

STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ

(2022-2023)

32

SEVENTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF RURAL DEVELOPMENT)

PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)

THIRTY SECOND REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)

Presented to Lok Sabha on 27.07.2023

Laid in Rajya Sabha on 27.07.2023



LOK SABHA SECRETARIAT

NEW DELHI

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT AND
PANCHAYATI RAJ**

(2022-2023)

Smt. Kanimozhi Karunanidhi -- Chairperson

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SECRETARIAT

1. Shri D.R. Shekhar - Joint Secretary
2. Shri C. Kalyanasundaram - Director
3. Shri Vinay P. Barwa - Deputy Secretary
4. Shri Inam Ahmed - Executive Officer

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development & Panchayati Raj (2022-2023) having been authorised by the Committee to submit the Report on their behalf, present the Thirty-Second Report on Pradhan Mantri Gram Sadak Yojana of the Ministry of Rural Development (Department of Rural Development).

2. The Committee held briefing by the representatives of the Department of Rural Development (Ministry of Rural Development) on 23 June, 2022. The Committee took evidence of the representatives of the Ministry of Rural Development (Department of Rural Development) at their sitting held on 09 November, 2022.

3. The Report was considered and adopted by the Committee at their sitting held on 25 July, 2023.

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

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

NEW DELHI
25 July, 2023
03 Shrawana, 1945 (Saka)

KANIMOZHI KARUNANIDHI
Chairperson
Standing Committee on Rural Development &
Panchayati Raj

REPORT
PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)
PART – I
NARRATION ANALYSIS
CHAPTER I

Background and Requirement of Pradhan Mantri Gram Sadak Yojana (PMGSY)

1.1 Rural Road Connectivity is not only a key component of Rural Development by promoting access to economic and social services and thereby generating increased agricultural incomes and productive employment opportunities in India, it is also as a result, a key ingredient in ensuring sustainable poverty reduction. Notwithstanding the efforts made, over the years, at the State and Central levels, through different Programmes, many habitations in the country are still not connected by all-weather roads. It is well known that even where connectivity has been provided, the roads constructed are of such quality (due to poor construction or maintenance) that they cannot always be categorized as all-weather roads.

With a view to redressing the situation, Government had launched the Pradhan Mantri Gram Sadak Yojana on 25th December, 2000 to provide all-weather access to eligible unconnected habitations. The Pradhan Mantri Gram Sadak Yojana (PMGSY) is a 100% Centrally Sponsored Scheme.

1.2 With more than 70% of the 130 Crore of India's population living in rural areas, the economic growth and development of the country hinges on the development of rural areas to a large extent. The access of rural populations to the drivers of development is severely limited in the absence of proper rural connectivity. Rural roads not only provide physical connectivity to villages but also open up enormous possibilities by increasing access to economic growth, healthcare, education and other drivers of development. Thus, Rural Connectivity is a key factor in ensuring sustainable poverty reduction and integration of rural areas into the mainstream economic growth and development.

A. Objectives & Eligibility

1.3 The Government of India, as a part of the poverty reduction strategy, has implemented Pradhan Mantri Gram Sadak Yojana (PMGSY), as a Centrally Sponsored Scheme to assist the States in providing all-weather road connectivity to the eligible unconnected habitations as per core-network with a population of 500+ persons in plain areas. In respect of Special Category States/UTs (i.e. Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Himachal Pradesh, Jammu & Kashmir, Ladakh and Uttarakhand), the Desert Areas (as identified in the Desert Development Programme), the Tribal (Schedule V) areas and Selected Tribal and Backward Districts (as identified by the Ministry of Home Affairs and Planning Commission), the objective is to connect eligible unconnected habitations with a population of 250+ persons (Census 2001).

B. Evolution of the PMGSY into different Verticals and their Goals

(i) PMGSY – I

1.4 Against 1,78,184 eligible habitations of 250+ and 500+ population size identified for coverage under the scheme, 16,086 habitations have been provided connectivity by the States out of their own resources and 4,814 habitations have either been dropped or have not been found feasible. Out of the balance 1,57,284 habitations sanctioned for providing connectivity under the PMGSY, 1,56,313 have already been covered.

Under 100-249 population category Left Wing Extremism affected areas, 6,254 habitations have been sanctioned for providing all-weather road connectivity, out of which 5,973 habitations have been saturated till 25th October, 2022.

A total of 6,45,400 Km road length has been sanctioned under new connectivity and upgradation components under PMGSY-I, out of which 6,20,828 km road length has been completed till 25th October, 2022.

(ii) PMGSY – II

1.5 PMGSY-II was launched in May 2013 and envisages consolidation of the existing Rural Road Network to improve its overall efficiency as a provider of transportation services for people, goods and services. A total of 50,000 km road length has been

targeted for upgradation under PMGSY-II. A total of 49,873 km road length has been sanctioned under the Scheme and 48,311 Km has been completed as on 25th October, 2022.

(iii) Road Connectivity Project for Left Wing Extremism Areas (RCPLWEA)

1.6 RCPLWEA was launched in the year 2016 with the approval of the CCEA with an aim to improve the road connectivity in 44 worst affected LWE districts and some adjoining districts in 9 States, viz. Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Telangana and Uttar Pradesh. The scheme has twin objectives of enabling smooth and seamless anti-LWE operations by the security forces and also ensuring socio-economic development of the area. The duration for the implementation of the project was 4 years from 2016-17 to 2019-20.

1.7 Against the originally envisaged allocated length of 5,411.81 Km, total feasible length of 5,149 km [345 roads and 226 Long Span Bridges (LSBs)] were sanctioned at the cost of Rs 5,324 crore in the first phase, leading to a saving of Rs 6,401 crore. On account of the savings, Ministry of Home Affairs further recommended 6,043 km at the tentative cost of Rs. 6849 crore in December 2018, against which 4,118 km (549 roads and 165 LSBs) have been sanctioned at the cost of Rs 3,523 crore. Thus, a total of 894 roads of 9,267 km length and 391 LSBs have been sanctioned to the nine implementing States at an outlay of Rs 8,847 crore under Phase-I & II.

1.8 The Ministry of Home Affairs has in the month of June, 2020 recommended additional proposals of 348 roads of 2,024 km and 30 LSBs for the States of Bihar, Chhattisgarh, Jharkhand and Telangana. All these proposals have been sanctioned. Thus, a total of 12,076 km road length has been sanctioned under the Scheme and 6,495 km completed as on 25th October, 2022.

(iv) PMGSY - III

1.9 The Government approved PMGSY-III in July, 2019 for consolidation of 1,25,000 Km Through Routes and Major Rural Links connecting habitations, inter-alia, to Gramin Agricultural Markets (GrAMs), Higher Secondary Schools and Hospitals. The

implementation period of the Scheme is upto March, 2025. A total of 88,227 km road length has already been sanctioned to 20 States and 44,142 km road length has been completed till 25th October, 2022.

PMGSY – Timeline and Progress (as on 31/01/2023)

Name of Vertical	Targets (Km)	Sanctioned (Km)	Completion (Km)	Expenditure (₹ in Cr.)	Completion Timeline
PMGSY-I	-	6,45,607	6,21,148 (96.24%)	2,33,039	September 2022
PMGSY-II	50,000	49,884	48,383 (97.01%)	27,634	September 2022
RCPLWEA	11,320	12,100	6,729 (55.61%)	6,459	March 2023
PMGSY-III	1,25,000	96,950	49,283 (51.02%)	26,956	March 2025

C. Deadline for Completion of Ongoing Verticals of PMGSY

1.10 The sunset date for completion of PMGSY-I was March, 2019. The PMGSY-II and RCPLWEA were targeted for completion by March, 2020. However, since large no. of projects sanctioned under these interventions were pending in some of the States, with the approval of CCEA, the timeline for completion of PMGSY-I & II was extended till September 2022 and the timeline for completion of RCPLWEA till 31st March 2023. PMGSY-III is targeted to be completed by March 2025.

