

FIFTH REPORT
ESTIMATES COMMITTEE
(1985-86)

(EIGHTH LOK SABHA)

MINISTRY OF SHIPPING & TRANSPORT
NATIONAL HIGHWAYS

Action taken by Government on the Recommendations Contained in the Fifty-Ninth Report of Estimates Committee (Seventh Lok Sabha)



Presented to Lok Sabha on 19 August, 1985

LOK SABHA SECRETARIAT
NEW DELHI

July, 1985 | Sravana, 1907 (S)

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CORRIGENDA
TO

FIFTH REPORT OF ESTIMATES COMMITTEE
(ACTION TAKEN) ON NATIONAL HIGHWAYS.

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**STUDY GROUP ON ACTION TAKEN REPORTS OF
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INTRODUCTION

I, the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this 5th Report on Action Taken by Government on the recommendations contained in the fifty-ninth Report of Estimates Committee (7th Lok Sabha) on the Ministry of Shipping and Transport, National Highways.

2. The fifty-ninth Report was presented to Lok Sabha on 22nd Dec., 1983. Government furnished their replies indicating action taken on the recommendations contained in that Report by 22nd June, 1984. The replies were examined by the Study Group on Action Taken Reports of Estimates Committee at their sitting held on 17th July, 1985. The draft Report was adopted by the Committee on 22nd July, 1985.

3. The Report has been divided into the following Chapters.

- (i) Report
- (ii) Recommendations that have been accepted by Government.
- (iii) Recommendations which the Committee do not desire to pursue in view of Government's replies.
- (iv) Recommendations in respect of which replies of Government have not been accepted by the Committee.
- (v) Recommendations in respect of which replies of Government are awaited.

4. An analysis of action taken by Government on the recommendations contained in the fifty-ninth Report of Estimates Committee is given in Appendix. It would be observed therefrom that out of 26 recommendations made in the Report 20 recommendations i.e. about 77 per cent have been accepted by Government and the Committee do not desire to pursue 2 recommendations i.e. about 8 per cent in view of the Government replies. Replies of Government in respect of 4 recommendations i.e. about 15 per cent have not been accepted by the Committee.

NEW DELHI;
July 29, 1985

Śravana 7, 1907 (Saka)

CHINTAMANI PANIGRAHI,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

1.1 This Report, the Estimates Committee deals with action taken by Government on recommendations contained in their 59th Report (7th Lok Sabha) on the Ministry of Shipping & Transport (National Highways) which was presented to Lok Sabha on 22nd December 1983.

1.2 Action taken notes have been received in respect of all the 26 recommendations contained in the Report.

1.3 Action taken notes on the recommendations of the Committee have been categorised as follows:—

- (i) Recommendations|observations which have been accepted by Government—Chapter II.

Sl. Nos. 5 to 9, 10, 12, 13 to 17, 19 to 26.

(Total 20—Ch. II)

- (ii) Recommendations|observations which the Committee do not desire to pursue in view of Government replies:

Sl. Nos. 4, 18

(Total 2—Ch. III)

- (iii) Recommendations|observations in respect of which Government's replies have not been accepted by the Committee:

Sl. Nos. 1, 2, 3, 11

(Total 4, Ch. IV)

- (iv) Recommendations|observations in respect of which replies of Government are awaited:

(Nil—Ch. V)

1.4 The Committee will now deal with action taken by Government on some of the recommendations.

Review of strength of Roads Wing

1.5 The Estimates Committee had, in paragraph 1.22 of their 59th Report (7th Lok Sabha) observed that they had received a strong impression that together the agency charges payable to the

State Governments and the expenditure on Roads Wing accounted for a high rate of overhead expenses out of proportion to the cost of National Highways Works. They had therefore *inter alia* desired that an independent review of the strength of the Roads Wing should be made and economy effected consistent with the efficient administration of National Highways.

1.6 In paragraph 1.23 of the Report the Committee had felt that there was an urgent need for a closer and comprehensive scrutiny of the staff strength of the Roads Wing, particularly at senior levels, by an outside body which should independently look into the need for the number of posts at various levels keeping in view the limited role and functions of the heads Wing. The Ministry of Shipping and Transport have, in their reply to these recommendations, stated that, since the responsibility for review of staffing of Govt. establishments with a view to securing economy has been assigned to the Ministry of Finance and Staff Inspection Unit of that Ministry is fully equipped to conduct such a study, entrusting study of the Roads Wing to an outside body will not be justified nor consistent with the provisions of the Allocations of Business Rules.

1.7 In Para 1.24 of the Report, the Committee had recommended that some norms should be evolved to regulate the strength of officers at different levels in the Roads Wing from time to time depending upon the work-load. In reply, the Ministry have stated that the role of the Roads Wing "is mainly confined to planning, monitoring, financing and acting as a repository of technical-know so far as National Highways are concerned. It is (therefore) not possible to lay down any such norms for a design and consultants' organisation like the Roads Wing." The Ministry have further stated that the last Cadre Review was undertaken in 1981 and that (at the time of the next review) "the total workload being handled in the Roads Wing will be projected and it will form the basis of fixing the strength of the Roads Wing for the next 3-4 years". In the circumstances, the Ministry feels, "no further exercise seems necessary at this stage."

1.8. The Committee are surprised how, in the absence of any work norms having been prescribed for officers at different levels, it was possible to determine the strength of officers at the time of the last Cadre Review of the Roads Wing held in 1981. At best, it would have been on an ad hoc basis. No wonder, there is proliferation of

officers in the Roads Wing. The Committee feel that in order to determine the strength of officers at different levels in the Roads Wing of the Ministry some broad criteria would have to be evolved. These criteria could be comparable to organisations having similar roles and functions at the Central level. Since they were not sure whether the Staff Inspection Unit of the Ministry of Finance had the necessary expertise in making assessment of the staff strength in government organisation like Roads Wing whose functions are admittedly incapable of quantification, they had, as an alternative, suggested review of staff strength by an independent outside body with a view to bringing in expertise in work-study and system analysis available outside the Government for this purpose so that some scientific or logic based norms could be laid down. The Committee reiterate that suitable result oriented and logic based firm criteria for determining strength of staff and officers at different levels in organisations with limited functions as the Roads Wing should be evolved within Six months by the Staff Inspection Unit of the Ministry of Finance, if necessary, in consultation with independent expert agencies outside Government and thereafter the staff strength of the Roads Wing should be reviewed in the light of the criteria so evolved.

Criteria for declaration as National Highways

1.9 In paragraph 3.16 of the Report, the Committee had recommended that the criteria for declaring roads as National Highways must be changed or ways and means should be found to develop such roads (roads with high density of traffic especially feeder roads) up to the National Highways standard.

1.10 The Ministry of Shipping & Transport have in reply stated as follows:—

“The criteria being adopted for declaration of National Highways do not directly take into account the traffic intensity but, indirectly they do take into account the traffic needs. As per one of the criteria which states that the road should connect places of tourist importance, industrial complexes and major ports, it follows that these complexes will generate heavy traffic on roads passing in those areas and therefore the roads need consideration for declaration as National Highway. In isolation, the density of traffic for classification as National Highway cannot be considered as this criteria may apply only to a particular State and not to other States where such roads pass through but may have less traffic. For such roads, the States are developing them as State Highways from their own resources, which are having more or less

the same Standards and Specifications as of National Highways."

1.11. The Committee are not convinced with the arguments advanced by the Ministry for not accepting the recommendation. They still feel that, apart from other considerations, another consideration for declaration of a road as National Highways should be that the road is taking high density of traffic. In reiterating this recommendation, the Committee are only echoing the view of the representative of the Central Road Research Institute presented before the Committee that the density of traffic ought to be the basis of classification of roads which incidentally, according to them, was the basis adopted in other parts of the world.

Implementation of recommendations

1.12. The Committee would like to emphasise that they attach greatest importance to the implementation of the recommendations accepted by Government. They would therefore urge that Government should ensure expeditious implementation of the recommendation of the Committee accepted by them. In case it is not possible to implement any recommendation in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No 5, Para 2.11)

2.11 The Committee find that during the Fifth Plan period and the subsequent two years (1974-75 to 1979-80), there has been sizeable shortfalls in the achievements of physical targets in respect of various schemes relating to National Highways. The Committee take a serious view of this lapse. Among the reasons cited are inadequate survey and investigation before undertaking certain bridge works, fixation of targets being on the higher side and the system of reporting achievements wherein efforts put-in in respect of works not fully completed do not get reflected. These are administrative lapses which could have been remedied in time to project a better picture of performance during the period.

Reply of the Government

Kind observations made by the Estimates Committee have been noted.

Lack of adequate financial allocation over the years, resulting from the severe oil crisis of 1973, due to which many works had to be slowed down, has been the main reason for non-achievement of the targets. Other important factors contributing to the shortfall in target as well as action taken to overcome the same are described below:—

(a) *Difficulty in land acquisition*

Earlier estimates for land acquisition and construction were used to be sanctioned together. In such cases, delays in acquisition of lands had up set the construction programme resulting in time and cost over runs. It has now been decided that wherever land acquisition is involved for a construction project, only the land acquisition estimate will be sanctioned in the first instance. Estimates for construction work will be sanctioned after land has been acquired.

(b) *Contractual, labour and material difficulties and sometimes natural calamities like floods, storms etc.* The organisation can have little control over these factors.

- (c) *Non-availability of bitumen, cement and steel in time.* Instructions have been issued for procurement of materials in time to expedite progress.
- (d) *Progress of incomplete works not being reflected in the achievement report.* Targets are normally fixed a year in advance for completed items of work. While assessing the achievement, there is no way to account for the work which remained under various stages of progress during the year. This is better explained by an illustrative example. Suppose a road improvement work has been sanctioned for a length of 50 kms. Work is then awarded to several contractors dividing the total length into several stretches. At the beginning of the year, it may be assessed that 20 kms. length of the road would get completed in all respects. Work proceeds in various sections at different stages of construction. For instance, somewhere the earth work may be in progress, somewhere sub-base work may be in progress, somewhere water-bound macadam work may be in progress and somewhere the bituminous work may be in progress. During construction, however, some bottleneck may crop up in any item of work. If such a bottleneck comes up in the work of top layers, i.e., bituminous work due to difficulties in procurement of bitumen or any break-down in the plants and machinery or due to any contractual problem, the whole of 20 kms. targeted would not get fully completed whereas work at the same time will go on progressing in lower layers in other stretches. This will result in a shortfall in achievement of target for completed items and the efforts put in other stretches in progress will not get reflected. Similar difficulties may be in respect of bridge works also. Action is now being taken to fix up targets taking such factors also into account to make them more realistic.
- (e) *Inadequate survey and investigation in case of bridge works.* Now a practice has been introduced to sanction survey and investigation estimate first. Bridge projects are sanctioned only after proper survey and investigations have been done. This will eliminate to a large extent the problems confronted during foundation stage of bridges.

