & Kashmir	31	7	9	11	324
5	Jharkhand	52	0	12	22	491
6	Odisha	60	0	9	9	1323
7	Rajasthan	137	0	0	0	174
8	Uttarakhand	31	0	0	3	310
9	West Bengal	35	5	0	0	673"

## 7. New Connectivity

1.52 On the issue raised by the Committee about the pace of new connectivity which is low, the Department stated that:-

"Yes. The major challenge remains in 9 States (Assam, Bihar, Chhattisgarh, Jharkhand, West Bengal, J&K, Uttarakhand, Rajasthan and Odisha). Month-wise, PIU-wise completion targets have been fixed in respect of these 9 States and are being reviewed regularly. On the other end of the spectrum are 4 States (Punjab, Haryana, Gujarat and Karnataka) that are expected to complete even PMGSY-II within 2016-17."

## 8. Upgradation

1.53 The Committee found that as against the total eligible length of 2.24 lakh kms., as low as 1.86 lakh kms. have been cleared / sanctioned out of which as low as 1.59 lakh kms. has been completed. Similarly, under PMGSY II under upgradation as against total eligible length of 0.50 lakh kms. as low as 0.11 lakh kms. has been cleared/sanctioned out of which still as low as 1175 kms. has been completed as on 30 April, 2015.

### PMGSY II: Physical Achievement up to September, 2016

Total Target length (12th FYP, 2012-17)	Length sanctioned	Length completed	Balance yet to be completed out of target
50,000	13,525	7,701 KM (57% of sanctioned)	42,299

1.54 On the observation of the Committee that performance of upgradation under PMGSY II is not satisfactory, the Department replied that under PMGSY-II, the Ministry has sanctioned 13,525 km road length to 8 States and 7,701 km have been completed by these States till September, 2016, which is 59%. Though, the PMGSY-II has a target of 50,000 km during the 12<sup>th</sup> Five Year Plan (2012 to 2017), only 8 States have so far transited to PMGSY-II due to its eligibility criteria. The States which have substantially awarded PMGSY-I can seek sanctions under PMGSY-II.

1.55 The Committee observed that opening up PMGSY II in May, 2013 mainly for facilitating growth of rural market is altogether different from the original objective of all weather rural road connectivity of PMGSY, the Department stated as under:-

"PMGSY-II launched in May, 2013 aims to consolidate the existing Rural Road Network to improve its over-all efficiency as a provider of transportation services for people, goods and services based on their economic potential and their role in facilitating the growth of rural market centres and rural hubs. Under PMGSY-II, only upgradation would be taken up. Till September, 2016, eight states namely Andhra Pradesh, Gujarat, Haryana, Karnataka, Maharashtra, Punjab, Telangana and Uttar Pradesh have been sanctioned works of 13,525 km road length under PMGSY II."

1.56 The Committee observed that poor response to PMGSY II itself indicates that it is not being accepted by States/UTs during the last three years of implementation, the Department in their response stated that as per the programme guidelines, the States which have substantially awarded PMGSY-I works can participate in PMGSY-II. Till September, 2016 eight states namely Andhra Pradesh, Gujarat, Haryana, Karnataka, Maharashtra, Punjab, Telangana and Uttar Pradesh have been sanctioned works of 13,525 km road length under PMGSY II. In addition to these eight states, the states like Kerala, Tamil Nadu, Madhya Pradesh, Rajasthan, Tripura would transit to PMGSY-II in 2016-17.

1.57 On the issue of lower level of projects cleared/sanctioned and abysmally low level completion under PMGSY II, the Department stated as under:-

"The Ministry has sanctioned 13,525 km road length to 8 States and 7,701 km have been completed by these States till September, 2016, which is 59%. Hence, it is clear that the 8 States to whom PMGSY-II has been sanctioned have shown satisfactory progress in completing these road works. Though PMGSY-II has a target of 50,000 km during the 12<sup>th</sup> Five Year Plan, only eight States have so far transited to PMGSY-II due to its eligibility criteria. The States which have substantially awarded PMGSY I can seek sanctions under PMGSY-II. In addition to these eight states, the states like Kerala, Tamil Nadu, Madhya Pradesh, Rajasthan, Tripura would be transiting to PMGSY-II during 2016-17."

## 9. Availability of funds since inception

1.58 The position of release of funds under PMGSY since inception is given below:-

Rs. In crores

S. No.	Year (s)	Release for Programme	Release for Admn. Fund	Release under ADB assistance	Release under WB assistance	Total Release
1	2000-01	2,435	0	-	-	<b>2,435</b>
2	2001-02	2,493	7	-	-	<b>2,500</b>
3	2002-03	2,497	3	-	-	<b>2,500</b>
4	2003-04	2,299	26	-	-	<b>2,325</b>
5	2004-05	2,111	37	93	220	<b>2,461</b>
6	2005-06	3,770	40	193	218	<b>4,221</b>
7	2006-07	4,415	100	1000	750	<b>6,265</b>
8	2007-08	3,834+ 4,500*	66	1,950	650	<b>11,000</b>
9	2008-09	5,380+ 7,500*	151	2,000	250	<b>15,281</b>
10	2009-10	10,390+ 6,500*	140	800	10	<b>17,840</b>
11	2010-11	21,325	185	800	90	<b>22,400</b>
12.	2011-12	10,598	83	1075	627	<b>12,383</b>
13	2012-13	3,272	125	425	575	<b>4,397</b>
14	2013-14	4,553	164	-	643	<b>5,360</b>
15	2014-15	6475	95	1182	2208	9960
16	2015-16 (up to 27.5.2015)	3271	6.64	416	405	4098.64
	<b>Total</b>	<b>106762</b>	<b>1229</b>	<b>9934</b>	<b>6646</b>	<b>1,25,427</b>

\* from NABARD as loan

1.59 It may be seen from the above figures that the flow of funds from 2000 to 2006-07 were at the level of Rs. 2,435 to Rs. 6,265 crore. However, from 2007-08 to 2009-10 it rose to the level of Rs. 11,000 crore to Rs. 17,840 crore due to availability of loan from NABARD.

1.60 The Committee pointed that arrangement of funds from NABARD like other organisations should have been attempted for the period from 2010-11 onwards also. The Department in their reply stated as under:-

"Various attempts were made to draw the attention of Ministry of Finance to enhance the annual allocation of PMGSY either by enhancing the Gross Budgetary Support (GBS) or by providing NABARD loan or by deferring the ongoing repayment of NABARD loan. All of these attempts have not been very fruitful. However, from 2015-16 onwards, this problem has been resolved."

1.61 When the Committee asked if the variation in release of funds had adversely affected the availability of funds during all these years, the Department replied in the affirmative.

#### 10. XII Plan 2012-17

1.62 During the presentation given before the Committee on 09th June, 2015 the following details were submitted:-

<b>Budget Allocation during 12<sup>th</sup> Plan on PMGSY (Rs. in Crore)</b>			
<b>Year</b>	<b>Original Allocation</b>	<b>Revised Allocation</b>	<b>Allocation during first four years of 12<sup>th</sup> Plan</b>
12 <sup>th</sup> Plan (2012-17)	1,24,000	1,05,000	50,230
<b>Year-wise details</b>			
<b>Year</b>	<b>Original Allocation</b>	<b>Allocation</b>	<b>Funds released including repayment of NABARD loan</b>
2012-13	24,000	8,885	8885
2013-14	21,700	12,854*	12,854*
2014-15	22,000	14,200	14,188
2015-16	26,000	14,291	4,295**
2016-17	32,000		
<b>Total of 12<sup>th</sup> Plan till date</b>	<b>1,24,000</b>	<b>50,230</b>	<b>40,222</b>
*- including utilization of Rs. 3,050 crore interest accrued ** - upto April, 2015			

1.63 It may be seen that as against the original allocation of Rs. 1,24,000 crore, the MoRD could get only Rs. 50,230 crore during first four year of 12th Plan. Out of which funds released were Rs. 40,222 crore that includes repayment of NABARD loan. From the year-wise details, a huge gap is noticed.

1.64 The Committee asked as to how the Department will be able to implement the PMGSY particularly when the availability of funds was as low as 40% of the actual requirement the Department in their reply stated as under:-

"It is fact that the budget under PMGSY was substantially reduced during the years 2012-13, 2013-14 & 2014-15. However, under the accelerated action plan, the allocation of PMGSY has been substantially increased during the year 2015-16 (Rs. 18,200 crore) and 2016-17 (Rs. 19,000 crore, excluding the State share of Rs. 8,000 crore). Further, the Ministry of Finance has made a commitment that the current level of funding would be maintained for the next two years, i.e. till 2018-19."

1.65 During the course of briefing, the Secretary, MoRD also underlined that timely availability of funds is one of the key features of PMGSY and had submitted before the Committee that upto 2010-11 adequate funds were being released for the programme, commensurate with the requirements. However, in the last few years the amount of budgetary allocation actually provided to State is disproportionate to value of works in the programme and on the ground Rs. 50,000 crore of works are in progress while the budget allocation is only Rs. 10,000 crore that means only one-fifth of the requirement of States can be met. The matter has been taken up with Minister either to augment the Budget or get more cess that is levied or let MoRD be allowed to borrow from NABARD.

1.66 When the Committee asked about the outcome of the steps suggested by the Committee, the Department in their reply stated that

"A proposal to seek a loan amounting to Rs. 5,000 crore for PMGSY was moved to the Ministry of Finance. With constant persuasion and follow-up with the Ministry of Finance, supplementary grants amounting to Rs. 4,000 crore has been received during the year 2015-16 making the overall allocation to Rs. 18,291 crore from Rs. 14,291 crore (at B.E. Stage). However, the NABARD loan proposal was not accepted by the Ministry. Also, the change in funding pattern augmented the allocation of 2015-16 by around Rs. 8,631 crore in the form of State Share, making the total allocation of 2015-16 as around Rs. 26,922 crore. Further, PMGSY received a Budget Allocation of Rs.19,000 crore for the year 2016-17 (excluding the State share of around Rs.8,963 crore)."

1.67 The Committee wanted to know as to how the Department will tide over such an acute shortage of funds, the Department in their reply stated that:-

"During the years 2012-13, 2013-14 and 2014-15, there was indeed shortage of funds under PMGSY. However, this has been resolved from the year 2015-16 onwards. The Ministry of Finance has also made a commitment that the present level of funding (Rs.19,000 cr) would be maintained till 2018-19."

1.68 On being asked as to what extent this is going to help out the States in finalizing their targets, the Department in their reply stated:-

"Considering the commitment of the Ministry of Finance to maintain the current level of fund availability during the ensuing years (i.e. 2016-17 to 2018-19), the Ministry of Rural Development in consultation with the Ministry of Finance and the State prepared an accelerated action plan in which , the completion target has been pre-poned from March 2022 to March 2019. . In view of the availability of substantial additional allocation of funds under the Scheme, the Ministry has targeted that by December, 2016 submission of new proposals by the States and their sanction by the Ministry would be achieved. During 2016-17, the Ministry has so far cleared projects amounting to Rs. 15,622 crore to the States."