1.11 With the deadline for the completion of RCPLWEA in March, 2023 and taking into account that about 50% of the work is still pending, the Department when asked how they contemplated on achieving the target by the set timeline, have replied in their written note as under:-

“As on 14/09/2022, approximately 46% works under RCPLWEA are pending for completion, the State-wise details of pending works are given at **Annexure-I**.”

Keeping in the mind the timeline for completion of RCPLWEA, the Ministry has issued advisory to the concerned State Governments asking them to complete the balance works by March, 2023, else the central funds will not be available for the liability created post March, 2023 and the same will have to be borne by the respective State Governments. While deciding the Annual Action Plan for the year 2022-23, all States had assured that, they would complete the sanctioned works by the stipulated timeline. However, seeing the progress on the ground, it doesn't appear that, all the sanctioned works would get completed by March, 2023. Ministry apprehends that, the works which have recently been sanctioned to the State of Chhattisgarh (sanctioned on 20.06.2022 for 95 roads of 614.70 km and 63 bridges), Madhya Pradesh (sanctioned on 25.03.2022 for 28 roads of 241.08 km), Jharkhand (sanctioned on 21.04.2022 for 9 roads of 75.93 km and 14 bridges) and Maharashtra (4 bridges yet to be sanctioned) would not get completed by March, 2023. State of Chhattisgarh has given in writing that, they would not be able to complete these works by the set timeline. Ministry proposes to flag this issue to MHA for taking a suitable view in the matter as these works were sanctioned on the recommendations of MHA with the express provision that they should get completed by the scheduled timeline."

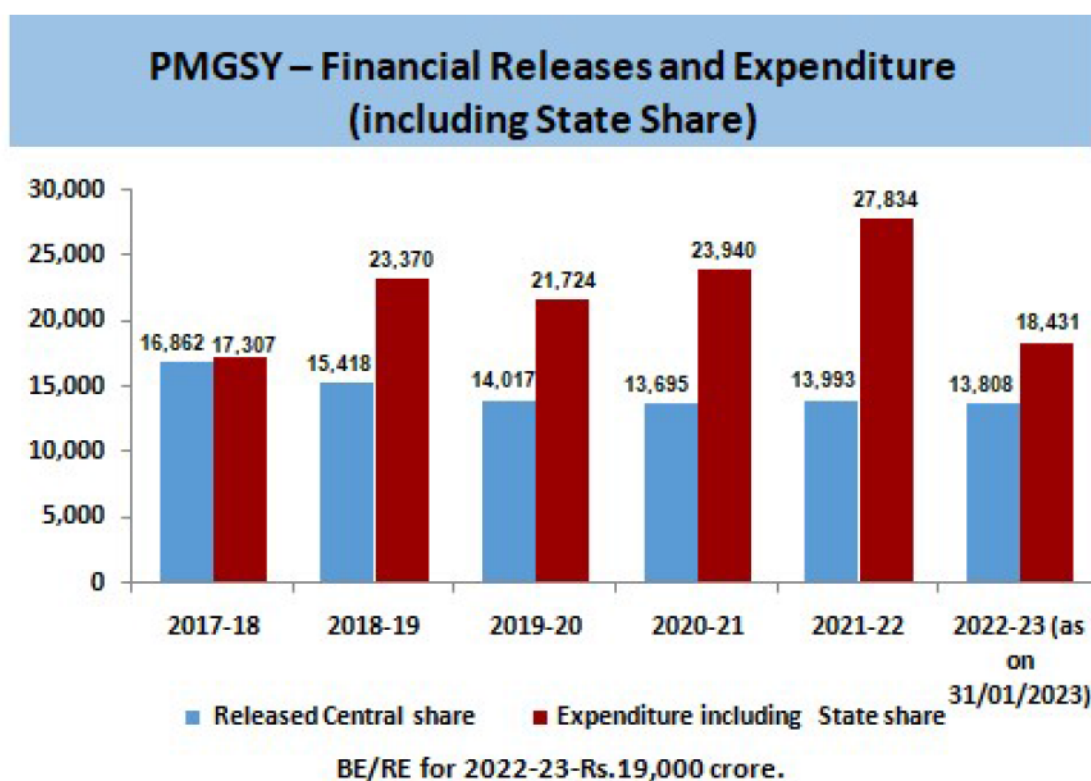
1.12 On being asked about the reasons for the seemingly stifled progress under PMGSY-III with only 37,618 km achieved as reported on 23 June, 2022, the Department explained in their written replies as below:-

"As on 14.09.2022, 43,224 km road length has been constructed under PMGSY-III and the scheme is due for completion in March, 2025. In order to ensure that contracting capacity of the States is not exhausted, sanctions under PMGSY-III have not been given to those States, where bulk of the balance works under PMGSY-I & II remain to be constructed. Ministry proposes to sanction all the balance works to remaining States during the current FY. Since construction of PMGSY-III roads, doesn't take much time, because they largely don't have land/ forest clearance issues and works involve only upgradation/ strengthening/ widening of existing alignments, they get completed at faster pace. Ministry is optimistic that, the PMGSY-III works will get completed within the existing timeline, which is March, 2025."

D. Funding of the Scheme

1.13 The PMGSY was launched as 100% Centrally Sponsored Scheme. However, subsequently, on the basis of the recommendations of the Sub-Group of Chief Ministers on Rationalization of Centrally Sponsored Schemes the fund sharing pattern of PMGSY

was changed in the ratio of 60:40 between the Centre and States for all States except for 8 North Eastern and 3 Himalayan States for which it is 90:10 with effect from 2015-16.



1.14 As per the Department, the expenditure incurred against the Central Budgetary Allocation included both Central and State Shares. When asked about the non-maintenance of separate figures of expenditure incurred against Central Budgetary Allocation and to provide the break-up of expenditure incurred out of Central Share and States Share during each of the last 3 years and current financial year, the Department of Rural Development in their written replies have Stated as under:-

“For implementation of scheme at State level, a single nodal account has been opened in order to ensure that whatever funds are available could be tracked through PFMS. All the funds released either as Central share or State share are kept in this account. Once the funds are mixed, a separate track of the expenditure incurred from this mixed bag of funds cannot be kept.”

1.15 During the course of evidence held in June, 2022, the representative of the Department of Rural Development, on the issue of funding post the completion date, deposited the following before the Committee:-

“Supplemental funding for the priority segments of PMGSY would be available for the following purposes. If the State does not have money to do its work after the sunset time of September 2022, then this supplemental funding will be given in terms of loan. Meeting expenditure on account of liability created for completion of PMGSY I and II works post- September 2022 till March 2023.”

E. Integral Components of the Scheme

(i) Nature of Planning

1.16 The Programme draws upon the model of decentralized network planning for rural roads. The District Rural Roads Plans (DRRPs) have been developed for all the districts of the country and Core Network has been drawn out of the DRRP to provide for at least a single connectivity to each target habitation under PMGSY. This planning exercise has been carried out with full involvement of the three-tier Panchayati Raj Institutions, as well as Members of Legislative Assemblies and Parliament.