With the above measures, it is hoped that more realistic targets will be fixed to project a better picture of performance.

[Ministry of Shipping and Transport O.M. No. RW/NH.III/
Coord/131/83 dated 22 June, 1984].

Recommendation (Sl. No. 6, Para 2.12)

2.12 The Committee have also been informed that escalation in prices of materials rendered achievements of targets within the allotment of funds impracticable. The Committee appreciate the position but are unable to understand why at the time of Annual Plan discussions adequate funds to realise the plan targets having regard to price inflation could not be ensured or if there was financial constraints why targets were not revised. The Committee expect that the Ministry would in future take care in this regard and present a true picture in order to enable proper evaluation of the efficiency of the organisation.

Reply of the Government

The Ministry have been consistently in the past assessing the minimum requirements of funds for National Highways in the Annual Plan to fulfil the targets. They have pressed the Planning Commission for adequate allotment during the Annual Plan discussions but funds actually allotted have been considerably less than the requirements. They will continue to press their demand in future fully backed up by adequate material to prove the inadequacies of finances allotted for National Highways. The Planning Commission, however, have expressed that Annual Plan outlays are decided on the basis of resources in sight, claims of the priority sectors such as power and irrigation and *inter se* priority of the various programmes and consequently, it is not always possible to provide adequate funds for all programmes.

Targets are fixed a year in advance at the time of preparation of performance budget. Such targets are fixed on the basis of likely allocations. Final allocations are made during the year which are always considerably less than the projected requirements. This results in a shortfall of achievements of targets. It is a fact that the targets are not further revised on the basis of financial constraints during the year as there was no such system or occasion to do so. However, now the targets fixed earlier will be reviewed and revised during the year on the basis of allocations finally made.

[Ministry of Shipping and Transport O.M. No. RW/NH.III/
Coord|131|83 dated the 22nd June, 1984].

Recommendation (Sl. No. 7, Para 2.13)

2.13 During the first three years of the Sixth Plan period also the Committee find that though the financial allotments have been utilised in full, there have been sizeable shortfalls in the annual targets relating to almost all principal schemes of National Highways. The representative of the Ministry of Shipping and Transport admitted during evidence that "there has been failure" and assured the Committee that "this year and in the subsequent year the position will be much better." The Committee emphasise the need for stricter monitoring of the control over the execution of works by the Roads Wing of the Ministry of Shipping and Transport to see that the annual targets fixed with reference to financial allotments are achieved and the projects are not delayed leading to escalation in cost and denial of timely facilities. They hope that in the remaining years of the Sixth Five Year Plan period, the Ministry will be able to achieve the targets laid down for the Plan period.

Reply of the Government

Kind suggestions of the Estimates Committee have been noted.

Shortfalls are attributable to difficulties in land acquisition or non-availability of bitumen, steel and cement of requisite quality during the period, Labour problems, contractual complications leading to arbitration, court cases or stay orders, sometime abandoning mid-way the works under execution by the contractors necessitating fresh contracts to be fixed up for completion of the work, difficult and unexpected foundation problems encountered with during construction of bridge works and unprecedented floods disrupting works during execution, etc. Shortfall is also due to progress on incomplete works not being reflected in the achievement. For this reason also, though financial allotments have been utilised in full, there have been shortfalls in annual target as the financial in-puts were utilised in pushing up other phases of the work under progress.

The Ministry is seized of the need for stricter monitoring of the control over the execution of works and is also introducing the practice of revising annual targets with reference to actual financial allotment made during the year. With a view to exercising stricter monitoring, now the critical work-wise review of works with the States is being carried out twice a year, problems and bottlenecks are identified and steps are taken for removal of the same to the

extent possible. As a result of such critical work-wise reviews the target and likely achievement during the period 1983-84 are given below:—

Sl. No.	Principal Scheme	1983-84	
		Target	Likely achievement
1	Construction of missing links bye-passes and diversions (kms)	18	18
2	Improvement to low-grade sections (kms)	5	11
3	Widening and strengthening single-lane to two-lanes (kms)	400	500
4	Widening to two-lanes without strengthening	500	600
5	Strengthening weak double sections (kms)	350	500
6	Construction of missing major bridges/submersible major bridges/weak and narrow bridges (Nos.)	23	18
7	Construction of minor bridges (Nos.)	100	91

It will thus be seen that achievement in respect of all the road items has exceeded the target. There has been some shortfall in bridge items due to limited working period according to the climatic conditions. It is hoped that during the next year also the achievement will not fall below the targets and there may be still better achievement.

[Ministry of Shipping and Transport O.M. No. RW/NH.III/Coord/131/83 dated 22 June, 1984].

Recommendation (Sl. No. 8 Para 2.14)

2.14 The Committee understand that an investment of Rs. 2,700 crores at 1981 price would be needed for removing the deficiencies in the National Highways system. Though the Ministry proposed an outlay of Rs. 935 crores for the Sixth Plan, the Planning Commission could allocate only Rs. 660 crores. However, the actual allotment during the first four years of the Plan was only Rs. 438 crores as against the pro rate allocation of Rs. 528 crores. According to the Ministry, only 50 per cent of the projects included in the Plan would be actually taken up for execution within the allotments in view of the increasing costs. The position thus is obviously unsatisfactory. The Committee are of the view that once the need is

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identified taking an overall view of the economy and projects are included in the Plan, money has to be found to carry them out. Else there could be imbalances in the economy and the Plan will cease to have real purpose. The Committee have later in this Report pointed out how the national highways have not developed fast since independence, despite the need. What is worse is that the present system inadequate as it may seem, suffers from many deficiencies. There must after all be a perspective plan for National Highway development as an essential infrastructure in a country of this size and nature and it must be put through. A critical examination of the position by the Ministry and the Planning Commission in the light of this is necessary for appropriate corrective steps in future. The Committee would await the result of the examination.

Reply of the Government

Before the formulation of Five Year Plan, the Roads Wing of the Ministry carries out an exercise to identify the deficiencies existing on the National Highway system. These deficiencies are then projected to the Working Group on roads which is constituted by the Planning Commission. Keeping in view the requirements, this Working Group recommends outlays for carrying out developmental works on the National Highways. Planning Commission after assessing the requirements of funds from various Ministries, decides the outlays for individual sector in consultation with the Ministry of Finance. After the outlays are made known, the Roads Wing draws up a Five Year Plan for the development and improvement of National Highways existing at that time keeping in view the *inter se* priority of individual schemes. After the Five Year Plan is formulated, various Annual Plans are then drawn up keeping in view the outlays made available by the Planning Commission on year to year basis.

The matter regarding the inadequate allocations made available to the Roads Wing for taking up the developmental works on the National Highways during the Sixth Five Year Plan was referred to the Planning Commission who have now indicated that—

“As the Ministry are aware, annual Plan outlays are decided on the basis of resources in-sight, claims of the priority sectors and *inter-se* priority of the various programmes. Consequently it is not always possible to provide funds for all the programmes”.

The Planning Commission have recently constituted a Working Group on roads for the Seventh Five Year Plan (1985—90) under the

Chairmanship of the Secretary, Transport. Among the terms of reference of the Working Group, one of the items is to reiveuw the progress in the development of road net work in the Central and State Sectors during the Sixth Plan with reference to the relevant target and indicate significant deviations together with suitable remedial measures and to identify the deficiencies in the roads systems, having regard to the density of traffic, considerations of cost and safety, backwardness of area, integration of the remote area with the rest of the country and formulate a programme for each year of the Seventh Five Year Plan (1985—90) indicating the detailed physical targets and financial outlays required.

The Working Group on Roads has gone into all these details and the Ministry expect substantial outlay in the Seventh Five Year Plan.

[Ministry of Shipping and Transport O.M. No. RW/NH. III/Coord/131/83 dated the 22 June 1984]

Recommendations (Sl. No. 9, Para 3.14)

The total length of the National Highways in the country in 1947 was 21,440 kilometres. Today the total length is only 31,358 kilometres. This shows that during the last 36 years only 9918 kilometres of roads were declared as National Highways. The Committee have been informed that the Ministry had planned for declaring certain roads as National Highways bringing the total length to 51,200 kms. but could not go ahead with it, as even the existing National Highways could not be developed and maintained within the financial resources available. The Committee wish to emphasise in this connection that out plans ought to be need based and resources must be found to meet the need at the same time ensuring that optimum use of the resources are made by the executing authorities. The Committee have earlier in this Report called for an examination of this question in depth.

Reply of the Government

The target of bringing the total length of 51,200 kms of roads as National Highways was in fact recommended by the Chief Engineers in the 20 years Road Development Plan (1961—81) Document and not by the Government of India. On the very first page of the report, it has been mentioned that this report is published for general information and the Government of India are not committed to the views expressed in the report. The declaration of a road as a

National Highway depends upon the availability of financial resources since once a road is declared as a National Highway, the Government of India, from that day, assumes full responsibility for its development and maintenance.

Under the meagre allocations made available for the development and expansion of National Highway system in the country, even the existing National Highways could not be developed to proper Standards and specifications and as such only 9,918 kms of roads could be added to the National Highway system during the last thirty six years. The Ministry is alive to the situation and has been constantly making efforts with the Planning Commission and the Ministry of Finance for more allocation of funds for National Highways during their Annual Plan discussions.

[Ministry of Shipping and Transport O.M. No. RW/NH.
III/Coord/131/83 dated the 22 June 1984]

Recommendation (Sl. No. 10, Para 3.15)

The Committee note that since the commencement of the Sixth Five Year Plan in 1980, the Ministry of Shipping and Transport received as many as 107 proposals from the State Governments for the declaration of various roads as National Highways but only 7 routes of a total length of 2335 kms., mostly in the North-eastern region could be declared as National Highways. The Committee have been told that although Rs. 50 crores were earmarked in the Sixth Five Year Plan for the new National Highways, during the first three years of the plan only Rs. 7.16 crores were allocated for the purpose against which the expenditure of Rs. 6.31 crores had been incurred. The representative of the Ministry stated before the Committee that about Rs. 257 crores will be needed for bringing these roads upto National Highway standard. In view of the special need of the region the Committee wish to emphasise that the new routes should be developed soon and the resources therefor should be found somehow.