1.69 In light of the changed funding pattern i.e. from 90:10 to 60:40 in all States except in special category States, the Committee asked if the States would be able to provide the matching share, the Department in their written reply stated that:-

"Considering the present level of funding and changed funding pattern (60:40 in all States except in Special Category States it is 90:10) under PMGSY, the State have substantial fund availability, which will be sufficient for the States to meet their requirements."

1.70 When the Committee wanted to know as to how it is being ensured that public money is properly accounted for within the existing system, the Department replied as under:-

"The Ministry release funds to the States as per the programme guidelines. Almost all the States have been linked to PMGSY's online Management Information System (MIS) namely OMMAS. The States regularly update their expenditure figures on the Receipt and Payment Module on OMMAS and the Utilization Certificates are generated through OMMAS. The Ministry has also mandated e-payment to contractors from 1st April 2016. So far 25 States have started making such payments."

## **11. Quality Assurance**

1.71 The MoRD in their brief note on the issue of quality assurance have stated that to bring execution of the Programme to the desired quality standards, a three tier quality management mechanism has been institutionalized under PMGSY. First-tier of this mechanism is in-house quality control at Programme Implementation Unit (PIU) level. Objective of this tier is process control through mandatory tests on material at field laboratory and workmanship. Second-tier is structured as an independent quality monitoring at State level through State Quality Monitors (SQMs) in which provision of regular inspection of works has been envisaged for ensuring better quality. Under the Third-tier, independent National Quality Monitors (NQMs) are deployed by NRRDA for inspection of road works at random, not only to monitor quality but also to provide guidance by senior professionals to the field functionaries. The observations of NQMs are sent for action to the State Governments and Action Taken Reports (ATRs) are monitored at NRRDA.

1.72 On being asked if the three-tier quality management system is working well across the States/UTs or it needs to be strengthened in the light of work in hand, the Department in their written reply stated as under:-

"The programme guidelines provide for a three tier Quality Control Mechanism under PMGSY. 1st tier is in-house quality control. 2nd tier is independent monitoring of construction quality by quality monitors called State Quality Monitors (SQM) managed by the respective State. The 3rd tier is envisaged as an independent monitoring mechanism at the central level. Under this tier, the independent National Quality Monitors are engaged for inspections of roads, selected at random on monthly basis in different parts of States."

1.73 The Department also submitted the following details of SQM empanelled in States:-

Sr. No.	State	No. of SQM
1	Andhra Pradesh	23
2	Arunachal Pradesh	17
3	Assam	32
4	Bihar	126
5	Chhattisgarh	36
6	Gujarat	11
7	Haryana	11
8	Himachal Pradesh	24
9	Jammu And Kashmir	17
10	Jharkhand	41
11	Karnataka	13
12	Kerala	14
13	Madhya Pradesh	51
14	Maharashtra	35
15	Manipur	15
16	Meghalaya	6
17	Mizoram	11
18	Nagaland	10
19	Odisha	39
20	Punjab	10
21	Rajasthan	39
22	Sikkim	9
23	Tamilnadu	19
24	Telangana	13
25	Tripura	43
26	Uttar Pradesh	28
27	Uttarakhand	25
28	West Bengal	49
	<b>Total</b>	<b>767</b>



1.74 On the issue of situation in slow moving States, the DoRD in their reply stated that:-

"The status of achievement of targets of inspections by States is monitored by NRRDA constantly. Every month, the States are conveyed the position about their shortfall in the targets and are advised to cover up the shortfall, if need be by further increasing the no. of SQMs. In the case of States which are lagging behind are reminded from time to time about their slow pace of progress. The constant monitoring has resulted in substantial progress in the shortfall of targets. In every Regional Review Meeting, Empowered Committee Meeting and Pre-Empowered Committee Meeting, the above issues are discussed in detail with the respective States."

## **12. Meri Sadak App for Grievance Redressal**

1.75 On 20th July, 2015 the MoRD has opened a Mobile App 'Meri Sadak' for e-Governance of PMGSY roads and integrated it with OMMAS.

1.76 Asked about the popularity of the app among rural masses, the Department in their reply submitted as under:-

" Minister for Rural Development, Panchayati Raj, Drinking Water & Sanitation, Government of India launched a Mobile App "Meri Sadak" on 20th July, 2015 with the view to achieve the objectives of e-Governance and Digital India for user friendly and transparent Citizen Feedback and complaint redressal system. The citizens, with the use of this application, can express their concerns related to slow pace, abandoned work, bad quality or other category of PMGSY works. The Mobile Application "Meri Sadak" can be downloaded free of cost from Google Play Store and also from the programme website of PMGSY i.e. omms.nic.in. A Video Spot, Radio Jingle broadcasted on TV/FM Channels & advertisement on "Rail Neer" are being used to disseminate & highlight the features of "Meri Sadak" Mobile App. It has been observed that the popularity of the "Meri Sadak" Mobile App through mass media campaign has increased the number of registrations and Complaints / Feedbacks being received through this App. Complaints/ feedback received on Meri Sadak App indicates that the app has become popular amongst the rural masses. So far there have been more than 5 lakh downloads of this App."

1.77 Further, during the evidence Joint Secretary, Department of Rural Development submitted the following about the App:

"The Mobile Application 'Meri Sarak' is being used in all the States across the country. We have just referred to the fact that satellite photography is being used in only five States because that is an expensive proposition, which takes times. We have an agreement with National Remote Sensing Agency in Hyderabad from where we take satellite imagery. Based on experience of these five States, we will be universalising it across the country."

1.78 The Department provide the following Quarter-wise details of complaints received under 'Meri Sadak Mobile App':-

Quarter	No. of Complaints	Feedback(s) accepted & forwarded to concerned State(s)	Feedback (s) not accepted( Reasons Provided)	Final reply sent	Interim reply sent	Replies Pending
July,15-Sept,15	53	24	29	24	0	0
Oct,15-Dec,15	2528	1031	1497	1031	0	0
Jan,16-Mar,16	1647	805	842	805	0	0
Apr,16-June,16	2284	1200	1084	1148	46	6
July,16-Sept,16	33964	9125	24839	5105	3104	916

1.79 In reply to the Unstarred Question No. 809 answered in Lok Sabha, MoRD has given the following year-wise details of complaints received:-

Complaints received	Sent to State for enquiring and action	Cases enquired through National Quality Monitors (NQM)			
		Departed NQM for enquiring	Cases under enquiry	Found satisfactory	Found unsatisfactory
<b>2013-14</b>					
42	2	40	0	19	21
<b>2014-15</b>					
61	36	25	0	13	12
<b>2015-16</b>					
69	58	11	0	2	9
<b>2016-17</b>					
01	01	00	00	00	00

1.80 Further being asked as to what sort of complaints have been found unsatisfactory, the Department in their written note stated as under:-

"Projects were found unsatisfactory on account of deficiencies in Earthwork (inadequate compaction, unsuitable soil), Granular Sub Base (non-conforming grading and inadequate compaction & less thickness), Base course (non-conforming grading, less thickness and inadequate compaction) and bituminous

layer (less thickness and uneven surface). The number of works graded unsatisfactory in the States of Bihar, Madhya Pradesh, Odisha and Uttar Pradesh by NQMs on various accounts are as indicated below:

Year : 2015-16						
State	Total No. of Inspection	No. of Unsatisfactory works	No. of works graded unsatisfactory due to:			
			Earthwork	Granular Sub Base (GSB)	Base Course (WBM)	Bituminous layer
Bihar	455	87	20 (23%)	39 (45%)	41 (47%)	6 (7%)
Madhya Pradesh	823	33	6 (18%)	3 (9%)	9 (27%)	0 (0%)
Odisha	569	67	7 (10%)	13 (19%)	41 (61%)	15 (22%)
Uttar Pradesh	491	74	4 (5%)	5 (7%)	19 (26%)	7 (9%)
Year : 2016-17(Upto Sep,2016)						
State	Total No. of Inspection	No. of Unsatisfactory works	No. of works graded unsatisfactory due to:			
			Earthwork	Granular Sub Base (GSB)	Base Course (WBM)	Bituminous layer
Bihar	654	116	18 (16%)	42 (36%)	53 (46%)	8 (7%)
Madhya Pradesh	329	10	1 (10%)	2 (20%)	1 (10%)	1 (10%)
Odisha	456	50	8 (16%)	12 (24%)	23 (46%)	8 (16%)
Uttar Pradesh	173	23	2 (9%)	1 (4%)	4 (17%)	4 (17%)

1.81 When the Committee asked about the obstacles in the system in the above States and how the Ministry plans to eliminated those, the DoRD replied that through constant reviews and monitoring, the complaints are inquired into and wherever required rectification in road works are done. The State Quality Coordinator (SQC), who is a SE level officer has been designated as a Nodal Officer for this purpose.

### **13. Procurement Process**

1.82 The Department of Rural Development in their brief note about procurement process under PMGSY has stated that based on best National and International practices, a Standard Bidding Document (SBD) has been developed for procurement of works under the PMGSY. All the works under the Programme are being procured and managed on the basis of provisions of the SBD. To ensure transparency and harness various advantages of electronic tendering, entire bidding for procurement of works under the programme is being carried out only through e-procurement. A Procurement

and Contract Management Manual for PMGSY is also being developed with the support of Indian Roads Congress (IRC). Revision of Specifications for Rural Roads and Standard Data-book for Analysis of Rates has been also taken up through IRC. In this connection, during the course of briefing of the representatives of MoRD, the Committee were enlightened that since the PMGSY is a centrally sponsored scheme, the responsibility of execution rests with the States and as such the procurement of material has been left to the States. However, if States have not taken action against erring contractors, there is a need for MoRD to step in. For this, a mechanism has to be evolved to detect instances of mis-procurement and evolve a mechanism at policy level.

1.83 Asked about the experience with regard to execution of Standard Bidding Document on the part of States, the Department stated that all States are complying with the SBD, which has recently been revised in 2015.

1.84 When asked about the action taken by MoRD in the cases of mis-procurement, the Department stated that Cases of mis-procurement has come to light in UP and Manipur in the recent past. The Ministry has issued necessary directions to the States and the State have reported that appropriate legal as well as administrative action has been initiated by them.

1.85 When the Committee asked about the number of contractors who have been blacklisted, the Department stated that since the procurement under PMGSY is done at State level, no such data base is maintained at central level. Such data is maintained at the SRRDA level and for specific States would be obtained and furnished to the Committee.

1.86 On being asked about the current progress with regard to evolving a mechanism to deal with the situation of mis-procurement of material by different States under PMGSY, the Department stated that SBD has been revised in 2015, States have been trained on the revised SBD and E-tendering has been implemented across States.

1.87 On being asked by the Committee whether the Department has finalized procurement and Contract Management Manual in association with Indian Roads Congress, the Department stated that the Procurement and Contract Management Manual (PCMM) has already been finalized in consultation with IRC in 2013.

1.88 About the process of verification adopted while selecting contractors, the Department in their written reply submitted as under:-

"PMGSY provides for mandatory electronic tendering of all projects irrespective of its value. Selection of contractor is based on the pre-defined eligibility and qualifying criteria prescribed in the standard bidding document. The work is required to be awarded to the contractors having the requisite technical qualification and capacity to execute the work within the stipulated time period with requisite quality."