(ii) Standards of Construction

1.17 As envisaged in the Programme guidelines, a Manual on Geometric Standards, Design, Construction and Maintenance of Rural Roads was published by the Indian Roads Congress (IRC) at the special intervention of Ministry of Rural Development as Rural Roads Manual IRC SP: 20.

(iii) Detailed Project Reports (DPRs)

1.18 A Detailed Project Report (DPR) is a pre-requisite for project clearance. Independent scrutiny of the project proposals to ensure that the project has been formulated as per the guidelines is carried out by the prominent institutions of Engineering and Technology in the country, identified as State Technical Agencies (STAs). Ministry has also identified reputed Technical and Research Institutions such as the Indian Institutes of Technology (IITs) as Principal Technical Agency (PTAs) for various groups of States, which scrutinizes at least 10% of the STA scrutinized proposals on sample basis.

The proposals are thereafter scrutinized by the technical experts in NRIDA. The proposals are then submitted for scrutiny in a Pre-Empowered Committee Meeting

chaired by the Director General, NRIDA and attended by representatives of the State Government. In case all required documents are complete and there is no major capacity or institutional deficiency, and data in OMMS has been found to be satisfactory, the proposal is placed before the Empowered Committee chaired by the Secretary, Department of Rural Development. The recommendations of the Empowered Committee are submitted to the Minister of Rural Development and in case the proposals meet the programme requirements, the same is sanctioned.

(iv) Hierarchy of Management

1.19 Ministry of Rural Development (MoRD) is the Nodal Ministry for implementation of the scheme (PMGSY) at Central level. National Rural Infrastructure Development Agency (NRIDA) has been constituted to provide technical and managerial support for implementation of the programme at the central level. The State Governments have identified State Nodal Departments and State Rural Roads Development Agencies (SRRDAs) have been constituted for the programme implementation at the State level. Depending upon the work load, Programme Implementation Units (PIUs) are constituted by the States.

(v) Procurement of Works

1.20 Based on best national and international practices, a Standard Bidding Document (SBD) has been developed for procurement of works under the PMGSY. All the works under the Programme are being procured and managed on the basis of provisions of the SBD. To ensure transparency and harness various advantages of electronic tendering, entire bidding for procurement of works under the programme is being carried out only through e-procurement process.

CHAPTER II

Overall Progress made so far under PMGSY

A. Expenditure

2.1 Since inception till 25th October, 2022, 1,56,313 habitations of 250+, 500+ and 1000+ population categories and 5,973 habitations in 100-249 population category have been provided all-weather road connectivity and a total of 7,19,280 Km road length has been completed under various interventions/verticals of the Scheme at an expenditure of Rs. 2,87,798 crore, including the State share.

B. Fund Allocation over the Years

2.2 The details of programme funds released to the States since 2016-17 and expenditure incurred year-wise is tabulated below:-

Rs. in crore		
Year	Programme Fund Released by Ministry	Expenditure of Programme Fund (including State Share)
2016-17	15,290.86	16,093.05
2017-18	16,684.19	17,307.29
2018-19	14,389.22	23,369.38
2019-20	13,883.21	21,723.92
2020-21	12,923.25	23,943.80
2021-22	13,865.11	27,836.03
2022-23 (as on 25th October, 2022)	6,582.52	12,306.37
Total	93,618.36	1,42,579.84

2.3 Since inception till 25th October, 2022, an expenditure of Rs. 2,87,798 crore (including State share) has been incurred towards construction of roads under PMGSY.

Statement showing year-wise and scheme-wise expenditure since inception till date

Amount (Rs. in crore)

Financial Year	PMGSY I	PMGSY II	Rcplwe	PMGSY III	Year-wise Total
2004	1,864.40	-	-	-	1,864.40
2005	3,236.54	-	-	-	3,236.54
2006	5,843.94	-	-	-	5,843.94
2007	10,624.00	-	-	-	10,624.00
2008	13,440.66	-	-	-	13,440.66
2009	17,587.76	-	-	-	17,587.76
2010	17,309.29	-	-	-	17,309.29
2011	18,915.22	-	-	-	18,915.22
2012	10,006.02	0.18	-	-	10,006.20
2013	14,383.49	2.63	-	-	14,386.12
2014	16,048.11	1,095.93	-	-	17,144.04
2015	14,517.81	2,025.08	-	-	16,542.89
2016	14,008.47	2,084.60	-	-	16,093.07
2017	14,421.75	2,884.41	1.15	-	17,307.31
2018	17,745.00	5,174.32	450.05	-	23,369.37
2019	16,658.33	3,664.17	1,401.42	-	21,723.92
2020	12,863.90	5,348.56	1,674.32	4,057.81	23,944.59
2021	8,598.40	3,896.92	1,833.29	13,489.75	27,818.36
2022	2,538.76	764.71	505.87	4,193.79	8,003.13
Scheme wise Total	2,30,611.85	26,941.51	5,866.10	21,741.35	2,85,160.81

C. Financial Performance vis-à-vis Fund Utilization

2.4 BE, RE and Actual Expenditure of the Scheme in general till date.

The details of BE/RE and Actual Expenditure (including State share) year-wise is as under:

Year	BE/RE	Expenditure (inc. State share)
2000-01	2500	-
2001-02	2500	-
2002-03	2500	-
2003-04	2325	-
2004-05	2467.99	1,864.40
2005-06	4220	3,236.54
2006-07	6273.62	5,845.94
2007-08	11000.02	10,624.00

Year	BE/RE	Expenditure (inc. State share)
2008-09	15280.16	13,440.66
2009-10	17840	17,587.76
2010-11	22399.8	17,309.29
2011-12	20000	18,915.22
2012-13	8,885	10,006.20
2013-14	12,750	14,386.12
2014-15	14,200	17,144.04
2015-16	18,291	16,542.89
2016-17	19,000	16,093.07
2017-18	16,900	17,307.31
2018-19	15,500	23,369.37
2019-20	14070.07	21,723.92
2020-21	13706.23	23,944.59
2021-22	14000	27,818.36
2022-23 (as on 19.09.2022)	19000	8,003.13
Total	275608.89	2,85,160.81

D. Physical Performance vis-à-vis Target Achievement

PRADHAN MANTRI GRAM SADAK YOJANA - LENGTH (IN KM)