Reply of the Government

Development and improvement of National Highways in the country, for which Government of India is responsible, depends primarily upon the availability of financial resources. While projecting the Ministry's demands in their Annual Plan to the Planning Commission, various requirements for all the National Highways in the country which, *inter-alia*, depends upon the traffic needs, environmental conditions, strategic needs, special needs of the region etc. are

kept in view. But, we have been getting lower allocations from the Planning Commission and the Ministry of Finance. In view of this, it is not possible to allot more funds for the development of newly added National Highways in the North Eastern region, otherwise the existing National Highways in other regions which are carrying very heavy traffic will starve.

The Ministry is alive to the situation and have been making constant efforts with the Planning Commission and the Ministry of Finance to get more funds for executing the improvement works on all National Highways. If more funds are made available to the Ministry, more allocations will be made available to these National Highways.

[Ministry of Shipping and Transport O.M. No. RW/NH. III/Coord/131/83 dated the 22 June 1984]

Recommendation (Sl. No. 12, Para 4.24)

Under the present system of execution of National Highways works through the agency of State Governments, Union Territory Administration, there is substantial time and cost overrun and the expenditure has been largely in excess of the sanctioned estimates of individual works and overall always in excess of the amount voted by Parliament. In the process the agents have nothing to lose but they gain by way of higher agency charges at the rate of 10 per cent of actual expenditure. The financial control is evidently lax and general impression is one of lack of proper accountability. This had naturally led to the appointment of a committee under the Chairmanship of Shri B. B. Vohra "to review the agency system for National Highways." The Committee would await the action taken on the report of the committee submitted to Government in September, 1983.

Reply of the Government

The Committee on Agency System for National Highways have already submitted their Report to the Government of India and they have since accepted the recommendations of the Committee. In order to implement the recommendations of the Committee, action is required to be taken by the State Governments as well as this Ministry in consultation with other Departments like Planning Commission, Ministries of Finance, Law etc. The State Governments have already been requested to take necessary action on the recommendations concerning them. Action has also been taken on

a number of recommendations concerning this Ministry. A statement showing the recommendations and the action taken is attached.

[Ministry of Shipping and Transport O.M. No. RW/NH.III/Coord|131|83 dated 22nd June, 1984].

SUMMARY OF THE RECOMMENDATIONS OF THE REPORT OF THE COMMITTEE ON AGENCY SYSTEM FOR NATIONAL HIGHWAYS & ACTION TAKEN

1. The Ministry should define the precise scope of survey and investigations for each road or bridge project and insist that they are carried out to its satisfaction before it issues the relevant sanction. In case where a State does not have the requisite expertise to carry out such investigations, the Ministry should at its discretion get them carried out through any other suitable Agency.

Action Taken

Necessary instructions to this effect have been issued to all State Government (Departments dealing with National Highways) vide letter No. RW|NH. III|P|2|84 dated the 3rd May, 1984.

2. The State PWDs should have specialised and experienced staff for survey and investigation of projects and the preparation of project estimates, particularly when the Ministry is allowing 1 per cent of the project cost for this purpose. Unless this is done, accurate and realistic estimates cannot be ensured.

Action taken

State Governments/Union Territories Administration have been requested to take necessary action vide letter No. RW|NH. III|Coord|1|84 dated the 5th January, 1984.

3. The Ministry of Agriculture may be approached to make an urgent review of the provisions of the Land Acquisition Act and bring suitable amendments so that inordinate delay in land acquisition is eliminated.

Action Taken

The matter is being processed for approaching the Agriculture Ministry (Department of Rural Development).

4. Sanction of work should be given only after complete acquisition of land has taken place over at least such a section as after completion of work would make it possible for use by traffic. This

can be achieved by separate Land Acquisition Estimates to be prepared and sanctioned well in advance of the estimates for the work component.

Action Taken

The State Governments|Union Territories have already been requested to prepare separate land acquisition estimates for sanction of this Ministry's for all such projects which are expected to be taken up in the near future (letter No. RW|NH. III|Coord|37|84 dated the 5th April, 1984).

5. In order to cut down delays, it would be advisable that tenders are called only by the Authority competent to accept them and not at any lower level.

Action Taken

State Governments|Union Territory Administrations have been requested to take necessary action (*vide* letter No. RW|NH. III|Coord|1|84 dated the 5th January, 1984.)

6. Drastic cuts in the allocations made by the Planning Commission have given a serious blow to the tempo of work. In order to overcome this set-back, the allocations made by the Planning Commission for on-going works on National Highways during any year of Plan period must be fully honoured not only in monetary but in real terms in order to permit realistic Planning and execution of the works.

Action Taken

The matter was taken up with the Planning Commission, and they have informed that while they fully recognise the need to provide the required funds for on-going works of National Highways, year to year allocation of funds have to be made on the basis of the actual resources in sight and the competing claims of other sectors of development (F. No. RW|PL-30(57)|84).

7. The arrangements for monitoring of National Highway works both at the Centre and in the States are inadequate and should be suitably improved. Every State should set up an adequately staffed Cell which should be exclusively responsible for monitoring the progress of all National Highway works and to supply relevant information to the Ministry on a regular basis. The arrangements in the Ministry should be strengthened by making greater use of the 9 Regional Offices.

Action Taken

States|Union Territories have already been requested to set up Monitoring Cells|improve the working of existing Cells. States having small quantum of work have been requested to nominate a Senior Officer to look after monitoring. An Executive Engineer has also been posted in each Regional Office to look after monitoring work (letter No. RW|NH. III|Coord|28|84 dated the 19th April, 1984).

8. It is necessary that time targets for each work are fixed realistically, preferably in consultation with the State Chief Engineers. The *ad hoc* manner in which the targets are prescribed by the Ministry while issuing sanctions without adequate appreciation of the magnitude and complexity of a particular job should be discontinued.

Action Taken

Necessary action has already been initiated.

9. The responsibility for substandard work must rest squarely with the Agency, *i.e.*, the State Government. Any defect arising out of such works must be rectified by the concerned State Government at its own cost. The Ministry should invariably obtain completion drawings and a clear certificate from the concerned State Highway Authority that the project has been completed according to the prescribed specifications and approved designs.

Action Taken

This will necessitate amendment of the National Highway Act, 1956 and the matter needs consultation with Law Ministry and CAG. This consultation is already in hand.

10. The pilferage of cement, steel and bitumen should be effectively tackled since it leads to sub-standard work.

Action Taken

The State Governments have been requested to take effective measures to prevent pilferage of the scarce materials so as to have the desired quality of work (letter No. RW|NH III|Coord|31|84.)

11. The States should submit revised estimates without any delay. For this purpose, deficiencies in their organisations should be plugged. The Monitoring Cell of the Roads Wing should identify and pursue cases where revised estimates are called for.

Action Taken

The State Governments have been requested to make up the deficiencies in their organisation as recommended by the Committee and informed that funds for works where RE is awaited will be withheld (No. RW|NH. III|Coord|38|84 dated the 5th April, 1984.)

12. The State Chief Engineer should take prior approval of the Ministry before permitting changes in the sanctioned estimates, in terms of scope of the project or specifications and design.

Action Taken

The States have been requested to keep this recommendation in view failing which the increase in the cost due to change in scope shall be debited to the State Funds and State shall be responsible for sub-standard work due to change in scope of work without approval (No. RW|NH. III|Coord|32|84 dated the 19th May, 1984).

13. If expenditure is incurred without obtaining the revised approval of the Ministry to revised estimates, such expenditure should not be accepted by the Ministry and should be charged to the State.

Action Taken

A number of instructions already issued. It is now proposed to amend the National Highway Rule.

14. Those States which have not set up exclusive Organisation for National Highway works, Cell at the Headquarters of the Chief Engineers for dealing with matters relating to monitoring, material management, R&D, Traffic Engineering, quality control, etc. should fall in line without further delay.

Action Taken

The State Governments have already been requested to consider the desirability of setting up of Traffic Engineering Cell, & Cells, Monitoring and Management Cells out of CRF(A) Account in case free balance is available or out of State Plan resources *vide* letter (No. RW|NH. III|Coord|33|84 dated the 5th May, 1984.)

15. Since frequent transfers of the Chief Engineers and other key State Officers incharge of National Highway works have had a very adverse effect on the progress of projects, such officers should be given fixed tenure for reasonable length and are not transferred too frequently.

Action Taken

State Governments have been requested to implement this recommendation of Committee *vide* (letter No. RW|NH. III|Coord|1|84 dated the 5th January, 1984.)

16. For works costing less than Rs. 10 lakhs, the States should prepare a detailed estimate and forward only that abstract indicating various quantities, rates and amounts to the Ministry for administrative approval. The Administrative approval should be issued subject to the condition that the Chief Engineer should accord technical sanction within 3 months of administrative approval and actual work must start within another 6 months of the issue of the technical sanction. Failure to abide by these limits should result in automatic cancellation of the administrative approval.

Action Taken

The State Governments and R.Os informed accordingly *vide* letter (No. RW|NH. III|Coord|34|84 dated the 24th March, 84.)

17. At present revised estimates, for which work has not yet started, are not permitted to be exceeded to the extent of 15 per cent as allowed in the case of original estimates. This restriction is illogical and should be withdrawn in the interest of expeditious execution.

Action Taken

File referred to Finance Division. Their reaction is awaited.

18. The present system of letting cut contracts for National Highway works by splitting up the work horizontally favours shall contractors who do not possess requisite expertise, finance or equipment to carry out the works of the desired quality. Deliberate steps need to be taken to encourage the emergence of well qualified contracting firms or cooperatives of small contractors who have the capacity for carrying out quality work on the requisite scale.

Action Taken

State Governments have been requested to implement this recommendation *vide* letter No. RW|NH. III|Coord|1|84 dated the 5th January, 1984.

19. There should be a system for the classification of contractors for jobs of various sizes taking into cognisance the total work

load which he can handle at a given time, employment of qualified engineers, etc.

Action Taken

State Governments have been requested to implement this recommendation *vide* letter No. RW|NH. III|Coord|1|84 dated the 5th January, 1984.

20. There should be a system for the pre-qualification of tenderers for works costing more than Rs. 50 lakhs and of intricate nature. The practice followed by CPWD in keeping a yearly record of performance of each contractor should be followed for National Highway works.

Action Taken

State Governments have been requested to implement this recommendation *vide* letter No. RW|NH. III|Coord|1|84 dated the 5th January, 1984.

21. Banks should recognise road construction as an Industry and should provide loans to contractors at reasonable lending rates.

Action Taken

The Department of Economic Affairs (Banking Division) have been addressed in the matter *vide* letter No. NH. III|P|5|84 dated the 21st March, 1984. Their reaction is still awaited.

22. Immediate steps should be taken to expedite the adoption of a model contract document for National Highways.

Action Taken

The Model Contract Document is under preparation by them.