1.89 In reply to Unstarred Question No. 3122 answered on 17.12.2015 regarding payment to be made by agencies to contractors involved/engaged in PMGSY work, MoRD have *inter-alia* stated that project proposals under PMGSY are executed by the States and it is the responsibility of executive agencies to ensure timely payment to contractors subject to satisfactory execution of work.

1.90 When the Committee asked if they have come across cases of non-payment of dues on the part of State/UT Governments to contractors for the work done under PMGSY in different States/UTs and If so, the details, thereof as on 01.10.2016, the Department in their written note submitted as under:-

"There are no specific incidences reported to the Ministry wherein the contractors have not been paid even after completion of the road works under PMGSY. However, if any such specific instance of delay in payment/non-payment is brought to the notice of the Ministry, prompt action would be initiated."

1.91 On being asked if the MoRD has come across instances of inordinate delay in preparation of DPRs in different States, the Department in their written reply submitted as under:-

"As per the programme guidelines Detailed Project Reports (DPRs) are to be prepared by the States based on the indicative annual allocation and the execution capacity of the States. For preparation and scrutiny of the DPRs, detailed instructions have been issued in the Operations Manual of PMGSY. While the annual budget of PMGSY itself has been reduced considerably during the years 2013-14, 2014-15 and the sanctions issued during 2012-13 and 2013-14 were more than twice the annual budget, the proposals of the States could not be fully sanctioned during the years 2014-15 and 2015-16. Further, in order to supplement the efforts of the States in timely preparation of the Detailed Project Reports, the States have been permitted to engage consultants for preparation of the DPRs on QCBS criteria. However, delays in preparation of the DPRs may occur because of the difficulties in procuring lands, clearances from forest authorities, law and order situation in LWE areas, carrying out engineering service in unfavorable weather conditions particularly in hill states and flood prone areas etc."

1.92 Further, when asked if the difficulties explained by the State Governments is also taken into account while preparing DPRs for PMGSY works, the Department in their reply stated as under:-

"As per the programme guidelines, the States are required to submit the DPRs based on the indicative annual allocation of funds and the execution capacity of the States. The State Technical Agencies assigned to the States and NQMs during their field visit to the States assist the implementation agencies in the technical matters. The Detailed Project Reports (DPRs) are prepared by the States considering all kind of difficulties such as limited availability of construction materials, weather conditions, topographical difficulties, law and order situation, clearances from forest department, contracting capacity and availability of funds."

#### **14. Implementation Constraints**

1.93 Various implementation constraints have been a matter of serious concern and intense debate before the Committee during the briefing on PMGSY. These *inter-alia* related with irregularities committed in implementation of PMGSY in Bihar requiring blacklisting of concerned persons on the part of State Government i.e. SRRDAs, dropping of proposal without assigning reasons in Telangana, non-availability of funds for some areas in Madhya Pradesh, less allocation of funds for Jharkhand, under PMGSY, revising norms for hilly areas situated between Maharashtra and Gujarat, absence of inspection of PMGSY works in West Bengal, examining difficulties being found by State Government in preparing Detailed Project Report (DPR), issue of uprooting of entire stretch of existing road in some areas of Uttar Pradesh for upgradation, delay in preparing Detailed Project Report (DPR), in West Bengal and need for associating IIT Kharagpur and Zadhavpur University for that purpose, non-payment of work done for PMGSY works in Rajasthan and so on.

1.94 On being asked to comment upon the above issues, the Department stated as under:-

'Rural Roads' is a State subject and the implementation of the programme is the responsibility of the State Government. The State Governments are required to implement the programme, including procurement, supervision, 1<sup>st</sup> and 2<sup>nd</sup> tier quality monitoring mechanism, quality of DPRs, timely payment to the contractors etc. as per programme guidelines. The Ministry has set a standard on all issues and ensures that these standards are met during the implementation. The implementation lapses/constraints have come to light largely because of the robust inspection mechanism put in place by the Ministry. The attempt of the Ministry is to ensure that such lapses are addressed adequately and are minimized."

1.95 With regard to irregularities in implementation of PMGSY in Bihar in reply to Unstarred Question No. 3970 answered in Lok Sabha on 13 August, 2015 it was *inter-alia* stated that State Government has debarred 694 contractors from participating in tender process on 4th October, 2013 and agreement of 509 roads have been rescinded due to non-completion of road under PMGSY besides State Government has not awarded works to contractors who have been debarred by the Department in this regard.

1.96 On being asked about the difficulty in fixing responsibility of erring officials of SRRDA in Bihar, the Department in their written note submitted as under:-

"As per the programme Guidelines, implementation of PMGSY is the responsibility of the State Government. Whenever there is a complaint regarding the irregularities in implementation of programme, the issues are inquired into by NQMs and the State is required to take necessary action against the persons responsible for lapses found, if any."

1.97 The State Government of Bihar has informed that 694 contractors were debarred on the ground of not completing works awarded to them in time and 509 roads had to be rescinded due to delay and stopping/non execution of works.

"Non completion of PMGSY projects involves various reasons. Scarcity/non availability of sufficient funds on time, is one of the important reasons. Initial setback in form non-payment of executed works kept working contractors away from works awarded to them. This situation continued for almost more than one year after sanction of these works. Ultimately escalation, enhancement in rates of material labour and machinery compelled contractors to either slow down or leave the works. There is absolutely no problem in fixing responsibility for any act of omission or commission. However, the State Government functionaries cannot be held accountable for breach of contract terms on the part of the contractors, if due diligence is exercised by the State functionaries."

1.98 Further, being asked as to why it took so long to take action against irregularities in implementation of PMGSY in Bihar, the Department replied as under:-

"As per the programme Guidelines, the complaints received through the Ministry of Rural Development/ NRRDA is sent to the States for inquiry and necessary action. In case an adequate response is not received within the stated time schedule, NRRDA deposes NQMs/ Central Team for inquiry and further processing of cases is done on the basis of NQMs /Central Team's findings. State Government of Bihar informed that State Government has always been prompt in taking action against defaulting contractors or even officials if there has been any act of omission or commission. The State Government views all such cases very seriously and meticulously and takes prompt action as per law."

1.99 On the issue that there should be an in-built system for dealing with such issues, the Department stated that Standard Bidding Document (SBD) provides for Liquidated Damages (LD) as well as additional performance guarantees linked to various progress milestones, to be levied on defaulting contractors.

#### **15. Need for clarity on chairing DISHA Meetings**

1.100 The issue of chairing the Meeting of Vigilance & Monitoring Committees (VMCs), now called 'DISHA', came up before the Committee. In this context, the Department of Rural Development submitted the Para 3 of the DISHA Guidelines which is as under:-

“Chairperson: The Chairperson of the Disha should be a Member of Parliament (Lok Sabha) elected from the district,  
The nominated members of DISHA should be the following:

- (i) Where there are more than one Member of Parliament (Lok Sabha) representing the district, the senior-most Member of Parliament (Lok Sabha) should be nominated as the Chairperson. However, the Warrant of Precedence maintained by the Ministry of Home Affairs should be followed, which may result in exceptions.
- (ii) If the district has more than one Parliamentary Constituency (Lok Sabha) as its segments and the senior-most Member of Parliament (Lok Sabha) is made Chairperson of Disha in some other district, the next senior-most Member of Parliament (Lok Sabha) should be the Chairperson.
- (iii) In case of same seniority, the Chairperson should be the Member of Parliament in whose Parliamentary Constituency the largest geographical area of the district falls.”

1.101 In this connection, a case of denial of Chairpersonship of DISHA Committee to a Senior MP, Lok Sabha with greater assembly segments who also happens to be the Member of this Committee, came up before the Committee.

1.102 On being asked if the Guidelines in this behalf have been revised, the Department in their reply stated that as under:-

"Department of Rural Development has constituted District Development Co-ordination and Monitoring Committee (DISHA) replacing the District Vigilance and Monitoring Committee in June 2016. So far as nomination of Rajya Sabha Members in the above Committees is concerned, the provisions under erstwhile District Vigilance and Monitoring Committee and DISHA Committee are as under:

DVMC	DISHA
One MP (Rajya Sabha) representing the State and exercising option to be associated with the district level Committee of that district (on first come	One MP (Rajya Sabha) representing the State and exercising option to be associated with the district level Committee of that district (on first



basis), to be designated as Co-Chairpersons by the Ministry of Rural Development.	come basis), to be designated as Co-Chairpersons by the Ministry of Rural Development.  Note: In case the MP from RS is senior following the Warrant of Precedence maintained by the Ministry of Home Affairs, he/she may be made as Chairperson of the committee.
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Thus, under DISHA, provision has been made for nominating Rajya Sabha MP as Chairperson of DISHA committee, if he is senior following the Warrant of Precedence maintained by the Ministry of Home Affairs.

So far as Lok Sabha MPs are concerned, para 3(i) of the DISHA Guidelines stipulate that where there are more than one Member of Parliament (Lok Sabha) representing the district, the senior-most Member of Parliament (Lok Sabha) should be nominated as the Chairperson. However, the Warrant of Precedence maintained by the Ministry of Home Affairs should be followed, which may result in exceptions.

In the instant case of Pali and Jodhpur district of Rajasthan, Shri P.P. Chaudhary was nominated as Chairperson of DISHA committee of Pali District in accordance with para 3(ii) of the guidelines which stipulate that if the district has more than one Parliamentary Constituencies (Lok Sabha) as its segments and if the senior-most Member of Parliament (Lok Sabha) is made Chairperson of DISHA in some other district, the next senior-most Member of Parliament (Lok Sabha) should be the Chairperson of the District. The other Lok Sabha MP, representing the Pali District Shri Hariom Singh Rathore was made chairman of Rajsamand district as he is the lone MP (LS) representing the Rajsamand district. After induction of Shri P.P. Chaudhary as Union Ministers in the Government of India, in accordance with provision specified in para 3(i) of DISHA guidelines, he was nominated as Chairperson of Jodhpur District also in August 2016."

1.103 Similarly, making the Rajya Sabha MP representing a State as Chairperson for DISHA Meeting particularly when a sitting MP becomes Chairperson on becoming Minister came up before the Committee. The Department of Rural Development submitted the following:-

“(b) Rajya Sabha MP: One MP (Rajya Sabha) representing the State and exercising option to be associated with the district level Committee of that district (on first come basis), to be designated as Co-Chairpersons by the Ministry of Rural Development. Note: In case the MP from RS is senior following the Warrant of Precedence maintained by the Ministry of Home Affairs, he/she may be made as chairperson of the committee”

1.104 On being asked about the status of Member of Rajya Sabha in the above scenario, the Department said that as per the Disha guidelines, A Rajya Sabha MP in the DISHA Committee may be nominated as Chairperson only if he is senior following the Warrant of Precedence maintained by the Ministry of Home Affairs.

1.105 Absence of intimation about opening of PMGSY works in Malda District in West Bengal and also in Rajasthan and the very functioning of DISHA Meetings have been raised before the Committee. In this connection, a representative of MoRD had assured the Committee that issue is being dealt with by other officials in MoRD and would be conveyed appropriately.