S.No	State(s)	2009-10		2010-11		2011-12		2012-13		2013-14		2014-15		2015-16	
		Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement
1	Andaman And Nicobar Islands (UT)	0	0	0	0	0	0	0	0	0	0	0	0.00	0	0.00
2	Andhra Pradesh	2980	3092	2150	2121.48	1189	932.14	400	400.35	475	191.58	514	540.72	600	972.73
3	Arunachal Pradesh	500	622.55	178	366.87	196	419.21	325	393.67	340	489.035	450	7.00	511	306.14
4	Assam	2585	2095.88	2008	2057.11	1224	2131.43	1175	1456.16	650	957.963	720	1,276.94	810	989.48
5	Bihar	5200	2843.27	4644	2515.13	6000	7539.82	6420	6341.63	3840	3163.86	2,900	4,075.06	4000	3445.51
6	Chhattisgarh	3500	4020.44	906	1570.66	1500	1053.69	2370	1024.079	1900	1292.054	620	2,825.73	1950	2041.40
7	Goa	0	0	0	0	0	0	0	0	0	0	0	0.00	0	0.00
8	Gujarat	1500	1511.02	596	605.97	425	431.44	140	180.47	200	896.29	990	2,834.86	2000	693.87
9	Haryana	700	785.345	200	389.245	292	188.31	30	69.262	30	3.278	355	360.49	390	549.18
10	Himachal Pradesh	1500	1505.606	693	661.82	750	761.09	980	0	550	134.493	260	707.38	650	658.64
11	Jammu And Kashmir	1450	661.54	367	474	750	999.62	1335	1411.1	1285	891.79	750	814.83	975	707.20
12	Jharkhand	1950	1530.901	1482	1599.25	1005	1123.03	2010	1236.74	1880	1030.73	703	1,811.50	1340	1281.22
13	Karnataka	2600	3019.75	1000	1848.93	1204	1858.64	205	386.02	90	211.43	650	470.08	715	999.51
14	Kerala	300	264.095	156	245.87	446	214.14	390	108.71	240	192.462	348	266.16	310	393.90
15	Madhya Pradesh	8000	10398.01	4488	9163.26	3719	2926.66	2760	2754.18	3350	3006.27	2,100	4,847.83	4433	4980.97
16	Maharashtra	2950	3111.5	1292	3718.27	1700	2592.46	680	649.54	440	448.88	550	528.91	780	890.71
17	Manipur	200	879.68	335	487.42	150	374.61	60	424.48	160	533.12	236	301.68	390	364.55
18	Meghalaya	100	97.92	64	83.31	100	44.67	60	22.77	40	23.68	105	30.72	130	150.96
19	Mizoram	200	202.71	150	252.13	100	130.9	120	93.2	50	77.28	115	37.14	104	117.32
20	Nagaland	150	273.66	150	86	200	24.89	310	93.5	190	293.2	160	198.30	175	93.50
21	Odisha	2980	3838.43	3800	4941.9	2400	3167.06	4170	2401.26	3460	3063.22	2,400	4,181.61	3055	3894.04
22	Pondicherry (UT)														
23	Punjab	365	710	500	622.72	593	71.76	165	325.54	340	730.38	650	556.17	650	728.21
24	Rajasthan	3750	4350.11	1700	3019.47	400	450.78	1975	2140	1580	2290.31	1,550	3,412.16	2600	2175.37
25	Sikkim	300	98.815	147	85.72	154	74.98	270	48.44	175	99.36	100	165.25	156	390.77
26	Tamilnadu	1170	1940.49	1020	2229.01	1058	814.1	80	42.39	685	747.94	379	1,629.96	1200	588.97
31	Telangana**	0	0	0	0	0	0	0	0	0	0	0	200.64	325	397.25
27	Tripura	800	519.926	400	432.114	314	352.17	340	241.92	170	291.46	250	239.21	250	357.33
28	Uttar Pradesh	6850	9526.81	3207	3593.79	3000	522.53	1230	269.78	2320	1109.79	1,445	2,985.65	2500	3406.93
29	Uttarakhand	700	764.49	320	551.88	350	639.58	560	474.43	500	405.16	625	478.04	900	1025.29
30	West Bengal	1720	1452.04	2137	1385.2	1347	1154.79	1440	1171.67	2010	2741.38	1,850	2215.16	1750	2466.15
32	Ladakh (UT)*	0	0										44.00	0	82.66
	Total:	55000	60116.988	34090	45108.529	30566	30994.5	30000	24161.291	26950	25316.395	21775	38043.163	33,649	35,149.76

PRADHAN MANTRI GRAM SADAK YOJANA - LENGTH (IN KM)

S.No	State(s)	2016-17		2017-18		2018-19		2019-20		2020-21		2021-22		2022-23 (26.09.2022)	
		Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement
1	Andaman And Nicobar Islands (UT)	0	0.0	0	0.00	0	0.00	36	0.00	85	30.62	70	14.11	100	3.774
2	Andhra Pradesh	1350	733.6	500	154.06	500	336.73	800	300.52	1293	530.79	1700	1263.18	2160	435.241
3	Arunachal Pradesh	650	1360.5	1000	1132.02	1400	1317.64	3500	1731.34	2253	1795.50	1900	597.51	2308	506.71
4	Assam	750	929.5	2000	1618.63	5000	4295.49	5230	3646.74	2874	2682.17	2200	2164.09	1000	177.606
5	Bihar	6540	6597.9	5600	5220.59	5000	4221.59	4300	714.53	3224	2255.01	2200	1861.97	2500	309.171
6	Chhattisgarh	2750	1019.6	1600	1901.49	3800	3112.36	2500	1952.38	4463	4688.24	3600	3033.59	2874	264.18
7	Goa	0	0.0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
8	Gujarat	400	211.9	50	49.30	50	14.39	0	0.00	200	201.76	1000	1008.67	1500	403.033
9	Haryana	52	62.8	50	38.28	3	4.95	0	0.00	200	224.06	1500	1383.10	877	176.85
10	Himachal Pradesh	500	1429.3	1700	1772.53	2400	1334.35	3015	1086.81	2500	1915.57	2100	1623.95	1946	642.069
11	Jammu And Kashmir	1050	1735.5	1800	1760.20	2800	1559.10	3000	1174.94	3500	3166.76	3100	3283.30	1598	320.131
12	Jharkhand	3000	3119.5	4500	4519.15	5000	3571.62	2700	1408.17	2300	2008.23	1200	1001.02	2000	177.445
13	Karnataka	800	908.1	66	47.93	12	6.36	0	6.00	1000	565.91	2500	2524.70	2000	664.555
14	Kerala	430	314.3	434	372.97	500	314.47	266	125.85	290	76.78	150	66.65	500	44.548
15	Madhya Pradesh	6200	5081.3	5200	5,221.95	4500	4520.54	2400	1872.30	2550	2955.59	4000	4443.01	4000	1664.785
16	Maharashtra	1900	2000.7	900	569.76	500	266.83	500	120.49	220	180.50	500	199.16	2000	206.447
17	Manipur	790	1485.8	1000	731.20	900	852.24	2000	754.34	1000	892.62	1425	683.51	2239	178.935
18	Meghalaya	400	368.9	450	150.33	400	211.42	1000	273.95	1000	728.25	1350	825.85	1016	180.406
19	Mizoram	200	298.1	500	237.13	400	266.59	600	344.54	500	246.29	450	346.50	406	116.667
20	Nagaland	150	395.0	50	85.00	200	208.99	400	188.70	200	35.80	320	198.47	262	7.6
21	Odisha	6200	5778.4	7000	7140.77	8000	8129.87	8200	5297.43	3685	1844.27	2630	2829.16	2000	480.082
22	Pondicherry (UT)											0	0.00	64	6.155
23	Punjab	450	586.5	950	851.75	275	246.78	50	28.98	25	1.09	900	285.021	1000	234.184
24	Rajasthan	3000	3104.1	3200	3,249.05	2600	2528.27	150	104.39	2200	1855.66	3200	3255.379	1500	330.699
25	Sikkim	150	247.4	400	419.16	1000	351.92	800	68.22	153	156.96	300	141.122	537	215.334
26	Tamilnadu	800	883.2	1500	1611.36	2000	2166.86	1500	1065.92	844	871.27	2000	2063.166	1000	489.877
31	Telangana**	900	408.6	400	302.93	500	381.19	600	205.85	770	315.39	1150	630.831	1500	378.678
27	Tripura	400	405.6	650	313.14	500	169.08	450	85.20	250	108.80	255	171.623	400	46.004
28	Uttar Pradesh	3900	3095.3	4500	4106.46	1950	1688.27	1000	376.08	1700	710.72	5000	3368.441	5000	2349.78
29	Uttarakhand	1000	1989.3	1500	1839.11	2510	1756.27	2500	2036.50	3800	3364.68	2500	2067.171	1487	188.979
30	West Bengal	4100	2825.5	3500	3213.11	5000	5111.22	2600	2180.04	3000	2178.96	650	525.964	1200	62.134
32	Ladakh (UT)*	0	49.7	0	44.34	0	63.09	0	150.73	85	86.23	150	109.234	197	98.6
	Total:	48,812	47,425.99	51,000	48,673.68	57,700	49,008.47	50,097	27,300.93	46,164	36,674.48	50,000	41,969.46	47,171	11,360.66

Habitations target and Achievement

(In Nos.)