23. National Highways should be accorded the same priority as Power and Irrigation for allocation of cement.

Action Taken

The matter has been taken up with the Planning Commission.

24. Immediate steps should be taken to increase the indigenous production of Portland cement and improve its quality, failing which allocation of suitable quantities of imported Portland cement may be made for the road sector.

Action Taken

The matter has been taken up with the Ministry of Industry.

25. The revised procedure for release of funds to the States on a quarterly basis for "payment for services rendered" should be adopted so as to bring about greater financial discipline.

Action Taken

The file had been referred and the CGA for indicating the accounting procedure. A reply has just been received and it is being sent to CAG for his approval.

26. The Ministry might also explore the possibilities in consultation with the Law Ministry to modify National Highway Rules to provide for the withholding of payments in regard to estimates where an unauthorised excess of expenditure has been incurred without the approval of the Government of India.

Action Taken

This has been taken up with Law Ministry but may take some time.

27. The State Governments may also introduce the Letter of Credit System in addition to the adoption of the revised procedure.

Action Taken

States already addressed.

28. The detailed accounting procedure to be formulated for the "revised" procedure should take care of re-appropriation of funds from one work to the other depending upon the progress of works as well as the inter-state adjustments of National Highway allocations.

Action Taken

The file had been referred to the CGA for indicating the accounting procedure. A reply has just been received and it is being sent to CAG for his approval.

29. The present provision under which the sanction for work automatically lapse if it does not get operative by the State for 5 years, should be modified to reduce this period to two years as a 5-year period is much too long.

Action Taken

Action already taken and Union Territories informed about reduction in lapsing period from 5 to 2 years vide letter No. NH. III/P/9/84 dated the 19th April, 1984.

30. No increase in the Agency charges is called for.

Action Taken

No specified action on this recommendation is called for at this stage. However, this recommendation has been noted.

31. The Committee has noted that the funds for maintenance of National Highways are extremely inadequate and the maintenance operations are handled in an insufficient and outmoded manner.

Action Taken

The matter has been taken up with the Finance Division.

32. While maintenance funds for repairs of flood damage should be provided for separately on the natural cause basis, funds for normal and periodic repairs should be provided in full according to the prescribed norms.

Action Taken

The matter has been taken up with the Finance Division.

33. In order to make optimum use of available resources, modern techniques of maintenance should be adopted.

Action Taken

The State Governments/Union Territories have already been requested to take necessary action (No. RW/NH. III/Coord/1/84 dated the 5th January, 1984).

34. While noting that the existing National Highways System was grossly inadequate to meet even the existing demands of traffic, the Committee has recommended that the existing deficiencies should be rectified and a planned expansion of the System should be undertaken to meet the demands of the future. For this purpose, it is essential to formulate a well thought of programme for meeting the future requirement, say, over the next 20 years, so as to keep pace with the needs of growing traffic.

Action Taken

The 20-year Plan has already been prepared and is now with the IRC for finalisation [F. No. RW|PL-30 (56)|84].

35. The Committee has assessed that an amount of Rs. 4500 crores would be needed to remove the deficiencies in the existing system to meet the present demand. An additional sum of Rs. 3200 crores would be needed to meet the requirements of traffic over the next 20 years. The Committee has recommended that additional routes totalling 10665 kms should be declared as National Highways during the next three Plan periods. On a rough basis, a sum of Rs. 1600 crores would be needed for this purpose. Thus, a total amount of Rs. 12000 crores at 1983-84 prices will be needed to carry out this programme.

Action Taken

The Planning Commission have informed that they realise the need for additional outlay but it is not possible for them to commit at this stage to any specific amount for future requirements [F. No. RW|PL-30(59)|84].

36. The present level of Plan allocation for the National Highways is highly inadequate in relation to the needs of traffic. An immediate review of the matter is necessary to prevent adverse repercussions on the economy as well as the strategic needs of the country.

Action Taken

The Planning Commission have informed that they realise the need for additional outlay but it is not possible for them to commit at this stage to any specific amount for future requirements [F. No. RW|PL-30(59)|84].

37. A programme for the construction of about 3000 kms of roads as Expressways at an estimated investment of Rs. 2700 crores should be initiated.

Action Taken

The Draft 7th Plan on Roads, prepared by the Ministry provides for construction of 500 kms of Expressways. The Durgapur Expressway and the Ahmedabad-Vadodra Expressway are among them. They have now been projected for financing by World Bank.

38. Additional funds for the maintenance and development of National Highways may be raised through collection of fees on National Highways Bypasses as is being done in the case of certain National Highway Bridges.

Action Taken

This would require amendment of the National Highway Act for which action has been initiated.

39. Strict enforcement measures should be undertaken to ensure that the vehicles are not over-loaded and they conform to the requirements of Government notifications issued on the subject. The State Transport Authorities should set up Weighing Stations to check over-loading.

Action Taken

Road Transport Division of this Ministry are concerned and this requirement has been brought to their notice for necessary action.

40. The Ministry of Industry should ensure that the manufacturers should not manufacture vehicles which exceed the maximum limit laid down by the Central Government.

Action Taken

Road Transport Division of this Ministry are concerned and this requirement has been brought to their notice for necessary action.

41. A task force should be set up to study the problem of encroachment and ribbon development. The task force should be required to suggest the legal and administrative steps needed to be taken to meet these threats.

Action Taken

As desired a Task Force has been appointed to study the problems of encroachment and ribbon development.

42. A time-bound plan of action to improve roadside amenities should be drawn up and implemented as early as possible.

Action taken

Necessary action is being taken and sanction has already accorded to several truck parking sites.

43. All National Highways land should be completely cleared of encroachment and fenced off as a protection against further encroachment. These lands should then after be properly landscaped by bringing in earth from elsewhere and planted with variety of trees and shrubs selected for their economic visual and environmental qualities.

Action taken

The State Governments/Union Territories have been requested to take necessary action. (No. RW|NH, III|Coord|1|84| dated the 5th January, 1984.

Recommendation (Sl. No. 13, Para 4.25)

4.25 The Committee are anxious that the monitoring and review of the National Highway works by the Roads Wing should not be confined to review of Progress Reports received from the executing agencies and that it should be effectively backed by an inspection machinery. Though according to the Ministry, the inspections are carried out by the Regional Offices of the Roads Wing, the Committee desires that as agreed to by the Secretary, Ministry of Shipping and Transport, the effectiveness or otherwise of this link provided between the executing agencies and the Roads Wing headquarters should be reviewed by him for such improvement as may be needed.

Reply of the Government

The observations of the Estimates Committee have been noted. However, it may be pointed out that besides review of progress reports and carrying out critical work-wise reviews, now twice every year, with the State Public Works Department, inspection of field works are also carried out. The inspections are undertaken by the senior officers of the State PWD themselves as also by the officers of the Regional Offices as well as senior officers of the Ministry at headquarters to ensure that the works are carried out as per prescribed standards and specifications. To improve upon the monitoring work further, the Roads Wing have developed a Management Information System which has been circulated to the States for implementation.

In this connection, the Vohra Committee on Agency System have also recommended, *inter alia*, as below:

Para—7. "The arrangements for monitoring of National Highway works both at the Centre and in the States are inadequate and should be suitably improved. Every State

should set up an adequately staffed Cell which should be exclusively responsible for monitoring the progress of all National Highways works and to supply relevant information to the Ministry on a regular basis. The arrangements in the Ministry should be strengthened by making greater use of the 9 Regional Offices.

Para 9. The responsibility for substandard work must rest squarely with the Agent, i.e., the State Government. Any defect arising out of such works must be rectified by the concerned State Government at its own cost. The Ministry should invariably obtain completion drawings and a clear certificate from the concerned State Highway Authority that the project has been completed according to the prescribed specifications and approved designs.

Para 14. Those States which have not set up exclusive Organisation for National Highway works, Cells at the Headquarters of the Chief Engineers for dealing with matters relating to monitoring, material management, R&D, Traffic Engineering, quality control, etc. should fall in line without further delay.

Para 18. The present system of letting out contracts for National Highway works by splitting up the work horizontally favours small contractors who do not possess requisite expertise, finance or equipment to carry out the works of the desired quality. Deliberate steps need to be taken to ensure the emergence of well qualified contracting firms or cooperatives of small contractors who have the capacity for carrying out quality work on the requisite scale."

The issue of establishing monitoring cell at the headquarters of the States has been taken up with the State Governments earlier also. A number of States have set up monitoring cell at their headquarters and the matter is being pursued with the remaining States. With the implementation of the measures as suggested above, it is expected that the monitoring work will improve as also there will be a better grip over the quality of works.

The position has been reviewed by the Secretary, Shipping and Transport.

[Ministry of Shipping and Transport O.M. No. RW/NH.III/
Coord/131/83 dated 22 June, 1984].

Recommendation (Sl. No. 14, Para 4.26)

4.26 The Secretary of the Ministry of Shipping and Transport admitted before the Committee the need to "ginger up the State Governments to adopt a more rigid and hard line in the matter of ensuring quality control" and added that "if we cannot maintain the basic standard of quality control, the whole work would go waste." Confessing that at present there was no system of supervision by the Ministry over the quality of works executed by the State PWDs, he suggested that the Quality Control Cell of the Directorate General (RD) of the Ministry should have a conference with the State Government officials on these issues and they should also visit a few roads to see whether the quality was satisfactory. The Committee hope that the Ministry will take action as suggested and evolve a quality control mechanism at the Central level to ensure that the works carried out by the State PWDs|UT Administration as agents of the Central Government are according to the technical standards laid down. It should also be ensured that the executing agencies have set up adequate quality control units as they are paid one per cent of the cost of the works towards quality control.

Reply of the Government

The National Highway Works, both development and maintenance, are executed by the State P.W.Ds/U.T. Administration and they *inter-alia* look after the quality control aspects. To ensure that the quality control is adequately exercised the Ministry has taken the under mentioned measures:

- (a) Comprehensive circulars and guidelines for carrying out quality control tests during execution and for inculcating quality consciousness in the minds of the staff executing the work have been issued from time to time. This matter had also been discussed in several All-India Chief Engineers' meetings.
- (b) Apart from allowing one per cent of the cost of the work towards quality control, specific proposals for augmenting the testing infrastructure in the form of Central, regional and mobile laboratories have been sanctioned for the States.
- (c) The existing arrangements for exercising quality control were reviewed in the All-India meeting of Chief Engineers held at Pondicherry in August, 1983. Keeping in view the decisions arrived at in this meeting, the States have been advised to adopt a quality control system

immediately. Such a system would ensure certain percentage of quality control at atleast three levels and would require the records of such checks to form a part of the essential documents for making the payments for the works. The detailed instructions in this regard have been issued recently.