1.106 Asked about the comments of the Department on the above issue, the Department in their reply stated as under:-

"No such specific complaints of non intimation of implementation of PMGSY in West Bengal, particularly Malda district and in Rajasthan have been received in the Ministry. In terms of physical progress, Rajasthan has constructed a total length of 326.18 km connecting 51 habitations and West Bengal has constructed a total length of 715.46 km connecting 259 habitations (from April, 2016 to October, 2016) in the present financial year."

1.107 On being probed further about DISHA meetings in West Bengal, the Department stated that DISHA Meetings were held in only three Districts in West Bengal namely Jalpaigudi, Hoogly and Cooch Behar. As per details available in the Department of Rural Development, meeting of DISHA has not been held in Malda so far during the last two years.

## **16. Issues related with execution of work**

1.108 During the course of evidence, MoRD has outlined that the Ministry have engaged the services of CPSUs in Bihar, Jharkhand, Tripura, West Bengal and Odisha to augment the capacity of execution and that except for Jharkhand, the performance has been satisfactory in West Bengal, Tripura and Odisha. At present CPSUs has stopped work in Bihar. However, CPSUs have old roads to complete in Bihar.

1.109 On being asked about the objective behind engaging the services of the CPSUs in PMGSY in these States and how these are going to help MoRD for quickening the pace of PMGSY in these States, the Department in their reply stated as under:-

"The objective of Pradhan Mantri Gram Sadak Yojana, is to connect 1,83,599 habitations (including habitations of population 100 and above in 267 LWE Blocks as identified by MHA), out of which, 1,53,431 habitations have so far been sanctioned by the Ministry and 1,19,156 habitations have been connected by the States (upto September 2016). This could be achieved as the States have significantly augmented their execution capacity during the last 16 years. Further, the Ministry has engaged Central Public Sector Units (CPSUs) in the States of Bihar (5 PSUs), Jharkhand (4), Tripura (2), Odisha (2), and West Bengal (2) to augment the execution capacity under PMGSY. Due to the preponement of completion target by March 2019 from March 2022, there is a requirement of further augmenting the execution capacity in 9 States of Assam, Bihar, Chhattisgarh, Jharkhand, West Bengal, J&K, Uttarakhand, Rajasthan and Odisha, where large number of works are in hand."

1.110 On being asked as to why CPSUs have no role in Jharkhand and are asked to complete old roads in Bihar, the Department in their reply stated as under:-

"Presently, CPSUs are actively working in implementation of PMGSY in Jharkhand. IRCON, NBCC, NPCC and HSCL are executing PMGSY works in Jharkhand. Regular review of their performance is being done in review meetings chaired by Secretary Rural Works Department (RWD), Jharkhand. In Bihar, PMGSY works have not been allotted to CPSUs after 2008, since the State Government of Bihar has substantially augmented its implementation capacity by establishing more than 100 Project Implementation Units (PIUs) in the State. Hence CPSUs in Bihar are concentrating on completing the PMGSY roads allotted to them, prior to 2008 and handing them over to the State Government, once they are completed."

1.111 On being asked about the details of CPSUs engaged in different States, the Department provided the following details:-

"The Ministry has at present engaged Central Public Sector Units (CPSUs) in 5 States of Bihar (5), Jharkhand (4), Tripura (2), Odisha (2), and West Bengal (2) to augment the execution capacity under PMGSY. The state-wise details are given below.

Name of State	Name of CPSUs (Year of engagement in bracket)
<b>Bihar</b>	i. NPCC (2004) ii. NBCC (2004) iii. IRCON (2004) iv. NHPC: (2004) v. CPWD: (2004)
<b>Jharkhand</b>	i. NPCC (2007) ii. NBCC (2007) iii. IRCON (2013) iv. HSCL Ltd. (2007)
<b>Tripura</b>	i. NBCC (2004) ii. HSCL Ltd (2006)
<b>Odisha</b>	i. NBCC (2016)
<b>West Bengal</b>	i. NPCC (2014) ii. NBCC (2014)

The Ministry regularly reviews the performance of the CPSUs engaged in 5 States during Regional Review Meetings and Empowered Committee Meetings. The performance of these CPSUs are at satisfactory level. In some States like Tripura and Jharkhand, some of the CPSUs are not given new works due to their less than satisfactory performance in executing the projects in these States. They are concentrating on completing the PMGSY roads already allotted to them and handing them over to the State Government once they are completed. Further, States are being time and again advised to regularly assess the performance of these CPSUs and intimate the Ministry in this regard."

**17. Issue of corruption / blacklisting of contractors**

1.112 During the Course of evidence, the issue of dubious contractors (Kashish Builders) being allowed to participate in tender for PMGSY by the name 'S.K. Constructions came up and the Committee and the Committee enquired as to why he has not been blacklisted or his bank Guarantee not been forfeited. A representative of MoRD clarified during the evidence clarified as under:-

"State Government should have taken legal recourse by blacklisting or by filing an FIR. These have not been done and MoRD has advised the State Government to initiate legal and administrative action also."

1.113 On being asked about the action taken by the State Government on the various advisories/instructions given to them time to time by MoRD requiring legal and administrative action, the DoRD provided the following details:-

"In the Parliamentary constituency of Darbhanga in Bihar, in 4 Project Implementation Units (PIUs), namely, Darbhanga-I, Darbhanga-II, Biraul and Benipur, PMGSY roads were electronically tendered and one of the bidders in the said electronic tender was M/s Kashish Developers Ltd. Hon'ble MP, Darbhanga, Bihar had sent a complaint to the Ministry regarding the papers furnished by M/s Kashish Developers Ltd. as being faulty. This was inquired into by the Ministry and the papers furnished by the said bidder were indeed found to be faulty. Therefore, the Ministry directed State Government of Bihar to ensure that the entire tender was cancelled and the roads involved were re-tendered. The State Government complied with the directions of the Ministry and the roads in question were re-tendered.

In the said re-tender, one of the participants was M/s S.T. Construction, NOIDA. The Hon'ble MP, Darbhanga, Bihar informed (on 16.6.2014) that there were 4 irregularities in the papers submitted by M/s S.T. Construction, Noida. On 25.6.2014, the State Government was asked to inquire into this matter. Simultaneously, NRRDA was also asked to enquire into the matter. On 8.9/2014, Hon'ble MP, Darbhanga, Bihar was intimated that during the inquiry, it was found that the 4 papers of M/s S.T. Construction, Noida regarding character certification, VAT registration, work experience, annual turn-over, were found to be in order. Accordingly, the State Government was directed to proceed ahead with the re-tender process."

1.114 The issue of Contractors engaged for PMGSY work in Bihar from outside the state like Uttar Pradesh and the case of non-completion of Kanoli Bridge sanctioned in 2004 for Rs. 70 crore by CPWD still remained to be completed was highlighted.

1.115 On being asked if engaging contractors from outside the State is causing delay in PMGSY road work in Bihar, the DoRD stated that the Standard Bidding Document (SBD) of PMGSY as well as the Programme Guidelines of PMGSY do not prevent contractors from outside the State from bidding for PMGSY works in a specific State. Therefore, any contractor can submit electronic bids for construction of PMGSY roads so long as the contractor fulfils all the prescribed conditions of the Standard Bidding Document (SBD).

1.116 The issue of bidders quoting less than 10% or 15% of the estimated price during bidding in Jharkhand for PMGSY work was also highlighted before the committee as a result of which the quality of roads was compromised and the roads were damaged in just 2 years as against their life for 5 years. On this a representative of MoRD clarified that under Standard Bidding Document (SBD), there is a provision that if State Government feels that someone is quoting unrealistic prices, then commensurate security can be taken from such contractors, if this is not done in Jharkhand, MoRD will direct SRRDA Jharkhand to take additional performance security which can later be forfeited.

1.117 When asked if the Department had come across any such instance, the Department in their post-evidence reply stated as under:-

"As per the Programme Guidelines of PMGSY as well as Operations Manual of PMGSY, works under PMGSY are to be procured by the respective State Rural Road Development Agencies (SRRDAs). Hence, tendering of PMGSY works, evaluation of tenders received and final award of tenders is the exclusive responsibility of the State. The Standard Bidding Document prescribes that if the SRRDA finds that bidders have quoted prices which are 10 to 15% below the estimated price, the SRRDA is at liberty to impose an additional performance security on such bidders. Additional performance security acts as a safeguard in the eventuality of a bidder not completing the work/abandoning the work. In such an eventuality, the additional performance security can be forfeited by the SRRDA, in addition to liquidated damages (upto an extent of 20%) and can be used to complete the remaining work. All State Governments including Jharkhand are advised regularly along these lines in the Regional Review Meetings and Pre-Empowered Committee meetings as well as the Empowered Committee meetings. In addition, the field engineers of SRRDAs and PIUs are regularly trained to implement these provisions of the Standard Bidding Document."

## **18. Issues related with coverage**

1.118 During the course of evidence of the representatives of MoRD, the following issues/challenges were brought out before the Committee:-

- (i) Failure on the part of State Governments for finalization of eligible habitations in Bihar and Jammu & Kashmir since inception.
- (ii) Large number of habitations in Bihar, West Bengal and Odisha are yet to be connected and no PMGSY work done in Jagatsinpur District of Odisha.
- (iii) Revealing the NRRDA Report on PMGSY samplings obtained at random inspection.
- (iv) Non-completion of many works of bridges under Phase I and Phase II under upgradation in Narsinghpur District of Madhya Pradesh.
- (v) Issue of inter-district connectivity of PMGSY roads between Damoh and Sagar districts in Madhya Pradesh.
- (vi) Early construction of pending PMGSY roads in Uttar Pradesh, particularly in District Bijnaur.
- (vii) Releasing of Payments to petty contractors in Pithoragarh District of Uttarakhand for workdone under PMGSY.

1.119 In connection with failure of State Governments in not finalizing the number of habitations in Bihar and Jammu & Kashmir, a representative of MoRD clarified that for the last 14 years these State Governments have not been able to finalise the same and in next two weeks they have been asked to finalize the same.

1.120 On being asked about the latest update on this issue, the Department stated that most of the States including Bihar and Jammu & Kashmir have reconciled their eligible unconnected habitations under PMGSY in May 2016 and they have been advised to update data on OMMAS, which is the MIS for PMGSY scheme.

1.121 About the difficulties being faced by these States for not coming up with the required figures of eligible habitations, the Department stated that most of the States have already reconciled their unconnected habitations as indicated above. However, some of the States are finding difficulties in updating the same on OMMAS as many of the habitations are wrongly mapped on the other roads in the Core Network, which were sanctioned earlier in the initial phases. The updation on OMMAS is being undertaken by these States in consultation with CDAC, which maintains OMMAS.

1.122 About the findings of random sampling undertaken by NRRDA of PMGSY road works in the country and particularly in Madhya Pradesh region, the Department in their post evidence reply stated as under:-

"Requests for verification of "wrongly shown as connected habitations" have been received from few States. The Ministry had earlier undertaken verification of such habitations on random sampling in Anantpur district of Andhra Pradesh State and the habitations found eligible were allowed to be included / corrected in Core Network within overall reconciled unconnected habitations. The Ministry has decided to conduct similar exercises in the State of Telangana also based on the request received from the State. However, no such request has been received from the State of Madhya Pradesh."