Sno.	State	2009-10		2010-11		2011-12		2012-13		2013-14		2014-15		2015-16		2016-17	
		Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations
1	Andhra Pradesh	190	80	200	291	75	119	27	32	34	0	20	394	65	104	150	70
2	Arunachal Pradesh	30	19	10	38	20	40	7	24	4	16	14	1	26	31	40	1
3	Assam	1350	1046	400	696	500	444	237	356	160	257	228	284	338	179	500	294
4	Bihar	4500	902	910	1551	1350	2447	1287	2616	930	1225	1590	2158	2311	2102	3,920	4,174
5	Chhattisgarh	840	1200	124	335	40	291	282	221	235	896	165	975	975	521	750	270
6	Goa	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
7	Gujarat	175	243	100	242	50	173	16	68	42	375	52	82	59	34	26	11
8	Haryana	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
9	Himachal Pradesh	250	66	75	35	25	46	70	0	40	0	35	85	78	37	120	106
10	Jammu & Kashmir	350	366	75	108	25	201	104	178	100	143	50	108	130	53	120	250
11	Jharkhand	1100	408	400	1059	300	459	397	759	340	362	330	769	910	749	1,950	1031
12	Karnataka	0	0	0	0	0	0	0	0	0	0	0	6	0	1	0	6
13	Kerala	15	35	6	7	20	8	10	3	6	5	7	5	11	5	19	7
14	Madhya Pradesh	504	1027	400	618	400	776	241	645	400	411	495	1278	1560	1087	2,450	1079
15	Maharashtra	40	30	15	0	20	48	11	58	15	0	10	33	90	71	100	28
16	Manipur	45	29	40	35	20	63	20	52	15	67	10	32	26	33	40	26
17	Meghalaya	10	23	15	8	10	6	9	9	5	14	15	11	20	22	45	22
18	Mizoram	40	16	25	35	10	4	4	5	2	18	5	1	6	2	5	0
19	Nagaland	12	15	10	9	5	6	0	0	1	0	1	0	6	0	0	0
20	Odisha	1500	367	450	971	400	574	490	435	400	700	542	1287	1430	1065	2,050	1685
21	Punjab	0	0	0	0	5	0	2	1	2	6	0	0	0	0	0	0
22	Rajasthan	40	79	25	35	75	20	195	607	184	579	302	1254	1053	798	1,100	1070
23	Sikkim	55	27	25	18	40	24	17	25	10	19	5	13	13	48	20	3
24	Tamil Nadu	2	6	10	2	10	9	1	0	5	0	0	14	20	0	10	9
25	Telangana	0	0	0	0	0	0	0	0	0	0	0	0	45	62	100	6
26	Tripura	280	383	75	260	75	201	46	110	20	85	50	78	10	57	60	18
27	Uttar Pradesh	320	436	150	228	75	55	102	0	130	0	120	0	104	99	150	147
28	Uttarakhand	80	159	60	120	50	68	50	24	30	26	42	71	91	91	225	166
29	West Bengal	1272	914	400	883	400	455	375	636	390	1356	600	1860	800	407	1,050	1162
Grand Total		13000	7877	4000	7584	4000	6537	4000	6864	3500	6560	4688	10799	10177	7658	15000	11641

Habitations target and Achievement

S.No.	State	2017-18		2018-19		2019-20		2020-21		2021-22		2022-23 (26.09.2022)	
		Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations	Target Habitations	Connected Habitations
1	Andaman And Nicobar Islands (UT)	0	0	0	0	7	0	7	6	1	0	1	0
2	Andhra Pradesh	100	32	100	73	45	65	77	43	70	43	40	8
3	Arunachal Pradesh	25	26	50	70	204	21	42	14	79	29	84	11
4	Assam	600	318	2780	1638	2740	1681	850	837	81	73	44	2
5	Bihar	3800	3408	4020	2748	2095	511	700	468	500	300	438	61
6	Chhattisgarh	640	404	800	481	640	518	353	205	316	89	389	53
7	Goa	0	0	0	0	0	0	0	0	0	0	0	0
8	Gujarat	10	11	10	9	0	0	1	1	0	0	0	0
9	Haryana	0	0	0	0	0	0	0	0	0	0	0	0
10	Himachal Pradesh	220	57	150	83	115	94	100	90	67	62	96	18
11	Jammu And Kashmir	400	140	520	216	467	146	177	119	141	114	73	11
12	Jharkhand	1700	1709	1700	1683	798	278	47	46	23	8	0	0
13	Karnataka	0	0	0	0	0	2	0	0	0	0	0	0
14	Kerala	3	16	12	16	2	0	0	0	2	0	2	0
15	Madhya Pradesh	2600	1642	980	671	250	194	106	92	11	16	27	4
16	Maharashtra	40	34	60	49	130	29	20	28	16	6	12	4
17	Manipur	85	58	110	63	101	23	22	18	31	10	46	4
18	Meghalaya	60	48	200	42	227	29	65	7	140	47	172	17
19	Mizoram	24	0	35	0	68	2	50	64	12	11	1	0
20	Nagaland	0	0	11	2	12	0	8	0	14	1	13	0
21	Odisha	2100	1778	2000	1672	1098	256	317	269	256	208	118	32
22	Pondicherry (UT)	0	0	0	0	0	0	0	0	0	0	0	0
23	Punjab	0	0	0	0	0	0	0	0	0	0	0	0
24	Rajasthan	800	761	40	10	0	19	6	6	0	2	0	0
25	Sikkim	35	4	70	52	35	4	6	5	13	11	7	2
26	Tamilnadu	3	0	3	0	3	0	0	0	0	0	0	0
27	Tripura	100	38	45	31	87	12	63	30	33	13	49	1
28	Uttar Pradesh	300	35	4	5	0	0	2	2	1	0	1	0
29	Uttarakhand	300	207	300	202	507	154	150	144	165	150	55	13
30	West Bengal	1000	784	900	545	0	81	79	67	50	23	65	3
31	Telangana	55	10	100	63	90	28	25	27	2	0	2	1
32	Ladakh (UT)	0	13	0	5	0	2	0	0	1	0	1	0
	Grand Total	15000	11533	15000	10429	9721	4149	3,273	2,588	2025	1216	1736	245

CHAPTER III

PMGSY-I – An Insight

A. Objectives

3.1 PMGSY: Government of India, as the part of poverty reduction strategy, launched the Pradhan Mantri Gram Sadak Yojana (PMGSY-I) on 25th December, 2000 as a Centrally Sponsored Scheme to assist the States through “Rural Roads”.