- (d) The Ministry's Regional Officers and Engineer Liaison Officers posted at various State Capitals as also the officers from the Ministry's headquarters visit the works periodically during execution and inspect the quality of works. The deficiencies, if any, noted are brought to the notice of field engineers and the State Chief Engineers. Besides, an Executive Engineer has been posted in each regional (civil) office of the Ministry for quality control and monitoring of the works.

With these measures it is expected that the quality of construction would gradually improve.

[Ministry of Shipping and Transport O.M. No. RW/NH.III/Coord/131/83 dated the 22 June, 1984].

Recommendation (Sl. No. 15, Para 4.27)

The Committee observe that the allotment of funds for maintenance of National Highways is considerably less than what is justified on the basis of 'norms'. For instance as against Rs. 69 crores required as per norms, the allotment for the year 1982-83 was only Rs. 51 crores. The *ad hoc* reduction in allotments against requirements could be an *alibi* for non-performance or bad performance in the field. The Committee feel that once proper norms for maintenance and repairs are fixed, the requirements of funds for the purpose should be met in full.

Reply of the Government

The Committee's recommendation that allotment of funds for maintenance of National Highways should be made as per prescribed norms without making *ad hoc* cuts is accepted in principle subject however to financial constraints that may have to be faced from time to time.

[Ministry of Shipping & Transport O.M. No. RW/NH. III/Coord/131/83 dated the 22 June, 1984].

Recommendation (Sl. No. 16, Para 4.28)

The norms of expenditure on maintenance included a certain percentage towards special repairs and flood damage repairs. However, with the cut in the allotment for maintenance these repairs which are unavoidable get affected. The Committee are of the firm opinion that separate funds should be made available for meeting an unforeseen contingency such as damage to National Highways caused by floods, earthquake etc.

Reply of the Government

The Government of India accept the recommendation of the Committee and agree to earmark funds for flood damage repairs separate from normal maintenance. In future the requirement for these two components will be projected separately and funds will also be separately allocated.

[Ministry of Shipping & Transport O.M. No. RW/NH. III/Coord/131/83 dated the 22 June, 1984].

Recommendation (Sl. No. 17, Para 5.5)

The Committee are distressed to note the extensive time and cost overrun in the completion of National Highways works. From the details of 32 major works each costing Rs. 2 crores and above furnished to them, the Committee find that this is a general phenomenon. The delays ranged upto 10 years and the cost escalation upto Rs. 11.77 crores. The revised estimates have not been sanctioned in 11 cases and in 9 cases the revised estimates were awaited from the States. The Committee wonder how expenditure in excess of estimates could be incurred without further sanction. Evidently the monitoring machinery of the Roads Wing is weak. The Ministry ought to ensure the regularity and propriety of the expenditure as well as timely execution of works scrupulously in future by qualitative strengthening of its machinery. The system should be thoroughly revamped for effective surveillance over execution of National Highway works, identifying bottlenecks and finding solutions therefore in coordination with the State Government concerned.

Reply of the Government

Kind observations of the Estimates Committee have been noted.

The Ministry is seized of the problem of delays in completion of sanctioned works. Projects have been delayed principally on account of difficulty in land acquisition, non-availability of bitumen,

steel and cement of requisite quality, labour problems, contractual complications leading to arbitration, court cases or stay orders, sometimes abandoning midway the works under execution by contractors necessitating fresh contracts to be fixed up for completion of balance work, difficult and unexpected foundation problems encountered with during construction of bridge works and unprecedented, natural calamities like floods, storms etc. disrupting work during execution. Steps have been taken to ensure completion of works at the earliest and the State Governments have been apprised of the importance of the same to avoid time and cost over-runs. Ministry of Shipping and Transport letters No. RW|NH. III|Coord|59|83 dated 19|9|83 and 1|11|1983, issued to all State Governments are enclosed for information. Since the last three years critical work-wise reviews are being carried out with the State Chief Engineers to monitor the progress of work. As a result, out of the 32 major works each costing Rs. 2 crores and above, earlier reported under progress, seven works have already been completed and three more works are nearing completion. Out of these 32 cases, revised estimate is not required in two cases and revised estimates have been sanctioned for 12 cases. For the remaining 18 cases, revised estimates are under process of sanction by the Ministry or under submission from the State Governments.

Expenditure in excess of sanctioned cost have been incurred in order to continue works in progress so that any contractual complication due to stoppage of work is avoided. However, allotments in such cases are made with the specific proviso that the State Governments get the justified revised estimates sanctioned from the competent authority without delay and if such amount released is found not justified later, it would be debited to the State account. A typical letter (Ministry of Shipping & Transport No. RW|B|90 (16)|82 dated the 30th March, 1983) releasing allotment of funds with such proviso is enclosed for information.

With a view to exercising a stricter monitoring for effective surveillance over execution of National Highway works, a suitable Management Information System has now been designed for the Roads Wing of the Ministry. Under this system, the State Governments will be required to submit regular progress reports showing achievements *vis-a-vis* targets for all sanctioned jobs, not only for works under progress but also for pre-construction stages of work like land acquisition, tender settlement, issue of technical approval and financial sanction of administratively approved works etc. Besides, the State Governments will also have to report bottlenecks experienced during the period under report and action taken for

removal of the same. Regular expenditure reports have also to be sent by them which will be reconciled with the expenditure booked by the Controller of Accounts of the Ministry. With the introduction of this system any tendency of excess expenditure over sanctioned amounts can be detected at early stage requiring action for revised estimates. Also with early identification of bottlenecks and action taken to remove the bottlenecks, time over-runs would be minimised.

In addition to the action required under the New Management Information System, computer services available with the National Information Centre of the Electronics Commission is also being utilised for monitoring work. With these changes in the monitoring system introduced, it is hoped that time and cost over-runs would be avoided to the extent possible.

[Ministry of Shipping and Transport O.M. No. RW/NH.III/
Coord/131/83 dated 22 June, 1984].

GOVERNMENT OF INDIA

MINISTRY OF SHIPPING & TRANSPORT
(ROADS WING)

No. RW|NH. III|COORD|59|83.

New Delhi, the 19th September, 1983

To

All Secretaries, P.W.Ds. (dealing with NHs).

SUBJECT:—*Completion of all National Highway works sanctioned prior to 1-4-1980 by 31-3-1986.*

Sir,

In the last review meeting with the Planning Commission on the 18th July, 1983, it was stressed that all National Highway works sanctioned prior to the 1st April, 1980 must be completed by the 31st March, 1986 to avoid any further large-scale cost increases. It was further suggested that such of the works of pre-April 1980 period which are not completed by the 31st March, 1986 would be deemed to have been abandoned.

2. In the critical work-wise review meeting held with Chief Engineers of the State P.W.D. during May-June, 1983, the targets

of completion of on-going works had been indicated by them. According to that review, most of the works would get completed by the March, 1986. In very few cases the completion dates have been given after March, 1986 and in case of 3 or 4 works, the target date of completion could not be given.

3. It is requested that all these works may kindly be arranged to be completed by the target dates fixed by the Chief Engineers and efforts should be made to complete the few works which are likely to continue beyond March, 1986 by March 1986 itself.

4. If, in spite of making all efforts and mobilising all resources, it is found that any of these works cannot be completed, then specific and justifiable reasons to continue these works beyond March 1986 should be furnished to this Ministry before the 1st November, 1983.

Yours faithfully,
Sd/-
(R. M. GUPTA)
CHIEF ENGINEER
FOR DIRECTOR GENERAL (ROAD
DEVELOPMENT)

GOVERNMENT OF INDIA

MINISTRY OF SHIPPING & TRANSPORT
(ROADS WING)

No. RW|NH. III|COORD|59|83. New Delhi, the 1st November, 1983.

To

All Chief Engineers, P.W.Ds.,
(dealing with National Highways).

SUBJECT:—Completion of all National Highway works sanctioned prior to 1-4-80 by 31-3-86.

REF:—Our letter No. RW|NH. III||Coord|59|83 dated 19th September, 1983.

Sir,

Kindly refer to this Ministry's letter cited above. It was stressed that all National Highway works sanctioned prior to 1st April, 1980 must be completed by 31st March, 1986 to avoid any further large

scale cost increases. During the last review meeting Planning Commission has opined that such of the works of pre-April 1980 period which are not completed by 31st March 1986 would be deemed to have been abandoned.

2. Under the circumstances, it is once again requested that efforts should be made to complete such works which are likely to continue beyond March 1986 by March 1986 itself.

3. In spite of making all efforts and mobilising all resources, if it is found that any of such works cannot be completed, specific and justifiable reasons to continue such works beyond March 1986 should be furnished to the Ministry, immediately to apprise the Planning Commission.

4. If no reply is received by 15th November, 1983, it will be presumed that all works of pre-April 1980 period would get completed by 31st March, 1986.

Yours faithfully,

Sd/-

(M. L. MANDAL)

SUPERINTENDING ENGINEER

For DIRECTOR GENERAL (ROAD DEVELOPMENT)

Copy of letter No. RW/B-90(16)/82 dated the 30th March, 1984 from Shri R. C. Jain, Deputy Secretary to the Govt. of India Ministry of Shipping & Transport (Roads Wing) addressed to the Secretary to the Govt. of Orissa, Works Department, Bhubaneswar.

SUBJECT:—*Final workwise allotment of funds during 1982-83 for National Highway (Original) works in Orissa.*

Sir,

I am directed to refer to the State Chief Engineer's letter No. BT-RE-5/8283/6804 dated the 19th February, 1983 forwarding therewith final workwise requirements for Rs. 508.25 lakhs on the subject mentioned above and to say that the requirements have been examined and found to be generally in order. It has, however, been noticed that in certain cases the expenditure has either already exceeded or will exceed with the funds now demanded, the sanctioned cost beyond the permissible limits. Normally no funds are admissible for such works. However, allotment has been made for such works, with a view to avoid any consequent complications as in some of the cases the revised estimates received from the State

Government are under scrutiny|under correspondence with the State P.W.D., subject to the condition that:—

- (a) The State Government gets the justified revised estimates sanctioned from the competent authority without delay and within two months from the date of sanction; and
- (b) if such amount now released is found not justified later, it would be debitible to the State account and would have to be got transferred to the State account.

2. Taking into account the above mentioned facts, and also the progressive expenditure upto the end of January, 1983, a sum of Rs. 450.00 lakhs is admissible for allotment under the following heads:—

AA—Capital Outlay on Roads and Bridges:

AA—1-National Highways:

AA—1(1)-Major Works:

AA.1(1)-Works under Roads Wing (Rs. 428.00 lakhs)

AA.1(1) (3)—Works financed from National Highways Permanent Bridges Fees Fund (Rs. 22.00 lakhs).