1.23 About the delay in completion of bridges under Phase I and II in Madhya Pradesh particularly in Narsinghpur district of Madhya Pradesh, the Department in their reply stated as under:-

"Many States including Madhya Pradesh could not include the proposals of Long Span Bridges (LSBs) in the initial phases of PMGSY due to the following reasons as reported by the States.

1. Inadequate technical staff for preparation of DPRs and supervision during execution;
2. Lack of Knowledge for proper geo technical investigations and structural design;
3. Limitation of spans of Long Span Bridges for Funding in the initial phases.

However, the Ministry had issued a circular dated 28th April 2011 which allowed the States to submit proposals for standalone bridges on the PMGSY roads sanctioned prior to date of issue of said circular (i.e. April, 2011). It is also mentioned that all the proposals of Long Span Bridges received from the State of Madhya Pradesh have already been sanctioned."

1.24 As per MoRD, there are large number of habitations to be connected in 9 States of Assam, Bihar, Chhattisgarh, J&K, Jharkhand, Odisha, Rajasthan, Uttarakhand and West Bengal. In this connection, it was clarified before the Committee that these States are still under PMGSY I and States like Uttar Pradesh and Tamil Nadu etc. have migrated to PMGSY II where connecting habitations work is over and upgradation by way of widening of existing PMGSY work has been taken up.

1.125 Asked as to when the remaining work under PMGSY I particularly in above 9 States will be over and all these States/ UTs will migrate to PMGSY II, the Department in their reply stated as under:-

"For accelerated execution of PMGSY in the States, the Ministry of Rural Development in consultation with the Ministry of Finance and the States has formulated an Action Plan to advance the completion target of the Programme from 2022 to 2019. The fund sharing pattern under PMGSY has been changed to 60:40 ratio between the Centre and State (except for 8 North Eastern and 3 Himalayan States for which it will be 90:10) for all the ongoing as well as outstanding works with effect from 2015-16. Sufficient funds are available with the States for enhancing execution capacity and for time bound implementation of PMGSY. Nine States have been identified where major balance work remains in complete. Reviews have been done with Chief Secretaries all these States except J&K. State wise completion targets on monthly and yearly basis have been fixed and are being monitored.

As per Para 4.1 of PMGSY-II Programme Guidelines, States/UTs can transit to PMGSY-II only after 100% of the new connectivity and 75% of upgradation works (and 90% of length cleared) under PMGSY-I are awarded."

1.26 About the delay in construction of PMGSY roads work in UP, the Department provided the following details:-

"As on September, 2016, a total number of 18,014 roads were sanctioned to UP out of which 17,451 roads have been completed by the State and 563 roads are still at various stages of completion. Out of this, 113 road works are pending for up to 2 years and 450 road works are pending for more than 2 years."

1.27 As regards the issue of delay in payment for workdone for PMGSY work in Pithoragarh District in Uttarakhand, a representative of MoRD clarified that Rs. 35 lakh are yet to be paid to the concerned party and Report of National Quality Monitoring (NQM) is awaited which has been sent to State Government.



1.28 Asked whether the Department had received the NQM Report and State Government's view thereon, the Department in their reply stated as under:-

"The NQMs are deployed by the Ministry for inspection of road works at random from quality angle. As far as views of the State Govt. on the subject of delayed payment to the contractor are concerned, through a communication dated 26th October, 2016 addressed to JS (RC) and DG, NRRDA, the State intimated that certain portions of the road work found defective, have not been rectified and completed. Hence an amount of Rs. 35.00 Lakhs has not been released to the constructor. The State Govt. further informed that an amount of Rs.20.00 Lakhs was being processed for release to the contractor during November, 2016 for carrying out part rectification work. The balance amount would be released after completion of the entire rectification work by the constructor."

1.29 On the issue of payment to petty contractors, the Department stated that since the works are tendered, awarded and contracts are monitored by the State, hence Ministry does not as a rule monitor payment to contractors and subcontractors which are to be monitored by PIUs and SRRDAs.

**PART-II****RECOMMENDATIONS/ OBSERVATIONS**

**2.1 As part of poverty reduction strategy, the Government of India launched the Pradhan Mantri Gram Sadak Yojana (PMGSY) on 25 December, 2000 as a centrally sponsored scheme to assist the States, though Rural Roads are in the State list, the primary objective of PMGSY is to provide connectivity by way of a single all weather road with necessary culverts and cross drainage structures, which is operable throughout the year to the eligible unconnected habitations in rural areas as per core network with a population of 500 persons (as per 2001 census) and above in plain areas and with a population of 250 persons and above (as per 2001 Census) in respect of special category States, the Desert areas, the tribal (Schedule V) areas and Selected Tribal and Backwards Districts as identified by the Ministry of Home Affairs/erst-while Planning Commission. In critical Left Wing Extremism (LWE) affected blocks as identified by Ministry of Home Affairs, special dispensation has been given to connect habitations with population of 100 persons and above (as per 2001 Census). The various issues, concerns and observations of the Committee are dealt in the succeeding paragraphs.**

**Objective**

**2.2 The Committee note that the main objective of the PMGSY is to connect 1,83,599 habitations in the core-network including habitations of 100 and above in LWE blocks as identified by Ministry of Home Affairs. The Department of Rural Development has stated that due to considerable reduction of funds for the scheme under BE during 2012-13 and 2013-14 and various other reasons such as**

inadequate execution capacity in the States, low contracting capacity, unfavourable weather conditions, shortage of raw material, law and order problem, non-availability of land and forest issues, the scheme has adversely suffered a lot. The Department of Rural Development has also informed that substantial number of unconnected habitations are concentrated in 9 States viz. Assam, Bihar, Chhattisgarh, Jharkhand, West Bengal, Jammu & Kashmir, Uttarakhand, Rajasthan and Odisha. The Committee, however, are of the considered view that apart from the above mentioned reasons, the lackadaisical approach of the Department is also responsible for the large number of unconnected habitations under PMGSY. The Committee strongly feel that necessary impetus required to rev-up the things are grossly missing on the part of Department of Rural Development. The Committee, therefore, recommended that apart from Regional review meetings, video conferences and meetings to oversee the progress of the Scheme, some pro-active steps like, field visits of the official should be made mandatory for physical verification of the actual implementation at the ground level and to identify the areas which need immediate attention to redress and facilitate completion of projects in time, particularly in the said 9 States.

*(Recommendation SI.No. 1, Para No. 2.2)*

### **Institutional Arrangements**

2.3 The Committee note that Ministry of Rural Development is the nodal Ministry for implementation of PMGSY. At the National level, National Rural Roads Development Agency (NRRDA) has been constituted to provide technical and managerial support for implementation of the programme at Central Level. At the State level, State Rural Roads Development Agency (SRRDA) have been

constituted for the programme implementation at the State Level. Also, depending upon the work load, Programme Implementation Units (PIU) are constituted for each district by the States. The Department of Rural Development has informed that Central Public Sector Units (CPSUs) in the States of Bihar, Jharkhand, Tripura, Odisha and West Bengal have been engaged to augment the execution capacity under PMGSY. The Committee also note that due to preponement of completion target to March 2019 from March 2022, there would be requirement of further augmenting the execution capacity in 9 States viz Assam, Bihar, Chhattisgarh, Jharkhand, West Bengal, Jammu & Kashmir, Uttarakhand, Rajasthan and Odisha where there are large number of works in hand. The Ministry also informed that meeting of top officials of the Ministry with the Chief Secretaries of the above States except for Jammu & Kashmir have been held to increase the execution and contracting capacity.

The Committee further note that the steps taken for the effective implementation of PMGSY by the Ministry include

- (i) using Remote Sensing and GIS in planning and monitoring of PMGSY
- (ii) use of non- conventional Materials/ Green Technology for cost and time saving
- (iii) adoption of State Specific Rural Road Maintenance Policies
- (iv) Mobile based App" Meri Sadak" as well as "Citizen Monitoring" for transparent public grievance redressal and Social Audit
- (v) Mobile Application based Quality Monitoring.

The Committee are constrained to note that as against the target of 183599 habitations (including habitations of 100 and above in LWE Blocks as identified by MHA), only 119156 habitations have been connected by States (upto September, 2016). The Committee also note that the Department in consultation with Ministry of Finance and the States has formulated an Action Plan to achieve the target by March 2019 with enhanced financial allocation to the States and

modified funding pattern of the Scheme. The Committee find that during 2014-15 and 2015-16, States have constructed road length of 36337 kms and 36449 Kms respectively and even the Ministry has set a target of 48812 km (133 km per day) road length during 2016-17 and have achieved 119 km/day from April 2016 to September, 2016.

The Committee are dismayed to note that despite initiation of several steps, the Department has not been able to meet its own target of 133 km per day during the first half of the financial year 2016-17. The Committee, therefore, recommend that all the institutional mechanisms should work in tandem to expedite the work so that the target of connecting the eligible habitations is achieved in a time bound manner. The Committee strongly recommend that the execution capacity in the above mentioned 9 States should be expeditiously augmented so that the large number of pending works are completed as per the target. The Committee would also like the Department of Rural Development to engage top officials of the State of Jammu & Kashmir to expedite the increase in execution capacity and contracting capacity in the State. The Committee may inc to be apprised of the progress made in this regard.

*(Recommendation Sl.No. 2, Para No. 2.3)*

#### Role of Member of Parliament (MP)

2.4 The Committee note that the PMGSY Guidelines have provisions for consultation with Members of Parliament at various stages of implementation of the Programme and *inter-alia* stipulate that Core-Network and District Rural Roads Plan should be finalised by District Panchayats after giving full consideration to the suggestions given by the MPs. Due consideration must also be given to the suggestions of MPs while finalising not only Core-Network, but also upgradation and

preparation of Annual Proposals for road works. Further, to ensure effective participation of Members of Parliament, all elected representatives associated with the programme should be duly invited to the foundation laying and inauguration ceremonies and the function should be held with due regard to the various protocol requirements and also, the foundation stone for PMGSY road should be laid and the road should also be inaugurated by the Member of Parliament (Lok Sabha). Despite the above stipulations in the Guidelines, the Committee were unanimous that no cognizance is being given to the role and suggestions of MPs in PMGSY works and scant regard is being given to the MPs at the time of inauguration of roads etc. The Committee to its dismay find that MPs are at times not at all involved in these public welfare measures. The issue of dropping of proposals of MPs without assigning any reason also came before the Committee during the examination. The Committee strongly disapprove of the treatment being meted out to the MPs which is in gross violation of the relevant guidelines. The Committee also, take a strong exception to the inauguration of PMGSY roads by any person other than a Member of Parliament and recommend the Department to secure and protect the rights of the MPs as laid down in the Guidelines. The Committee is of the view that the Department should take appropriate action regarding the complaints of the MPs for its speedy redressal and strictly ensure that such incidences do not recur in future. The Committee strongly recommend the Department to issue necessary advisories to the States from time to time in the matter and also impress upon the States to strictly comply with the stipulations made in the PMGSY Guidelines for consultation with MPs on all related issues by giving due cognizance to their role and suggestions. The concerned Member of Parliament may also be kept in the loop.