3.2 The primary objective of the PMGSY was to provide connectivity, by way of an all-weather road with necessary culverts and cross-drainage structures, which is operable throughout the year, to eligible unconnected habitations in rural areas. Habitations with a population of 500+ in plain areas and 250+ in North-Eastern and Himalayan States, Desert areas, Tribal (Schedule V) areas and selected tribal and backward districts as identified by the Ministry of Home Affairs/ Planning Commission as per Census, 2001 were to be covered under the scheme, so that these habitations can have access to basic health services, education and markets for their produce. In the critical Left Wing Extremism (LWE) affected blocks (as identified by MHA), additional relaxation has been given to connect habitations with population of 100+ (Census 2001). The scheme had also an element of upgradation (to prescribed standards) of existing rural roads in districts where all the eligible habitations of the designated population size have been saturated with all weather road connectivity, though this objective was not central to the scheme (PMGSY-I).

B. Achievements

Habitation connectivity status of 250+, 500+ & 1000+ Habitations as on 25th October, 2022

S. No.	State /UTs	Total Eligible Unconnected Habitations	Total Cleared Habitations under PMGSY	Connected Habitations through PMGSY
1	Andaman and Nicobar Islands	7	7	6
2	Andhra Pradesh	1,636	1,234	1,224
3	Arunachal Pradesh	642	641	592
4	Assam	15,321	13,721	13,704

S. No.	State /UTs	Total Eligible Unconnected Habitations	Total Cleared Habitations under PMGSY	Connected Habitations through PMGSY
5	Bihar	34,586	30,016	29,753
6	Chhattisgarh	10,638	9,736	9,587
7	Goa	15	0	0
8	Gujarat	3,387	3,048	3,048
9	Haryana	1	1	1
10	Himachal Pradesh	3,554	2,563	2,502
11	Jammu and Kashmir	2,419	2,141	2,095
12	Jharkhand	11,469	9,541	9,541
13	Karnataka	423	296	296
14	Kerala	434	404	402
15	Madhya Pradesh	19,448	17,529	17,513
16	Maharashtra	1,950	1,347	1,339
17	Manipur	667	652	615
18	Meghalaya	771	602	476
19	Mizoram	256	232	231
20	Nagaland	116	109	98
21	Odisha	16,488	15,327	15,298
22	Punjab	535	389	389
23	Rajasthan	16,450	15,976	15,976
24	Sikkim	359	350	346
25	Tamil Nadu	2,013	1,985	1,985
26	Tripura	2,071	2,005	1,959
27	Uttar Pradesh	14,804	11,749	11,748
28	Uttarakhand	2,658	1,867	1,826
29	West Bengal	14,221	13,155	13,104
30	Telangana	767	595	595
31	Ladakh	78	65	64
Total		1,78,184	1,57,284	1,56,313

Habitation Connectivity status under 100-249 category as on 25th October, 2022

S.N.	State Name	Total Cleared Habitations	Total Connected Habitations
1	Andhra Pradesh	202	184
2	Bihar	1,426	1,393
3	Chhattisgarh	1,188	1,001
4	Jharkhand	1,398	1,398

S.N.	State Name	Total Cleared Habitations	Total Connected Habitations
5	Madhya Pradesh	12	5
6	Maharashtra	74	74
7	Odisha	1,695	1,662
8	West Bengal	150	148
9	Telangana	109	108
Total		6,254	5,973

Status of Implementation of PMGSY-I as on 25th October, 2022

S. No	States/UTs	No of Road works Sanctioned	Road Length Sanctioned (km)	No of Bridge Works Sanctioned	No of Road Works Completed	Road Length Completed (km)	No of Bridge Works Completed
1	Andaman And Nicobar	67	103	0	25	49	0
2	Andhra Pradesh	4,439	13,769	255	4,415	13,221	247
3	Arunachal Pradesh	1,308	13,833	230	1,175	12,597	165
4	Assam	8,365	26,943	1,333	8,252	26,719	1,247
5	Bihar	17,565	55,138	1,212	17,305	52,558	1,089
6	Chhattisgarh	7,825	34,672	346	7,533	32,484	340
7	Goa	70	156	0	70	155	0
8	Gujarat	4,413	11,535	48	4,413	11,397	48
9	Haryana	426	4,572	0	426	4,565	0
10	Himachal Pradesh	3,466	20,603	103	3,274	19,567	93
11	Jammu And Kashmir	3,094	18,374	232	2,609	17,120	165
12	Jharkhand	7,237	25,547	499	7,171	24,754	471
13	Karnataka	3,277	16,359	36	3,277	16,357	36
14	Kerala	1,374	3,308	1	1,356	3,219	1
15	Ladakh	129	1,128	2	113	933	2
16	Madhya Pradesh	18,950	75,945	658	18,925	72,917	605
17	Maharashtra	5,610	24,783	685	5,592	24,145	666
18	Manipur	1,858	11,348	208	1,661	10,264	114
19	Meghalaya	1,080	4,265	100	912	3,653	68

S. No	States/UTs	No of Road works Sanctioned	Road Length Sanctioned (km)	No of Bridge Works Sanctioned	No of Road Works Completed	Road Length Completed (km)	No of Bridge Works Completed
20	Mizoram	345	4,288	0	295	4,175	0
21	Nagaland	343	4,154	48	320	4,069	40
22	Odisha	15,826	61,122	525	15,766	58,561	490
23	Punjab	1,050	6,937	0	1,050	6,912	0
24	Rajasthan	16,804	66,046	26	16,804	63,773	25
25	Sikkim	961	4,795	99	864	4,467	50
26	Tamil Nadu	7,678	16,320	97	7,678	16,168	97
27	Telangana	2,924	10,192	284	2,894	9,826	275
28	Tripura	1,361	4,931	64	1,308	4,559	53
29	Uttar Pradesh	17,577	50,332	0	17,575	49,427	0
30	Uttarakhand	2,300	19,377	362	2,008	18,248	164
31	West Bengal	7,002	34,524	36	6,892	33,969	30
Total		1,64,724	6,45,400	7,489	1,61,958	6,20,828	6,581

CHAPTER IV

PMGSY II – An Insight

A. Objectives

4.1 As the programme (PMGSY-I) unfolded, a need was felt for consolidation of the existing Rural Road Network to improve its efficiency not only as a provider of transportation services, but also as a vehicle of social and economic development. Accordingly, in the year 2013, PMGSY-II was launched for upgradation of selected Through Routes and Major Rural Links (MRLs) with a target to upgrade 50,000 km in various States and Union Territories.

4.2 PMGSY-II was aimed to make rural road connectivity a vehicle of social and economic development. PMGSY-III was launched to connect Gramin Agricultural Markets, higher secondary schools and hospitals. On being asked to elaborate further on the additional features of PMGSY – II and III, the DoRD in their written note replied:-

“The objective of PMGSY-II was to consolidate the existing Rural Road Network to improve its overall efficiency as a provider of transportation services for people, goods and services. Whereas, PMGSY-III was launched with an objective to upgrade 1,25,000 km Through Routes and Major Rural Links to connect habitations to Gramin Agricultural Markets, Higher Secondary Schools and Hospitals among the others to facilitate easy and faster movements to and from the food processing centres, Mandi and other farmer related enterprises to improve better access to education centres, better school attendance at higher level of education and for providing affordable and easily available health facilities to the rural population.”