The President is accordingly pleased to place at the disposal of the State Government a sum of Rs. 450.00 lakhs, for expenditure on National Highway (Original) works inclusive of agency charges @9%, under the sub-heads mentioned above. This is subject to such adjustments as might be found necessary in the case of works where an initial payment of 1—3¼% against the agency charges might have been approved against specified job numbers assigned for investigation works so sanctioned. Workwise distribution for Rs. 450.00 lakhs is shown in the enclosed statement.

3. The allotment of Rs. 22.00 lakhs under sub-head AA.1(1) (3) Works financed from National Highways Permanent Bridges Fees Fund is only provisional based on the likely collection upto the end of March, 1983 intimated by the State Government. This will be subject to such adjustments as may be necessary based on the actual collection in the State upto the end of March, 1983.

4. The expenditure against this allotment of Rs. 428.00 lakhs and Rs. 22.00 lakhs is debitible to the sub-head AA-Capital outlay on Roads and Bridges, AA.1-National Highways AA. 1 (1)-Major Works AA.1(1) (1)-AA.1 Works under Roads Wing and AA.1(1) (3)-Works financed from National Highways permanent bridges fees

fund respectively subordinate to the Major Head '537' corresponding to Demand No. 77-Roads for 1982-83.

Yours faithfully,
Sd/-
(R. C. JAIN)

Recommendation (Sl. No. 19, Para 6.39)

6.39 The Committee suggest that action should be initiated to acquire land on both sides of the existing National Highways to enable future widening on the basis of traffic demand. Advance planning on these lines will be cost efficient in the long run. A beginning could be made with overworked section of the National Highways which will have to be widened in the near future.

Reply of the Government

This is a good suggestion and it is proposed to be taken up for implementation. For this purpose it is intended to make separate provision in the Seventh Five Year Plan.

[Ministry of Shipping & Transport O.M. No. RW|NH. III|
Coord|131|83 dated the 22 June, 1984.]

Recommendation (Sl. No. 20, Para 6.40)

6.40 An effective control on the use of land outside the National Highway boundaries and prevention and removal of encroachments on the National Highways themselves is absolutely necessary in the interest of smoother flow of traffic along the National Highways. The Committee are informed that the National Highways Act 1956 would not serve the purpose and a separate legislation for dealing with these problems is necessary; a draft legislation has been circulated by the Ministry of Shipping and Transport to the State Governments asking them to authorise the Central Government to enact the legislation under Article 252(i) of the Constitution and that the consent of about 8 to 10 States|UTs. has so far been received and the matter was being pursued with the remaining States. The Committee would like the Ministry to vigorously pursue the proposal with the State Governments and have the Central legislation enacted as quickly as possible.

Reply of the Government

As desired by the Committee, the matter is being pursued with the State Governments vigorously with a view to get necessary re-

solution from other States also authorising the Central Government to undertake the proposed Central legislation as quickly as possible. A copy of the latest communication issued to the State Governments in this regard is enclosed.

Ministry of Shipping & Transport O.M. No. RW|NHLIII|Coord|131|83 dated the 22 June 1984.

GOVERNMENT OF INDIA
MINISTRY OF SHIPPING & TRANSPORT
(ROADS WING)

No. PL-7(2)|84.
To

New Delhi, the 26th May, 1984.

The Chief Secretaries of the State Governments and Union Territories (As per list attached).

SUBJECT:—*Prevention of Ribbon Development along side National Highways and levy of betterment charges on land benefiting from the development of National Highways Legislation regarding.*

Sir,

I am directed to say that the need and urgency of taking suitable legislative measures for restricting ribbon development along roads in the country has been brought to the notice of the State Governments on several occasions in the past. The progress made so far has, however, been slow. Even in regard to the framing of a Central legislation for the prevention of ribbon development along national highways it has not been possible to make a headway so far as the requisite resolutions authorising the Central Government to undertake this legislation under Article 252(1) of the Constitution are still awaited from several States.

2. Recently, the Estimate Committee of the Lok Sabha, their 59th Report, has recommended that the proposal of enacting legislation for prevention of ribbon development along side National Highways may be pursued vigorously and Central legislation enacted as quickly as possible. The necessary resolution empowering the Parliament to enact proposed legislation has been received from some of the States. However, such a resolution is still awaited from your Government.

3. Ribbon Development along National Highway is fast becoming a difficult problem in several areas. It has become all the more

acute due to rapid urbanisation resulting in a number of factories, colonies and other buildings springing up along National Highways in the country. In various cases, even the bypasses constructed to avoid congestion have shown signs of ribbon development. It is, therefore, very essential that the proposed legislation (which will be uniform throughout the country) is undertaken as early as possible.

4. In the circumstances, it is requested that your Govt. may be moved in regard to the passing of necessary resolution by the State Legislatures at an early date authorising the Parliament to enact the proposed legislation, and the same may please be sent to this Ministry urgently.

Yours faithfully,
Sd/-
(R. C. JAIN)
DIRECTOR

Recommendation (Sl. No. 21, Para 6.41)

6.41 The Committee are informed that the Ministry of Shipping and Transport had identified 322 bye-passes which were required to be constructed in the country to enable smoother flow of fast moving traffic on the National Highways in view of acute congestion in urban areas but it is not possible to take up their construction on account of shortage of funds. The Committee would like the Planning Commission and the Ministry to undertake an economic cost benefit analysis of the construction of bypasses taking into account *inter alia* the energy saving and other benefits to the economy and accord priority on that basis.

Reply of the Government

The Construction of bypasses is one of the developmental activities in the National Highway system. The other important developmental activities are construction of missing links, construction of missing bridges, improving low grade sections, widening of heavily trafficked sections to remove congestions in order to provide a smoother flow of traffic. All these activities have their own importance and help in saving fuel energy and other benefits to the economy of the country. In this context the construction of bypasses commands relatively a lower priority than the other developmental activities mentioned above.

Once allocations for the developmental of National Highways, for the Annual Plan are made available to the Ministry, a programme is drawn up for the removal of the deficiencies on the National Highway system keeping in view the *inter se* priority of individual schemes. On account of meagre allocations made available work of construction of bye-passes could not be taken up in a big way or even to the extent needed and only those towns and cities which are having acute congestion in urban areas and are also accident prone, are considered for provision of bye-passes.

The suggestion of the Committee to undertake an economic cost benefit analysis for fixing the *inter se* priority among the bye-passes has been noted.

[Ministry of Shipping & Transport O.M. No. RW|NH. III|
Coord|131|83 dated the 22 June, 1984.]

Recommendation (Sl. No. 22, Para 6.42)

6.42 The Committee find that as against the assessed need for the construction of about 400 road overbridges on the National Highways at the beginning of the 6th plan period (1980-81) only 60 road overbridges were included in the 6th Five Year Plan (1980-85) and only 9 road overbridges have been sanctioned during the first three years of the plan. The Committee would like the Ministries of Shipping and Transport and Railways and the Planning Commission to pay greater attention to the construction of road overbridges on points which have either become major safety hazards for the travelling public or become a serious bottleneck for the smooth flow of traffic.

Reply of the Government

The construction of road over bridges is one of the developmental activities in the National Highways system. The other important developmental activities are construction of missing links, construction of missing bridges, improving low-grade sections, widening of heavily trafficked sections to remove congestions in order to provide a smoother flow of traffic. All these activities have their own importance and help in saving fuel energy and other benefits to the economy of the country.

For assessing the need for construction of road over-bridges on National Highways and fixing their *inter se* priority, the Ministry do take into account the number of closures of the existing level

crossings and the number of fast moving vehicles affected by the closure at that location. Thus the observation made by the Committee that the Ministry of Shipping & Transport should pay greater attention on points which have become either major safety hazards for the travelling public or become a serious bottlenecks for the smooth flow of traffic is already taken into account while fixing *inter-se* priorities of the various road over bridges.

Once the *inter-se* priorities are fixed, construction of road over bridges is taken up in the consultation with the Ministry of Railways depending upon the funds available for this purpose on year to year basis.

[Ministry of Shipping & Transport O.M. No. RW|NH. III|
Coord|131|83 dated the 22 June, 1984.]

Recommendation (Sl. No. 23, Para 6.43)

The Committee are disappointed that the advice of the Ministry of Shipping and Transport tendered to the State Governments in November, 1980 regarding removal|rationalisation of barriers across National Highways has elicited little response from the State Governments. They would like the Ministry to continue to persuade the State Governments to adopt the standardisation design for the check-posts.

Reply of the Government

The matter is being constantly pursued with the State Governments. State Governments have been recently reminded at Additional Secretary's level.

[Ministry of Shipping & Transport O.M. No. RW|NH. III|
Coord|131|83 dated the 22 June, 1984.]

Recommendation (Sl. No. 24, Para 6.44)

The Committee underline the need for the setting up of a National Highway patrolling system with a view to providing assistance to traffic, removing bottlenecks, preventing or tackling crime and provision of first-aid to accident victims on the National Highways. They learn that the Ministry of Shipping and Transport have in February, 1982, commended to the State Governments a scheme for National Highways Patrolling. The Committee recommend that after ascertaining the reactions of the State Governments, the Central Government should take steps for implementation of the scheme in right earnest.

Reply of the Government

The National Highway Patrolling scheme has been launched as a pilot scheme in seven States since November, 1983. After reviewing the results in these States, the scheme would be extended to other States.

[Ministry of Shipping & Transport O.M. No. RW|NH.III|
Coord|131|83 dated the 22 June, 1984]

Recommendation (Sl. No. 25, Para 6.45)

6.45 Land scaping of the National Highway including planting of flowering and shady tree on either side and the provision of way side ammenities at convenient points between towns is another matter which the Committee would like the Ministry of Shipping and Transport to attend to. The Committee would like to commend to the Ministry the Haryana pattern for emulation by other States.

Reply of the Government

The importance of road side plantation of trees and land-scaping has already engaged the attention of this Ministry and the following measures have been taken.

- (a) Comprehensive circulars and guidelines have been issued by this Ministry and by the Indian Road Congress regarding the pattern for plantation of tree and the species of flowering, shady and fruit-bearing trees suitable for different regions and environments. Some progress has been made but due to lack of an exclusive infrastructure and financial resources, the progress has not been to the desired degree.
- (b) The States|Union Territories have been advised for entrusting the work of plantation and maintenance to the forest departments. The Ministry of Agriculture have also issued similar instructions to their forest departments. Some of the States have already followed these instructions and the results have been encouraging.
- (c) The States and Union Territories were requested in June 1982, through D.O. letter from the then Hon'ble Minister addressed to the Chief Ministers of the States for paying more attention to land scaping and road side ammenities

on the lines being done in Haryana. The replies received from them indicate their keen interest but due to financial problems, the results have not been very encouraging. This Ministry is pursuing the matter in this regard.