*(Recommendation SI.No. 3, Para No. 2.4)*

**Maintenance Of Rural Roads**

**2.5 For ensuring sustainability of roads built under PMGSY, each contractor has to provide for defect liability of 5 yrs alongwith paid routine maintenance after completion of work. The Committee find that as per the National Quality Monitor (NQM) Grading Abstract, as high as 20.80% of the completed works of PMGSY which were under maintenance was found to be unsatisfactory. The Committee also find that so far only 15 States viz. Assam, Bihar, Chhattisgarh, Haryana, Himachal Pradesh, Jharkhand, Madhya Pradesh, Meghalaya, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttar Pradesh, Uttarakhand and West Bengal have formulated Rural Roads Maintenance Policy (RRMP). On being further probed by the Committee as to why only 15 States have Such a Policy, the Department simply stated that remaining States have been advised to notify such a policy during the current Financial Year i.e. 2016-17. The Committee deplore the casual approach of the Department on such a critical issue and urge the Department to impress upon the States to come up with such a policy at the earliest so that the rural roads built under the Scheme remain functional for the people. The Committee recommend the Department to encourage the use of innovative ideas for saving PMGSY roads from being eroded. The Committee also found that so far 1732 engineers and 1020 contractors have been trained out of a target of 7271 personnel in 8 World Bank assisted RRP-II/ PMGSY. The Committee are not satisfied with the progress and recommend that a time-bound strategy should be evolved to impart training to the remaining engineers/contractors to ensure proper construction and maintenance of rural roads.**

***(Recommendation Sl.No. 4, Para No. 2.5)***

**Monitoring**

**2.6** The Committee find that in addition to regular monthly monitoring on the aspects of physical and financial progress, regional review meetings are also organized. The empowered committee meetings chaired by the secretary (RD) are also utilized for the detailed review of the implementation of the programme and progress is also being monitored through video conferences. During the examination, the Committee were informed that frequent transfer of trained and experienced staff of SRRDAs also hampers the effectiveness of the monitoring. The Department also informed that it has a web based Online Monitoring Management and Accounting System (OMMAS), which the States are required to update regularly. The Committee were also informed that certain States do not update their data regularly. The Committee also find that various modules of the OMMAS are also posing difficulty in regular updation of data in the web based monitoring system. The Committee also observe that OMMAS is functional in all the states except Delhi and Goa. In view of the foregoing, the Committee would like the Department to put Goa and Delhi in the web based monitoring module. The staff must also be trained in the various modules of OMMAS in a time bound manner. Apart from the above, physical verification processes of the roads under construction must be made robust.

*(Recommendation Sl.No. 5, Para No. 2.6)*



**Meri Sadak Mobile App**

**2.7** The Committee were informed that Government of India have launched a Mobile App named 'Meri Sadak' on 20.07.2015 with a view to achieve the objective of e-governance and Digital India for user friendly and transparent citizen feedback and complaint redressal system. The Committee were also informed that till September, 2016 there have been more than five lakh downloads of the App. The Committee while appreciating the launch of the App, however, feel that the intended purpose would only be served if it is popularised in a big way and the complaints are attended to in a time bound manner. The Committee therefore, recommend that the App may be advertised in a big way through print and electronic media. The Committee also recommend the Department to make the App multilingual so that it is available in major regional languages to make it more user friendly for effective monitoring of the implementation of the programme.

*(Recommendation Sl.No. 6, Para No. 2.7)*

**Physical Progress**

**2.8** The committee find that out of 183,599 habitations to be connected under PMGSY, by March 2019, only 1.53 Lakh projects were cleared and 1.19 lakh number of habitations were connected till September, 2016. The Committee were also informed that 23673 projects across the country were behind schedule . The reasons put forth by the Department for the delay are:

- (i) inadequate execution and contracting capacity**
- (ii) unfavourable weather conditions**
- (iii) law and order issues**
- (iv) non- availability of land and forest clearance**
- (v) storage of raw material.**

The Committee were informed that to accelerate the pace of road construction in the 9 major States which are lagging behind viz Assam, Bihar, Chhattisgarh, Jharkhand, Rajasthan, Uttarakhand, Jammu & Kashmir, West Bengal and Odisha, the ministry has framed Accelerated Action Plan in consultation with these States to substantially complete the projects by the year 2019. The Committees examination further revealed that in light of massive work in hand and the future Projects, these States need to increase number of implementing agencies. The Committee, therefore, recommend the Department to ensure adequate number of implementing agencies at the earliest. The Committee also note that since inception of the programme in the year 2000 out of 183, 599 eligible habitations, only 119156 habitations could be connected in the last 16 years. The Committee feel that the Department needs to make more concerted efforts to achieve the target by March, 2019. The Committee would like the Department to sort out the issues of contracting capacity, raw materials, relevant clearances etc. at the earliest in consultation with all the stakeholders.

*(Recommendation SI.No. 7, Para No. 2.8)*

#### **Upgradation (PMGSY-II)**

2.9 PMGSY-II was started in May, 2013. Under the scheme, only up-gradation of rural roads could be taken up. It aims to consolidate the existing rural roads network to improve its overall efficiency as a provider of transportation of services for people, goods and services based on their economic potential and their role in facilitating the growth of rural market centres and rural hubs. The target length for the Twelfth Five Year Plan (2012-17) is 50,000 Kilometers out of which works of 13525 Kilometers road length has been sanctioned and 7701

Kilometers have been completed in eight States viz Andhra Pradesh, Gujarat, Haryana, Karnataka, Maharashtra, Punjab, Telangana and Uttar Pradesh. The Committee were also given to understand that poor response to the PMGSY-II was due to the fact that as per the programme guidelines, States which had substantially awarded PMGSY-I works can participate in PMGSY-II. The Department expects the States of Kerala, Tamil Nadu, Madhya Pradesh, Rajasthan and Tripura to transit to PMGSY-II in 2016-17. The revelation of the Department that only 8 States have so far had been transited from PMGSY-I to PMGSY-II and another 5 above mentioned States would move in 2016-17 speaks poorly of state of affairs in PMGSY-I. Further, of the target of 50,000 kilometer during 2012-17 only 13525 kilometer could be sanctioned and of that only 7701 Kilometers could be completed till September, 2016 speaks volumes about the state of progress and implementation of the scheme. The Committee while expressing its displeasure feel that with this speed, the target would be missed by miles which does not augur well for the overall implementation of PMGSY II. The Committee, therefore, recommend the Department to take all the necessary steps to achieve the target and apprise the Committee of the same.

*(Recommendation Sl.No. 8, Para No. 2.9)*

### Availability of Funds

2.10 The Committee find from the data provided by the Department that since inception of the programme, till 27.05.2015 a total of Rs. 1,25,427 crore have been released for the programme. The Committee also find that as against the original allocation of Rs. 124000 crore for the XIIth Plan , the Department could get only Rs. 50230 crore during the first four year of the twelfth plan. There is also a huge gap between the original allocation and actual allotment during the four years of

the Twelfth Plan. The Committee's examination has further revealed that the budget under PMGSY was substantially reduced during the years 2012-13, 2013-14 and 2014-15. But, under the Accelerated Action Plan, the allocation of PMGSY has been substantially increased during 2015-16 (Rs. 18200 crore) and 2016-17 (Rs. 19,000 crore) excluding State share of Rs. 8963 crore. The Ministry of Finance has made a commitment of maintaining current level of funding till 2018-19. The Secretary, Department of Rural Development during the briefing was candid in admission that upto 2010-11 adequate funds were being released for the programme, however, in the last few years, the amount of budgetary allocation actually provided to States was disproportionate to value of works. The Committee were also informed that the shortage of funds under PMGSY has been resolved from the year 2015-16 onwards. On the issue that whether the States would be able to provide the matching share in the light of the changed funding pattern from 90:10 to 60:40, the Department stated that States have substantial fund availability which will be sufficient for the States to meet their requirement. In view of the foregoing, the Committee feel that the Department would have ample financial resources to meet the requirement of funds. The Committee recommend the Department to ensure that the finances are utilised optimally and properly, leakages are checked and utilisation certificates are received in time to plug the loopholes and that e-payments should be emphasised.

*(Recommendation Sl.No. 9, Para No. 2.10)*

### **Quality Assurance/Maintenance**

**2.11 PMGSY has a three tier quality management mechanism. First tier of this mechanism is in-house quality control at Programme Impementation Unit (PIU). Second tier is structured as an independent quality monitoring at State Level through State Quality Monitors (SQMs) and under the third tier, independent National Quality Monitors are deployed by NRRDA for inspection of road works. The Committee's examination revealed that despite having a three tier mechanism the Quality of rural roads remain an issue of serious concern. The Committee, therefore, recommend that structural reforms in the extant mechanism is needed to fix the responsibility at each level so that the Quality of roads is not compromised. Moreover, the Committee emphasise that all the roads constructed under PMGSY must bear the name of the contractors also their mobile number to have transparency.**

*(Recommendation Sl.No. 10, Para No. 2.11)*

### **Procurement Process**

**2.12 Based on the best National and International practices, a Standard Bidding Document (SBD) has been developed by the Department for the procurement of works under PMGSY. All the works under the programme are procured and managed on the basis of provision of Standard Bidding Document(SBD). To ensure transparency and harness various advantages of electronic tendering, entire bidding for procurement of works under the programme is being carried out only through e-procurement. During the examination, the issue of mis-procurement in Uttar Pradesh and Manipur have been raised before the Committee. Issue of non-payment of dues to the contractors in Uttarakhand for**

the work done under PMGSY also came up during the examination. Delay in preparation of DPRs, quoting 10% -15% less than the estimated price during bidding in Jharkhand, award of contracts to the dubious contractors, contractors not doing the work even after the award of tender were also highlighted before of the Committee.

The Committee take a serious view of the above issues and recommend that a National Data-Base of the corrupt and dubious contractors be prepared so that they do not get any contract of the Government. Also, timely payment of the works done under the programme be ensured so that the workers are paid in time. They also recommend revamping of the procurement process to weed out corruption and mis-appropriation at various level. The Committee may be apprised of the steps taken in this regard.

*(Recommendation Sl.No. 11, Para No. 2.12)*

### **Disha Meetings**

2.13 The Department of Rural Development has constituted District Development co-ordination and Monitoring Committee called 'Disha' by replacing Vigilance and Monitoring Committee in June 2016. The provisions regarding the Chairpersonship of the Disha are as under:

"The Chairperson of the Disha should be a Member of Parliament (Lok Sabha) elected from the district."

- (i) Where there are more than one Parliament Member (Lok Sabha) representing the district, the senior-most Member of Parliament (Lok Sabha) should be nominated as the Chairperson. However, the Warrant of precedence maintained by the Ministry of Home Affairs should be followed, which may result in exceptions.
- (II) If the district has more than one Parliamentary Constituency (Lok Sabha) as its segments and the senior-most Member of Parliament (Lok Sabha) is made Chairperson of Disha in some other district, the

next senior-most Member of Parliament (Lok Sabha) should be the Chairperson.