B. Current Status

Status of implementation of PMGSY-II as on 25th October, 2022

S. No	States/UTs	No of Road works Sanctioned	Road Length Sanctioned(km)	No of Bridge Works Sanctioned	No of Road Works Completed	Road Length Completed (km)	No of Bridge Works Completed
1	Andaman And Nicobar	48	97	0	0	0	0
2	Andhra Pradesh	174	1,331	2	174	1,290	2
3	Arunachal Pradesh	80	551	7	74	509	7

S. No	States/UTs	No of Road works Sanctioned	Road Length Sanctioned(km)	No of Bridge Works Sanctioned	No of Road Works Completed	Road Length Completed (km)	No of Bridge Works Completed
4	Assam	250	1,721	65	217	1,714	45
5	Bihar	345	2,456	103	332	2,422	83
6	Chhattisgarh	179	2,241	0	179	2,201	0
7	Gujarat	109	1,180	40	109	1,172	40
8	Haryana	88	1,042	18	88	1,016	18
9	Himachal Pradesh	112	1,251	1	82	1,151	1
10	Jammu And Kashmir	121	680	7	87	651	4
11	Jharkhand	165	1,642	6	165	1,633	5
12	Karnataka	314	2,241	11	314	2,218	11
13	Kerala	149	583	3	137	548	1
14	Ladakh	13	79	1	11	78	1
15	Madhya Pradesh	374	4,984	245	368	4,884	234
16	Maharashtra	385	2,619	108	384	2,586	108
17	Manipur	55	325	3	27	240	1
18	Meghalaya	94	490	12	56	377	1
19	Mizoram	6	194	0	1	63	0
20	Nagaland	13	228	5	1	89	2
21	Odisha	636	3,672	30	631	3,648	29
22	Pondicherry	45	106	0	0	13	0
23	Punjab	123	1,343	7	123	1,331	7
24	Rajasthan	401	3,464	6	401	3,469	6
25	Sikkim	34	121	0	16	109	0
26	Tamilnadu	860	2,940	34	860	2,936	34
27	Telangana	114	944	17	114	896	17
28	Tripura	42	307	1	22	207	0
29	Uttar Pradesh	963	7,614	2	963	7,509	2
30	Uttarakhand	112	906	7	97	887	0
31	West Bengal	291	2,518	22	280	2,466	8
Total		6,695	49,873	763	6,313	48,311	667

C. Reasons for Delay in PMGSY I & II

4.3 The sunset date for completion of PMGSY-I was March, 2019. The PMGSY-II and RCPLWEA were targeted for completion by March, 2020. However, since large no. of projects sanctioned under these interventions were pending in some of States, with the

approval of CCEA, the timeline for completion of PMGSY-I & II was extended till September 2022.

4.4 While implementing PMGSY-I & II scheme in the States/UTs, several challenges like issues of land acquisition, forest clearance, poor contracting capacity of States, lack of response to tenders, law and order issues, financial capability of States to release funds, execution capacity of States/ SRRDAs came in the way which impacted the overall progress of the scheme in general. For North-Eastern and hill States, some additional issues like adverse climatic conditions, tough terrain, short working season etc. also came in the way which compounded the challenges.

CHAPTER V

Road Connectivity Project for Left Wing Extremism Areas (RCPLWEA)

A. Need for the Component

5.1 RCPLWEA was launched in the year 2016 with the approval of the CCEA with an aim to improve the road connectivity in 44 worst affected LWE districts and some adjoining districts in 9 States, viz. Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Telangana and Uttar Pradesh. The scheme has twin objectives of enabling smooth and seamless anti-LWE operations by the security forces and also ensuring socio-economic development of the area. The duration for the implementation of the project was 4 years from 2016-17 to 2019-20.

B. Target and Funding

5.2 Against the originally envisaged allocated length of 5,411.81 Km, total feasible length of 5,149 km (345 roads and 226 Long Span Bridges) were sanctioned at the cost of Rs 5,324 crore in the first phase, leading to a saving of Rs 6,401 crore. On account of the savings, Ministry of Home Affairs further recommended 6,043 km at the tentative cost of Rs. 6849 crore in December 2018, against which 4,118 km (549 roads and 165 LSBs) have been sanctioned at the cost of Rs 3,523 crore. Thus, a total of 894 roads of 9,267 km length and 391 bridges (LSBs) have been sanctioned to the nine implementing States at an outlay of Rs 8,847 crore under Phase-I & II.

5.3 The Ministry of Home Affairs has in the month of June, 2020 recommended additional proposals of 348 roads of 2,024 Km and 30 LSBs for the States of Bihar, Chhattisgarh, Jharkhand and Telangana. All these proposals have been sanctioned. Thus, a total of 12,076 Km road length has been sanctioned under the Scheme and 6,495 Km completed as on 25th October, 2022 as per the details given in Annexure-V.

5.4 Ministry of Home Affairs, on 13th October 2021, has further recommended additional proposals of 141 roads of 1,028 km and 17 LSBs for the States of Madhya Pradesh, Chhattisgarh, Bihar & Jharkhand. All proposals have been sanctioned except that of Maharashtra and Madhya Pradesh.

C. Progress

Status of Implementation of RCPLWEA as on 25th October, 2022

S. No	States/UTs	No of Road works Sanctioned	Road Length Sanctioned (km)	No of Bridge Works Sanctioned	No of Road Works Completed	Road Length Completed (km)	No of Bridge Works Completed
1	Andhra Pradesh	194	1,558	45	119	916	12
2	Bihar	153	1,981	82	80	1,409	42
3	Chhattisgarh	386	3,094	88	170	1,693	7
4	Jharkhand	303	2,408	207	71	1,162	66
5	Madhya Pradesh	34	322	14	3	49	14
6	Maharashtra	46	620	108	14	247	67
7	Odisha	52	529	2	25	371	0
8	Telangana	146	1,024	112	3	301	19
9	Uttar Pradesh	25	541	11	17	346	3
Total		1,339	12,076	669	502	6,495	230

D. Delay in Completion

5.5 According to the Ministry, the works under RCPLWEA have not progressed as per plan mainly due to law and order situation, forest clearance issues and many times, non-availability of contractors in the States implementing RCPLWEA and with the approval of CCEA, the timeline for completion of RCPLWEA was extended till 31st March 2023.

CHAPTER VI

PMGSY - III

A. Objectives & Criterion

The Gol has targeted to cover 1.25 lakh km with an expenditure of about Rs. 80,250 Crore for the country under PMGSY-III. PMGSY-III heavily relies on technology for planning and selection of roads. The initial survey of rural facilities is conducted through the GEO-PMGSY app where geo-tagged photographs of facilities such as schools, hospitals are captured. The facilities data combined with the GIS based DRRP is then used to create "Trace Maps" which highlight routes which are commonly used by villages to access their basic necessities of agriculture, health, education and administration.