[Ministry of Shipping & Transport O.M. No. RW|NH.III|
Coord|131|83 dated the 22 June, 1984]

Recommendation (Sl. No. 26, Para 6.46)

The Committee commend idea of construction of bye-passes and auto-bahsn. The traffic using such facilities may be required to pay suitably so that the activity could be made self-financing atleast in the long run.

Reply of the Government

The Ministry accepts the recommendation of the Committee and will try to implement the same starting with Express ways that are to be newly constructed.

[Ministry of Shipping & Transport O.M. No. RW|NH.III|
Coord|131|83 dated the 22 June, 1984]

CHAPTER III

RECOMMENDATIONS|OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLY

Recommendation (Sl. No. 4, Para 1.25)

1.25 The Committee note that the delegation of powers to Chief Engineers for sanction of works costing upto Rs. 50 lakhs and to the Additional Directors General for sanction of works costing upto Rs. 150 lakhs was made sometime in 1968. In view of the price escalation during the last 15 years, there is a clear case for revising these limits upwards. The Secretary, Ministry of Shipping and Transport while agreeing with this view had no satisfactory explanation why it was not considered by the Ministry all these 15 years. The Committee recommend that the delegation of powers to the Chief Engineers and Additional Directors General should be reviewed and that in future there should be periodic review atleast at 5-yearly intervals. The Committee further recommend that the powers of technical approval and financial sanction of projects costing upto Rs. 10 lakhs delegated to the State Governments|Union Territory Administrations made in 1976 should also be reviewed and made realistic.

Reply of the Government

The powers delegated to the technical officers in the Ministry of Shipping and Transport (Roads Wing) to accord technical approval of detailed estimates have been revised. A copy of the order is at Annexure—I. These powers will further be reviewed after every 5 years.

As regards the observation of the Committee that the powers delegated to States|Union Territory for according technical approval and financial sanction to National Highway projects costing upto Rs. 10 lakhs should be reviewed and made realistic, presumably the Committee wants these powers to be raised to a higher limit. In this connection it may be stated that this entire matter was examined in detail only recently by the High Power Committee set up

by this Ministry to review the existing agency system for National Highways under the Chairmanship of Shri B. B. Vohra. The Committee submitted their report in September, 1983. They reviewed the aforesaid powers delegated to States for sanction of National Highways estimates and came to the conclusion that no useful purpose would be served by enhancing the present limit of Rs. 10 lakhs and that as such the *status quo* should be maintained. Relevant extracts from their report are reproduced below:—

“The Committee has given careful consideration to these demands. It feels that as far as powers for sanctioning estimates for National Highway (Original) works delegated to States are concerned, no useful purpose would be served by enhancing the present limit of Rs. 10 lakhs because the States have not made full use of even their existing powers. Experience has shown that due to lack of adequate care at the time of preparation of estimates for administrative approval, the cost of many works exceeded Rs. 10 lakhs or by 15 per cent of administratively approved amount on preparation of detailed estimate for sanction. As a result, all such works are required to be technically approved and financially sanctioned by the Ministry, thereby defeating the purpose of delegation of powers. In addition, a number of works are not taken up for execution even after a year of their having been administratively approved by the Ministry. The Committee, therefore, recommends that States should prepare a detailed estimate and forward only the abstract indicating various quantities, rates and amounts to the Ministry for administrative approval. This will obviate undue delay in inviting tenders and also reduce the scope for revision inherent in the case of rough cost estimate. Once the work is administratively approved by the Ministry, the State should be allowed to proceed with technical sanction and execution independently without consulting the Regional Officer. In order to ensure speedy execution of these delegated works, the Committee would also like to suggest that administrative approvals should be issued subject to the condition that State Chief Engineer should accord technical sanction within three months of administrative approval and actual work must start within another six months from the issue of technical sanction. Failure to abide by these time limits should result in the automatic cancellation of the administrative approval.”

In the circumstances this Ministry feel that for the time being the status quo may be maintained as recommended by the Vohra Committee on National Highway Agency System.

[Ministry of Shipping & Transport O.M. No. RW/NH.III/Coord/131/83 dated the 22 June 1984]

ANNEXURE I

GOVERNMENT OF INDIA

MINISTRY OF SHIPPING & TRANSPORT
(ROADS WING)

No. NH.III/MISC/2/84.

New Delhi, the 21st February, 1984.

OFFICE MEMORANDUM

In supersession of all previous orders on the subject the technical officers posted at the Headquarters in the Ministry of Shipping & Transport (Roads Wing) are delegated the following powers until further orders to accord in the name of the DG (RD) technical approval to detailed estimates for works upto the financial limits (including agency charges) as indicated below:—

1. Executive Engineer (Roads) (Bridges) (Mech.)—Rs. 10 lakhs
2. Superintending Engineer (Roads) (Bridges) (Mech.)—Rs. 25 lakhs
3. Chief Engineer (Roads) (Bridges) (Mech.)—Rs. 75 lakhs
4. Additional Director General (Roads) (Bridges)—More than 75 lakhs but less than Rs. 2 crores.
5. Director General—Rs. 2 crores and above.

While exercising such powers the officers concerned are required to keep in view specially the following points:—

- (i) In cases where a work is not included in the approved programme or expenditure on which during the year cannot be met from within the sanctioned budget/grant, the orders of the DG (RD) should invariably be taken before technical approval is accorded to such a work and

(ii) In all matters involving policy questions, major difference with the State Governments doubts in regard to interpretation etc. the case will continue to be referred to the DG (RD) irrespective of the amount of the estimate.

(iii) The delegated powers mentioned above do not apply to SR/FDR works.

All Projects costing Rs. 25 lakhs and above will continue to be submitted for prior approval to the State Minister/Minister before issue of necessary financial sanction.

Sd/-
(R. C. JAIN)
DIRECTOR

Copy forwarded to:—

1. All Officers in the Roads Wing.
2. All Sections in the Roads Wing.
3. Director (Finance) |D.F.O. (T) |TF.II, Transport Wing.

Recommendation (Sl. No. 18, Para 6.38)

6.38 With the increasing tempo of economic activity all over the country, and road traffic particularly on the National Highways, has phenomenally increased and is increasing so much so the existing Highway specifications would be inadequate. It is, therefore, necessary that the sections of the National Highways which are taking on heavy traffic should be strengthened and widened. In this context the Committee desire that, to cater for heavy traffic on the Highways and avoid fatal accidents which are on the increase, NHI and NH-1A should be progressively widened to 8-lanes and the other National Highways to 4-lanes.

Reply of the Government

National Highways are widened on the basis of the traffic needs and funds available for the purpose. Once it is established that the road traffic has increased and the existing carriageway does not have the capacity to accommodate the increased traffic, the roads are widened and strengthened. Keeping in view the capacity norms, the *inter se* priority of various sections requiring widening from single lane to two lanes or from two-lanes to four-lanes is drawn up and depending upon the funds available, their construction is taken up.

National Highway No. 1 is already being widened to four-lanes in some sections where the traffic is very heavy. In other sections of this National Highway, widening to four-lanes is contemplated in the Seventh Five Year Plan for which negotiations are already in progress with the World Bank Authorities for loan assistance. At present the traffic intensity on this National Highway does not warrant for widening it to more than four lanes.

Regarding widening of National Highway IA it may be mentioned that this road is under the charge of B.R.D.B. The observations made by the Committee had already been brought to the notice of the B.R.D.B. for doing the needful in the matter.

**[Ministry of Shipping & Transport O.M. No. RW|NH.III|
Coord|131|83 dated the 22 June 1984]**

CHAPTER IV

RECOMMENDATIONS|OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT'S REPLY HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Sl. No. 1, Para 1.22)

The actual execution of projects as well as maintenance work in respect of National Highways is got done by the Roads Wing of the Ministry of Shipping and Transport through the agency of the State Governments|Union Territories Administrations for which agency charges of 10 per cent of the cost are paid to them. The Roads Wing has a strength of 804 men (technical and non-technical) entailing an annual expenditure of the order of about Rs. 1.5 crores. The Roads Wing is responsible *inter alia* for the development and maintenance of roads declared as National Highways in the country. This is mainly in the nature of coordination and control, standards and specifications, setting priorities and general administration. The Committee have dealt with the exercise of these functions later in this Report and indicated how it could be improved. The Committee do not get any precise idea as to the part of the strength of and the expenditure on the Roads Wing attributable to the exercise of this responsibility. Nevertheless, they have received a strong impression that together the agency charges and the expenditure on the Roads Wing account for a high rate of overhead expenses out of proportion to the cost of National Highway works. If this had resulted in ensuring better construction and maintenance in quantitative and qualitative terms one would not mind it too much. But this is not the case today. The Committee, therefore, desire that an independent review of the strength of the Roads Wing and the rate of agency commission should be made and economy affected consistent with the efficient administration of National Highways.

Reply of the Government

The Committee has suggested that an independent review may be made for the agency charges being paid to the State Governments for execution of National Highway works with a view to effect economy. In this connection, it is stated that the National Highway Scheme came into being with effect from 1-4-1947 and at that time the rate of agency charges was fixed at 7½ per cent of the cost

of the works to be executed by State Governments on behalf of the Government of India. This rate was increased to 10 per cent on the recommendation of the Transport Advisory Council some times later. Following review of agency charges carried out by the Ministry of Finance in 1953, the rate was again reduced from 10 per cent to 7½ per cent with effect from 1-4-1954.

2. As a result of the constant demands and pressure from the State Governments for increase in agency charges due to increase in establishment costs etc. the matter was again examined in detail and after long and protracted correspondence with the State Governments and careful consideration by the Government of India, the rate of agency charges was increased from 7½ per cent to 9 per cent with effect from 1-9-1975. The State Governments are, however, not satisfied with this increase and are continuously pressing for upward revision of these agency charges. This is primarily because of the increasing establishment costs for maintaining exclusive organisation for National Highways.

3. In the meantime, the Government of India appointed in February, 1982 a High Powered Committee under the Chairmanship of Shri B. B. Vohra to review the agency system for execution of National Highways. The terms of reference of this Committee *inter alia* included a review of agency charges also. The Committee after hearing the view point of the State Government and after careful consideration has recommended that the present rate of agency charges viz. 9 per cent may continue. The Committee submitted its report to Government in September 1983 and the recommendations of this Committee have been brought to the notice of all State Governments. Relevant extracts from the Committee's report are enclosed.