- (iii) In case of same seniority, the Chairperson should be the Member of Parliament in whose Parliamentary Constituency the largest geographical area of the district falls.
- (iv) One MP (Rajya Sabha) representing the State and exercising option to be associated with the district level Committee of that district (on first come basis), to be designated as Co- Chairpersons by the Ministry of Rural Development.

Note: In case the MP from Rajya Sabha is senior following the Warrant of Precedence maintained by the Ministry of Home Affairs, he/she may be made as chairperson of the committee. "

During the examination, non-intimation about the Disha meetings, holding of irregular meetings and a case of denial of Chairmanship to a senior Member of Parliament also came up before the Committee. The Committee are of the considered view that regular meetings of Disha should be held and it should be ensured that Member of Parliament is properly intimated about the meeting and guidelines of Disha should be strictly adhered to and any deviation in this regard should be viewed seriously and the responsibility should be fixed and action taken against the person responsible for any such lapse.

*(Recommendation SI.No. 12, Para No. 2.13)*

NEW DELHI;  
March, 2017  
 Phalguna, 1938 (Saka)

DR. P. VENUGOPAL  
*Chairperson,*  
 Standing Committee on Rural Development

Krishi Bhawan, New Delhi  
Dated: 27.7.2016

To

Pr. Secretary/Secretary in-charge of PMGSY of all States

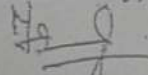
Subject: Foundation laying/Inauguration of PMGSY Works - reg

Sir/Madam,

Some of the Hon'ble Members of Parliament from the State of Uttar Pradesh have complained during the interactive meeting taken by Hon'ble Union Minister of Rural Development on 25.7.2016, that they are not being invited for foundation/Inauguration of PMGSY works. In this regard, the attention of the State Governments is drawn to this Ministry's letter no. P-17017/1/2010-RC dated 28<sup>th</sup> July 2011 (available on the web site of the Ministry), wherein the following stipulations have been made with regard to foundation/Inauguration of PMGSY works:

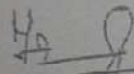
- (a) All elected representatives associated with the programme should be duly invited to the foundation laying and inauguration ceremonies of PMGSY works;
  - (b) The function should be held in a manner befitting official functions with due regard to protocol requirements, particularly in relation to Hon'ble Union Ministers and Hon'ble Ministers from States;
  - (c) The foundation stone for a PMGSY road should be laid and the road should also be inaugurated by the Hon'ble Member of Parliament (Lok Sabha) with the function presided over by the local Hon'ble Minister or other dignitary as per State Protocol;
  - (d) While sending new project proposals for consideration, digital photographs of the recent foundation laying ceremony or the Inauguration of a road by the concerned Hon'ble MP should invariably be enclosed. In case, the Hon'ble Member of Parliament could not attend any foundation laying or inauguration function, copies of the letters inviting him to lay the foundation or to inaugurate the concerned PMGSY works should also be appended with the new DPRs.
2. Further, this Ministry had enhanced the ceiling from Rs.5,000 to Rs.10,000 per project for incurring an expenditure for organizing the function of foundation/inauguration ceremonies of PMGSY projects vide this Ministry's letter dated 28<sup>th</sup> January 2015 (available on the web site of the Ministry).
3. The State Government is requested that the implementing Agency for PMGSY in the State, ie. State Rural Road Development Agency (SRRDA) at State level and Programme Implementation Units (PIUs) at district level may be accordingly advised to strictly comply with the above instructions.

Yours faithfully,

  
(P. Manoj Kumar)  
Director (RC)

Copy to

1. Engineer-in-Chief/Chief Engineer(SRRDAs All States)
2. Empowered Officers (All SRRDAs)
3. All Directors of RC Division and NRRDA
4. PS to MRD/PPS to SRD/PPS to AS (RD)/ PS to JS (RC)

  
(P. Manoj Kumar)  
Director (RC)



Krishi Bhawan, New Delhi  
Dated: 27.7.2016

To,

Pr. Secretary/Secretary in-charge of PMGSY of all States

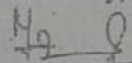
Sir/Madam,

Subject: Proposals of Member of Parliaments regarding selection of roads under PMGSY-II-Clarification

Some of the Hon'ble Members of Parliament from the State of Uttar Pradesh have complained during the interactive meeting taken by Hon'ble Union Minister of Rural Development on 25.7.2016 that the proposals of the Member of Parliament for upgradation of road works with road length less than 5 km have not been considered by the State Government under PMGSY-II. In this regard, it is clarified that all the 'Through Roads' (TR) and 'Major Link Roads' (MLR), which generally connect higher order or similar standard roads at both ends, are eligible to be considered for upgradation under PMGSY-II. Such eligible roads with higher utility value are to be considered for upgradation under the scheme irrespective of its length. One important parameter of such eligibility is the traffic load on the road proposed for upgradation. The roads with higher length, however, would generally get higher utility value. The utility value of eligible roads is to be determined by the State Government using the criteria proscribed in the programme guidelines.


2. The above clarification is issued for compliance by the State Governments.

Yours faithfully,

  
(P. Manoj Kumar)  
Director (RC)

Copy to

1. Engineer-in-Chief/Chief Engineer(SRRDAs All States)
2. Empowered Officers (All SRRDAs)
3. All Directors of RC Division and NRRDA
4. PS to MRD/PPS to SRD/PPS to AS (RD)/ PS to JS (RC)

  
(P. Manoj Kumar)  
Director (RC)

No.P-17025/24/2015-RC  
Government of India  
Ministry of Rural Development  
.....

Appendix-III

Krishi Bhawan, New Delhi  
Dated: 29.7.2016

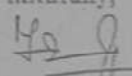
To  
Pr. Secretary/Secretary in-charge of PMGSY of all States

Subject: Inspection by SQMs/NQMs on the complaints received from Hon'ble MPs regarding implementation of PMGSY- Intimation of their visit to MPs.

Sir/Madam,

Some of the Hon'ble Members of Parliament have complained during the interactive meeting taken by Hon'ble Union Minister of Rural Development, that they are not being intimated about the inspection/enquiry being carried out by State Quality Monitors (SQMs) and National Quality Monitors (NQMs), as a result of the complaints of the MPs, on Pradhan Mantri Gram Sadak Yojana (PMGSY) Roads. The Hon'ble Members of Parliament have further suggested the date and time of the visit of SQMs/NQMs and their contact numbers should be invariably informed to the Member of Parliament concerned prior to their visit so that additional input with regard to the specific complaint may be provided to the Monitors and also the Member of Parliament can plan accordingly to be physically present during their visit.

2. It has, therefore, been decided with the approval of the Competent Authority that henceforth the concerned Member of Parliament should be invariably informed of the details of such visit of SQMs/NQMs (like date & time and the contact numbers of SQMs/NQMs), which have been scheduled in response to the specific complaints of the Hon'ble MPs, in respect of specific PMGSY Roads. The State Government is accordingly advised to direct the State Quality Coordinator (SQC) to strictly comply with the above direction.

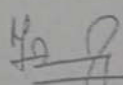
Yours faithfully,  
  
(P. Manoj Kumar)  
Director (RC)

Copy to

1. Director (P-III) with an advice to strictly comply with the above direction during the NQMs visit to the State on specific enquiry on PMGSY Roads.
2. Engineer-in-Chief/Chief Engineer(SRRDAs All States)
3. Empowered Officers (All SRRDAs)
4. All Directors, RC/NRRDA

Copy for information to:

PS to MRD/PPS to SRD/PS to JS (RC)

  
(P. Manoj Kumar)  
Director (RC)

No. P-17025/2/2014-RC  
Government of India  
Ministry of Rural Development  
(RC Division)

Krishi Bhawan, New Delhi  
Dated: 31<sup>st</sup> July, 2015

To

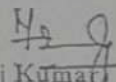
The Pr. Secretary/Secretary in charge of PMGSY of all the States

Subject: Consultation with Hon'ble Members of Parliament and other elected representatives in the rural road construction under Pradhan Mantri Gram Sadak Yojana (PMGSY).

Reference is invited to this Ministry's circular No. No. P-17025/2/2014-RC dated 23<sup>rd</sup> July, 2015 (copy enclosed for ready reference) on the captioned subject wherein all the State Governments were advised to furnish the certificate along with annual proposal providing the details of the consultations held with the concerned Members of Parliament, details of such proposal(s) received from the Hon'ble MPs, details of such proposal(s) not included in the annual proposal including the reasons in each non-inclusion.

2. At present, the State Governments are required to furnish information only in the proforma MP - III, which is a summary of MP-I and MP-II. Consequent upon the aforesaid circular dated 23.7.2015, the State Governments are now required to furnish all the three proformas i.e. MP-I, MP-II and MP-III along with the annual proposal. A copy each of these proforma is enclosed for ready reference.

Yours faithfully,

  
(P. Manoj Kumar)  
Director (RC)

Copy to:

1. Engineer-in-Chief/Chief Engineer of the PMGSY (All States/UTs)
2. Dir (RC-YSD)/Dir (RC-PMK), Ministry of Rural Development, Krishi Bhawan, New Delhi.
3. Director (Tech), NRRDA, New Delhi/Dir (F&A), NRRDA, New Delhi

Copy also to:

PS (MRD)/PS (MOS-RD)/PPS to Secretary (RD)/PPS to AS(FA)/PPS to JS (RC)



MP-I

PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)  
Proposals received from MPs  
(To be filled by PIUs on receipt)

Name of District :

Year :

Name of MP :

Constituency :

S.No.	Name of Road Proposed	Whether included in Core Network	Order of Priority

Total No of roads:

Total number of roads included in Core Network:

MP-II

PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)  
Action on Proposals of MPs included in Core Network  
(to be filled up by PIU after consideration by District Panchayat)

Name of District :

Year :

#	Name of MP	Name of Road *	Road Code	Order of Priority	Cost (Rs Lakhs)	Whether approved by District Panchayat	Reasons, if not approved.

\* Extracted from MP-I in respect of roads in Core Network.