4. Since the question of agency charges being paid to the State Governments for execution of National Highway works has been reviewed only very recently by the above Committee which also included representatives of the State Governments, Planning Commission and the Ministry of Finance, it is proposed to wait for some more time before reviewing the position again.

5. As regards independent review of the strength of the Roads Wing as suggested by the Committee, it is stated that under the Government of India (Allocation of Business Rules) issued by the President under Article 77(3) of the Constitution the responsibility for review of staffing of Government establishments with a view to securing economy has been assigned to the Ministry of Finance and

staff inspection unit of that Ministry is fully equipped to conduct such a study. In view of this entrusting study of the Roads Wing to an outside body will not be justified nor consistent with the provisions of the aforesaid statutory rules.

[Ministry of Shipping & Transport O.M. No. RW|NH.III|
Coord|131|83 dated the 22 June 1984]

Extracts from Report of the Committee on Agency System for National Highways, Government of India, Ministry of Shipping and Transport (Roads Wing) 1983.

* * * * *

Page No. 15

3.5 Recommendations

"The Committee has given careful consideration to the demands made for an enhancement of agency charges and have come to the conclusion that there is no justification whatsoever for any change in the existing rates. In coming to this conclusion, it has taken particular note of the fact that the unit cost of National Highway works has undergone an appreciable increase during recent years on account of a steep increase in the price of materials, particularly bitumen which has registered an increase of nearly 700 per cent. On the other hand, the unit cost of supervision has not gone up in the same order. It has also to be remembered that the development and maintenance of National Highways by the Government of India at its own cost represents a very substantial benefit to State Government in a variety of ways and that agency charges should not be looked upon as a source of profit by them."

Recommendation (Sl. No. 2, Para 1.23)

In this connection the Committee find that a work study made in 1980 of the organisation by the Staff Inspection Unit of the Ministry of Finance was confined to headquarters of the Roads Wing. The Ministry had undertaken a Cadre Review in 1981 which resulted in net increases of 30 Group 'A' technical posts instead of reduction of posts as suggested by the SIU. The Committee feel that there is an urgent need for a closer and comprehensive scrutiny of the staff strength, particularly at senior levels, of the Roads Wing by an outside body which should independently look into the need for the number of posts at various levels keeping in view the limited role and functions of the Roads Wing of the Ministry of Shipping and Transport.

Reply of the Government

As already stated in reply to para No. 1.22 of S. No. 1, that under the Government of India (Allocation of Business) Rules issued by the President under Article 77(3) of the Constitution the responsibility for review of staffing of Government establishments with a view to securing economy has been assigned to the Ministry of Finance and the Staff Inspection Unit of that Ministry is fully equipped to conduct such a study. In view of this, it is felt that the entrusting the Study of the Roads Wing of the Ministry of Shipping and Transport to an outside body will not be justified nor consistent with the provisions of the aforesaid statutory rules.

[Ministry of Shipping & Transport O.M. No. RW/NH.III/Coord/131/83 dated the 22 June 1984]

Recommendation (Sl. No. 3, Para 1.24)

Spelling out of the role of the engineering officers of the Roads Wing, the Director General (RW) tried to justify the absence for work norms for officers at different levels in his organisation. The Committee are unable to agree with him and recommend that some norms should be evolved to regulate the strength of officers at different levels from time to time depending upon the workload.

Reply of the Government

As distinct from a purely field organisation engaged on construction work, Roads Wing is essentially a Designs and Consultants Organisation and its role is mainly confined to Planning, Monitoring, financing and acting as a repository of technical knowhow so far as National Highways are concerned which are under constitution a Central subject. As indicated earlier, in the case of National Highways the actual execution is undertaken by the States who function as agents of the Govt. of India. In the circumstances, while specific norms based on a particular amount handled by an individual officer can be laid down easily in the case of a construction agency working in the field on the actual building of roads, bridges etc. it is not possible to lay down any such norms for a Designs and consultants organisation like the Roads Wing for its functions mentioned above. A cadre Review of the Roads Wing of the Ministry of Shipping and Transport is however, done by the Cadre Review Authorities periodically to fix the strength of this Organisation after taking into account all the aforesaid factors. The last Cadre Review was undertaken in 1981 and the next one is expected to be undertaken in 1984 shortly. At that time the total work load being hand-

ed in the Roads Wing will be projected and assessed and it will form the basis of fixing the strength of the Roads Wing for the next 3-4 years. In the circumstances no further exercise seems to be necessary at this stage.

[Ministry of Shipping & Transport O.M. No. RW/NH.III/
Coord/131/83 dated the 22 June 1984]

Recommendation (Sl. No. 11, Para 3.16)

According to the criteria now adopted, only roads of national importance are declared as National Highways. This may seem to be appropriate on the face of it. But a deeper look at the criteria would reveal that these would not necessarily ensure integrated development of the road system in the country. The Committee agree with the representatives of the Central Road Research Institute that the density of traffic ought to be the basis for classification of roads, which incidentally according to him is the basis adopted in other parts of the world. It should be noted that as admitted by the Secretary, Ministry of Shipping & Transport, non-development of roads with high density of traffic, especially feeder roads, to the National Highways standards is detrimental to the smooth movement of traffic in the country. The Committee accordingly recommend that the criteria for declaring roads as National Highways must be changed or ways and means should be found to develop such roads upto the National Highways standards otherwise. The Committee would, in particular suggest that, on strategic considerations, roads connecting Delhi-Bikaner, Delhi-Rohtak-Ludhiana, and Agra-Jaipur should be declared as National Highways.

Reply of the Government

The criteria being adopted for declaration of National Highways do not directly take into account the traffic intensity but, indirectly they do take into account the traffic needs. As per one of the criteria which states that the road should connect places of tourist importance, industrial complexes and major ports, it follows that these complexes will generate heavy traffic on roads passing in those areas and therefore the roads needs consideration for declaration as National Highway. In isolation, the density of traffic for classification as National Highway cannot be considered as this criteria may apply only to a particular State and not to other States where such roads pass through but may have less traffic. For such roads, the States are developing them as State Highways from their own resources,

which are having more or less the same Standards and Specifications as of National Highways.

Regarding Agra-Jaipur Road, it is already existing as National Highway No. 11 which starts from Agra and terminates at Bikaner passing through Jaipur. As far as Delhi-Rohtak-Ludhiana Road is concerned, it is mentioned that Ludhiana is connected to Rohtak via Delhi by National Highways Nos. 1 and 10. The section Ludhiana-Delhi forms a part of National Highway No. 1 (Delhi-Amritsar Road) and Delhi-Rohtak falls on National Highway No. 10 (Delhi-Hissar-Fazilka|Pakistan Border). For providing a National Highway link between Delhi and Bikaner, it may be mentioned that these two places are also connected by National Highway Nos. 8 & 11. From Delhi to Jaipur, it is National Highway No. 8 and from Jaipur to Bikaner, it is National Highway No. 11.

[Ministry of Shipping & Transport O.M. No. RW/NH.III/
Coord/131/83 dated the 22 June 1984]

CHAPTER V

**RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH
REPLIES OF GOVERNMENT ARE AWAITED**

NIL

NEW DELHI;
July 29, 1985

Sravana 7, 1907(s)

CHINTAMANI PANIGRAHI,
Chairman,
Estimates Committee

APPENDIX

(Vide Introduction to the Report)

Analysis of action taken by Government on the 59th Report of Estimates Committee (Seventh Lok Sabha)

I. Total No. of recommendations.	26
II. Recommendations/observations that have been accepted by Government. Nos. 5 to 9, 10, 12, 13 to 17, 19 to 26.	
Number	20
Percentage to total.	77
III. Recommendations observations which the Committee do not desire to pursue in view of Government's replies:	
No. 4, 18	2
Percentage to total	8
IV. Recommendations/observations in respect of which replies of Government have not been accepted.	
Nos. 1, 2, 3, 11	4
Percentage to total:	15
V. Recommendations/observations in respect of which Final replies of Government are still awaited:	
Nos. NIL	
Percentage to total—NIL	

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA
SECRETARIAT PUBLICATIONS— AS ON 8-5-1985**

Sl. No.	Name of Agent	Sl. No.	Name of Agent
BIHAR		UTTAR PRADESH	
1.	M/s. Crown Book Depot, Upper Bazar, Ranchi, Bihar.	11.	Law Publishers, Sardar Patel Marg, P.B. No. 77, Allahabad-U.P.
GUJARAT		WEST BENGAL	
2.	The New Order Book Company, Ellis Bridge, Ahmedabad-380006. (T. No. 79065)	12.	Frs. Manimala, Buys & Sells, 123, Bow Bazar Street, Calcutta-12.
MADHYA PRADESH		DELHI/NEW DELHI	
3.	Modern Book House, Shiv Villas Palace, Indore City.	13.	Jain Book Agency, Connaught Place, New Delhi. (T. No. 351663)
MAHARASHTRA		14.	J. M. Jain & Brother Mori Gate, Delhi. (T. N. 225064)
4.	M/s. Sunderdas Gianchand, 601, Girgaum Road, Near Princess Street, Bombay-400002.	15.	Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001.
5.	The International Book Service, Deccan Gymkhana, Poona.4.	16.	Bookwell 4, Sant Nirankari Colony, Kingsway Camp, Delhi-110009.
6.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-400001.	17.	M/s. Rajendra Book Agency, IV-D/59, IV-D/60, Lajpat Nagar, Old Double Storey, Delhi-110024.
7.	M/s. Usha Book Depot, Law Book Seller and Publishers' Agents Govt. Publications, 585, Chira Bazar, Khan House, Bombay-400002.	18.	M/s. Ashoka Book Agency, BH 82, Poorvi Shalimar Bagh, Delhi-110033.
8.	M & J Services. Publishers, Representative Accounts & Law Book Sellers, Mohan Kunj, Ground Floor 68, Jyotiba Fuele Road, Nalgaum-Dadar, Bombay-400014.	19.	Venus Enterprises, B-2/85, Phase-II, Ashok Vihar, Delhi.
9.	Subscribers Subscription Services India 21, Raghunath Dadaji Street, 2nd Floor—Bombay-400001.	20.	The Central News Agency, 23/90, Connaught Place, New Delhi. (T. N. 344448) (T. No. 344478)
TAMILNADU		21.	Amrit Book Company, N.21, Connaught Circus, New Delhi-110001. (T. No. 40398)
10.	The Manager, M. M. Subscription Agencies, 1st Lay Out Sivananda Colony, Coimbatore-641012.	22.	M/s. Vijay Book Agency, 11-1-477, Mylargadda, Secunderabad-500361.
		23.	Books India Corporation, Publishers, Importers & Exporters, L.27, Shastri Nagar, Delhi-110052. (T. No. 269631) (T. No. 714465)

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