Pradhan Mantri Gram Sadak Yojana  
National Quality Monitor (NQM) Statewise Grading Abstract Report

Note: S-Satisfactory, SRI-Satisfactory Requiring Improvement, U-Unsatisfactory

Sr.No.	State	Total No. of Inspections	Completed Works				Ongoing Works				Maintenance Works				Total		
			S	SRI	U	U%	Total	S	SRI	U	U%	Total	S	SRI		U	U%
1	Andhra Pradesh	45	12	3	1	6.25%	16	12	5	7	29.17%	24	1	4	0	0.00%	5
2	Arunachal Pradesh	15	1	2	0	0.00%	3	4	4	4	33.33%	12	0	0	0	0.00%	0
3	Assam	280	8	2	1	9.09%	11	142	38	40	18.18%	220	19	16	14	28.57%	49
4	Bihar	606	22	4	5	16.13%	31	291	153	79	15.11%	523	9	20	23	44.23%	52
5	Chhattisgarh	298	26	0	0	0.00%	26	183	68	15	5.64%	266	2	2	2	33.33%	6
6	Gujarat	233	59	15	3	3.90%	77	91	33	10	7.46%	134	13	6	3	13.64%	22
7	Haryana	64	0	0	0	0.00%	0	38	19	2	3.39%	59	0	5	0	0.00%	5
8	Himachal Pradesh	130	10	2	1	7.69%	13	56	41	7	6.73%	104	3	5	5	38.46%	13
9	Jammu And Kashmir	118	4	2	0	0.00%	6	52	36	3	3.30%	91	7	9	5	23.81%	21
10	Jharkhand	176	3	2	0	0.00%	5	82	47	29	18.35%	158	5	4	4	30.77%	13
11	Karnataka	139	1	2	0	0.00%	3	78	26	5	4.59%	109	17	4	6	22.22%	27
12	Kerala	77	6	0	0	0.00%	6	30	19	9	15.52%	58	6	5	2	15.38%	13
13	Madhya Pradesh	750	15	3	0	0.00%	18	482	162	28	4.17%	672	38	19	3	5.00%	60
14	Maharashtra	184	1	0	0	0.00%	1	106	30	24	15.00%	160	17	5	1	4.35%	23
15	Manipur	37	0	0	0	0.00%	0	17	3	0	0.00%	20	7	8	2	11.76%	17
16	Meghalaya	49	0	0	2	100.00%	2	6	25	13	29.55%	44	1	0	2	66.67%	3
17	Mizoram	10	1	0	0	0.00%	1	2	5	0	0.00%	7	1	0	1	50.00%	2
18	Odisha	384	11	7	6	25.00%	24	180	112	61	17.28%	353	4	2	1	14.29%	7
19	Punjab	81	12	0	0	0.00%	12	50	10	2	3.23%	62	3	2	2	28.57%	7
20	Rajasthan	159	18	2	2	9.09%	22	89	31	12	9.09%	132	1	3	1	20.00%	5
21	Sikkim	18	1	0	0	0.00%	1	9	6	1	6.25%	16	1	0	0	0.00%	1
22	Tamilnadu	355	42	5	4	7.84%	51	187	67	19	6.96%	273	11	5	15	48.39%	31
23	Telangana	28	3	0	0	0.00%	3	10	13	2	8.00%	25	0	0	0	0.00%	0
24	Tripura	59	1	1	0	0.00%	2	29	2	12	27.91%	43	9	1	4	28.57%	14
25	Uttar Pradesh	449	49	4	2	3.64%	55	231	55	22	7.14%	308	40	23	23	26.74%	86
26	Uttarakhand	93	0	0	0	0.00%	0	31	32	28	30.77%	91	0	1	1	50.00%	2
27	West Bengal	290	11	5	4	20.00%	20	150	67	29	11.79%	246	1	9	14	58.33%	24
	Total	5,127	317	61	31	7.58%	409	2,638	1,109	463	11.00%	4,210	216	158	134	26.38%	508



**STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)**

**MINUTES OF THE TWENTY-SECOND SITTING OF THE COMMITTEE HELD ON  
WEDNESDAY, THE 09 JUNE, 2015**

The Committee sat from 1100 hrs. to 1330 hrs. in Committee Room No. G-074,  
Ground Floor, Parliament Library Building (PLB), New Delhi.

**PRESENT**

Dr. P. Venugopal - *Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shri Manshankar Ninama
5. Shrimati Mausam Noor
6. Shri Mahendra Nath Pandey
7. Shri Prahlad Singh Patel
8. Shrimati Butta Renuka
9. Dr. Yashwant Singh
10. Shri Ladu Kishore Swain
11. Shri Ajay Misra Teni
12. Adv. Chintaman Navasha Wanaga
13. Shri Vijay Kumar Hansdak

**RAJYA SABHA**

14. Shri Gulam Rasool Balyawi
15. Shri Ram Narain Dudi
16. Shri Ranvijay Singh Judev
17. Shrimati Kanak Lata Singh

**SECRETARIAT**

1. Shri Abhijit Kumar - Joint Secretary
2. Shri R.C. Tiwari - Director
3. Smt. B. Visala - Additional Director
4. Smt. Meenakshi Sharma - Deputy Secretary

**Representatives of Ministry of Rural Development**  
**(Department of Rural Development)**

- |    |                      |   |   |
|----|----------------------|---|---|
| 1. | Shri J. K. Mohapatra | - | Secretary                                   |
| 2. | Shri Amar Jeet Sinha | - | Additional Secretary                        |
| 3. | Smt. Seema Bahuguna  | - | Additional Secretary<br>& Financial Advisor |
| 4. | Shri Rajesh Bhusan   | - | Joint Secretary                             |
| 5. | Shri Y. S. Dwedi     | - | Director                                    |
| 6. | Dr. I. K. Pateriya   | - | Director Technical, NRRDA                   |
| 7. | Shri Sidhil Sasi     | - | Director (Finance)                          |

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take briefing of the representatives of the Department of Rural Development (Ministry of Rural Development) in connection with the examination of the subject Pradhan Mantri Gram Sadak Yojana (PMGSY).

*[Witnesses were then called in]*

3. After welcoming the witnesses the Chairperson read out Direction 55(1) of the Direction by the Speaker regarding confidentiality of the proceeding. The Chairperson then highlighted the issues of incomplete roads, unspent balances and various issues related to implementation of the scheme in different States. The Secretary, DoRD then briefed the Committee on the implementation and progress of PMGSY in States/UTs. Thereafter, the representatives of Department of Rural Development made a Power-Point Presentation on various issues related to the implementation of PMGSY scheme.

4. The Members then sought clarifications on other issues like pending works, connectivity with IAP Districts, Monitoring Mechanism etc. regarding implementation of PMGSY. The queries were responded to by the witnesses.

5. The Chairman directed the representatives of Department of Rural Development to furnish written information on the points raised by the members for which satisfactory replies were not given by the Department.

*[The Witnesses then withdrew]*

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

The Committee then adjourned.

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COMMITTEE ON RURAL DEVELOPMENT (2016-2017)**MINUTES OF THE SECOND SITTING OF THE COMMITTEE HELD ON THURSDAY,  
THE 27 OCTOBER, 2016**

The Committee sat from 1100 hrs. to 1300 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

**Members****Lok Sabha**

2. Shri Sisir Adhikari
3. Shri Kirti Azad
4. Smt. Renuka Butta
5. Shri Harishchandra Deoram Chavan
6. Shri Sanjay Dhotre
7. Shri Vijay Kumar Hansdak
8. Shri Ajay Misra (Teni)
9. Dr. Ramesh Pokhriyal "Nishank"
10. Smt. Mausam Noor
11. Shri Prahlad Singh Patel
12. Dr. Yashwant Singh
13. Shri Ladu Kishore Swain
14. Shri Chintaman Wanaga

**Rajya Sabha**

13. Shri Bishnu Charan Das
14. Shri Shamsher Singh Dullo
15. Shri Mahendra Singh Mahra
16. Shri Narayan Lal Panchariya
17. Shri Shiv Pratab Shukla
18. Shri Devender Goud T.

**Secretariat**

1. Shri Abhijit Kumar - Joint Secretary
2. Shri A.K. Shah - Director
3. Smt. B. Visala - Additional Director
4. Smt. Emma C. Barwa - Deputy Secretary

**Representatives of Ministry of Rural Development (DoRD)**

1. Shri Rajesh Bhushan - Joint Secretary
2. Shri P. Manoj Kumar - Director
3. Shri Priya Ranjan - Director
4. Dr. I.K. Pateriya - Director
5. Shri Mahesh Hiremath - Director
6. Shri Uttam Kumar - Director
7. Shri K.N. Prasad - Chief Engineer,  
State Rural Road Development  
Agency (SRRDA), Bihar

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee convened for taking oral evidence of the Department of Rural Development (Ministry of Rural Development) in connection with examination of the subject Pradhan Mantri Gram Sadak Yojana 'PMGSY'. He also informed that HS has approved the dates of the first tour of the Committee from 19 to 23 December, 2016.

*[Thereafter the witnesses were called in]*

3. The Chairperson then welcomed the witnesses and apprised that Secretary, Ministry of Rural Development (Department of Rural Development) has been exempted from personal appearance before the Committee as he has to remain present in some meeting chaired by the Prime Minister and in his place senior officers have been permitted to depose before the Committee. The Chairperson in his opening remarks recalled that a briefing of the representatives of Department of Rural Development was held on 9<sup>th</sup> June, 2015 wherein various issues concerning monitoring, maintenance policy of PMGSY works, role of MPs etc. were raised. The Chairperson also read out Direction 55(1) of the 'Directions by the Speaker' regarding confidentiality of proceedings before the Committee.

4. Thereafter the representatives of Department of Rural Development (Ministry of Rural Development) with prior permission of Chairperson made a power point presentation focussing mainly on progress on connecting eligible habitations, resource availability, accelerated completion of projects, use of GIS data and space technology for ascertaining exact connectivity etc.

5. Thereafter, Members raised their query one by one. The main points that came up during the course of evidence were association of Central Public Sector Undertakings (CPSUs) for PMGSY work in various States, delay in starting of projects, absence of maintenance of PMGSY roads, solving the problem of inter-district connectivity, reported irregularities in tendering process in a particular State etc. Thereafter a representative of Department of Rural Development responded to the queries of Members one by one. The Committee thanked the witnesses for tendering the evidence before the Committee and directed the representatives of Department of Rural Development (Ministry of Rural Development) to furnish written replies to the points on which information was not readily available.

(The witnesses then withdrew)

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

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~~CONFIDENTIAL~~

STANDING COMMITTEE ON RURAL DEVELOPMENT (2016-2017)

MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON  
FRIDAY, THE 17 MARCH, 2017

The Committee sat from 1030 hrs. to 1045 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS  
LOK SABHA

2. Shri Sanjay Dhotre
3. Shri Harishchandra Deoram Chavan
4. Shri Vijay Kumar Hansdak
5. Shri Ajay Mishra (Teni)
6. Shri Prahlad Singh Patel
7. Shri Gokaraju Ganga Raju
8. Shri Jugal Kishore Sharma
9. Dr. Yashwant Singh
10. Shri Ladu Kishore Swain
11. Shri Chintaman Wanaga

RAJYA SABHA

12. Shri Mahendra Singh Mahra
13. Shri Narayan Lal Panchariya
14. Shri A.K. Selvaraj
15. Shri Shiv Pratap Shukla

SECRETARIAT

- |                       |   |                     |
|-----------------------|---|---------------------|
| 1. Shri Abhijit Kumar | - | Joint Secretary     |
| 2. Shri S. Chatterjee | - | Director            |
| 3. Smt. B. Visala     | - | Additional Director |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary    |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of Draft Report on the subject of XXX XXX XXX 'Pradhan Mantri Gram Sadak Yojana (PMGSY)' pertaining to Ministry of Rural Development (Department of Rural Development).

3. Thereafter, the Committee took up for consideration the Draft Reports and adopted the Draft Reports without any modifications. The Committee also authorized the Chairperson to finalize these Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present the same to both the Houses of Parliament.

4. XXX XXX XXX.

*The Committee then adjourned.*

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