B. Progress so far

State-wise Allocation under PMGSY-III

S. No.	States/ UTs	Proposed Length under PMGSY-III (in km)
1	Andhra Pradesh	3,285
2	Arunachal Pradesh	1,375
3	Assam	4,325
4	Bihar	6,162.5
5	Chhattisgarh	5,612.5
6	Goa	62.5
7	Gujarat	3,012.5
8	Haryana	2,500
9	Himachal Pradesh	3,125
10	Jammu & Kashmir	1,750
11	Jharkhand	4,125
12	Karnataka	5,612.5
13	Kerala	1,425
14	Madhya Pradesh	12,362.5
15	Maharashtra	6,550
16	Manipur	812.5
17	Meghalaya	1,225
18	Mizoram	487.5

S. No.	States/ UTs	Proposed Length under PMGSY-III (in km)
19	Nagaland	562.5
20	Odisha	9,400
21	Punjab	3,362.5
22	Rajasthan	8,662.5
23	Sikkim	287.5
24	Tamil Nadu	7375
25	Telangana	2,427.5
26	Tripura	775
27	Uttarakhand	2,287.5
28	Uttar Pradesh	18,937.5
29	West Bengal	6,287.5
30	Ladakh	500
31	Andaman & Nicobar Islands	200
32	Puducherry	125
Total		1,25,000

Status of Sanction & Completion under PMGSY-III as on 25th October, 2022

S. No	States/UTs	No of Road works Sanctioned	Road Length Sanctioned (km)	No of Bridge Works Sanctioned	No of Road Works Completed	Road Length Completed (km)	No of Bridge Works Completed
1	Andhra Pradesh	299	2,314	2	173	1,381	0
2	Assam	584	3,756	56	207	2,292	0
3	Bihar	449	3,562	123	1	35	0
4	Chhattisgarh	534	5,606	27	392	5,507	6
5	Gujarat	304	3,015	0	140	1,685	0
6	Haryana	259	2,496	0	174	1,821	0
7	Himachal Pradesh	45	440	0	0	0	0
8	Jammu And Kashmir	155	1,272	0	0	0	0
9	Jharkhand	108	979	0	0	54	0
10	Karnataka	791	5,378	101	377	3,826	47
11	Kerala	143	686	0	6	61	0
12	Madhya Pradesh	1,077	12,365	606	483	8,577	158

S. No	States/UTs	No of Road works Sanctioned	Road Length Sanctioned (km)	No of Bridge Works Sanctioned	No of Road Works Completed	Road Length Completed (km)	No of Bridge Works Completed
13	Maharashtra	430	2,926	0	1	54	0
14	Odisha	1,412	9,426	92	212	3,089	0
15	Punjab	206	2,084	16	23	533	0
16	Rajasthan	643	6,156	6	536	5,487	2
17	Tamil Nadu	1,155	4,452	0	789	2,965	0
18	Telangana	356	2,396	100	72	1,061	0
19	Tripura	32	232	0	0	0	0
20	Uttar Pradesh	2,521	18,685	4	738	5,713	4
Total		11,503	88,227	1,133	4,324	44,142	217

CHAPTER – VII

QUALITY OF ROADS UNDER PMGSY

7.1 PMGSY envisages a three tier Quality Assurance Mechanism to ensure quality of road works during construction. The first two tiers of the structure are the responsibility of the respective State Governments and under the third tier, NRIDA engages independent National Quality Monitors (NQMs) for inspections at random, of the road works under the programme.

Ensuring the quality of road works is primarily the responsibility of the State Governments who are implementing the programme. NRIDA has issued general guidelines and prescribed quality assurance hand books to regulate the quality control process at works level. Guidelines have also been issued for inspections of works by independent monitors under the second and third tier of the quality assurance mechanism.

7.2 Under the first tier of quality control mechanism, the quality standards are enforced through in-house mechanism by establishing field laboratories and carrying out mandatory tests. In addition, to augment the field laboratories for non-frequent tests, State and district laboratories have been promoted in all States. As per the Programme Guidelines, a site quality control laboratory has to be set up by the contractor for each package. Payments are not made to the contractors unless quality control laboratory has been set up.

7.3 Under the second tier, independent monitoring of quality at the State level has been prescribed under the control of SRRDA. The SRRDA is required to monitor the quality of works by deploying State Quality Monitors (SQMs), independent of the implementing units and upload the abstract of quality grading along with photographs in OMMAS. These quality monitors check the establishment of field laboratories also. As per guidelines, each road work is inspected by the State Quality Monitors at three different stages. The first two inspections of every work should be carried out during the execution of work spaced at least three months apart and the last inspection should be carried out on the completion of every work, as soon as possible but preferably within 4

months of completion of the work. The number of SQM inspections during last 4 years and the current year is as indicated below:-

Year	No. of SQM Inspections
2018-19	37,581
2019-20	36,492
2020-21	27,826
2021-22	59,328
2022-23 (as on 26 th October 2022)	29,693

7.4 The third tier of the quality mechanism is an independent monitoring system at the central level. Under this tier, retired senior engineers termed as National Quality Monitors (NQMs) are engaged for inspections of road works. Works for inspection are selected at random. The basic objective of this tier is to identify generic issues in quality assurance mechanism of the State. Also these provide on-site guidance to field staff for better understanding of specifications and good construction practices. The number of NQM inspections during the last 4 years and the current year is as indicated below:-

Year	No. of NQM Inspections
2018-19	9,356
2019-20	8,989
2020-21	2,653
2021-22	9,421
2022-23 (as on 26 th October 2022)	4,190

7.5 The NQM grades the work inspected in three categories viz. Satisfactory(S), Satisfactory Requiring Improvement (SRI) and Unsatisfactory (U). The States are required to send Action Taken Reports (ATRs) in respect of works graded as 'Satisfactory Requiring Improvement' and 'Unsatisfactory' by the NQMs during their field inspections. These ATRs are further processed at NRIDA and a decision about grade improvement is taken based on documentary proof including photographs of road work and recommendation of the SRRDA. The entire exercise of submission of ATRs by the States and taking of action on these ATRs has now been facilitated in the form of an "online process" on OMMAS.

7.6 On being asked about the functioning of SQMs, their periodic monitoring and accountability of negligence, if any, the Department of Rural Development replied in their written note as produced below:-

“State Quality Monitors (SQMs), who are appointed by the respective States/UTs are responsible for 2nd tier of independent quality management. Their responsibility is to improve the quality of the road works by effective enforcement of quality mechanism. This includes ensuring that the 1st tier is properly functional, conducting independent quality tests to verify that the quality control system is achieving its intended objective, detecting systemic flaws in the quality control process and action to improve the process. The State Governments are responsible for quality management through operationalization of the first two tiers. Empanelment, de-empanelment, performance evaluation & functioning of SQMs are subject of State Government under second tier of quality inspection. In this regard, NRIDA has circulated Guidelines for Empanelment & Performance Evaluation of State Quality Monitors (SQMs) dated 20th Oct 2020. Strict vigil is being maintained on SQMs reports by the Ministry and where there is inconsistency in report of SQMs and NQMs, States are told to keep a watch on such cases/SQMs and de-empanel them if they are found to be not doing the inspection works properly.

Analysis on gradings given by each SQMs is done in the Ministry. Analysis of SQMs is brought to the notice of concerned States/ UTs and the same is also discussed during Pre-EC and EC meetings. States are asked to keep vigil on work of SQMs, and take necessary action.

Further, in order to ensure that, quality of the roads constructed under PMGSY is not compromised, intensity of SQM inspections has been increased and it has been decided that every 5 km section length of each road will be inspected separately. In year 2021-22, 59,328 SQM inspections and 9,421 NQM inspections have been conducted, which are highest ever achieved in PMGSY since beginning.”

7.7 On being enquired about the modalities for the visit of National Quality Monitors (NQM) on the project sites and whether any penal action is undertaken, if required, in the 9500 NQM inspections reported, the Department in their written note have stated as under:-

“NQMs are deputed every month to 02 districts of different States and inspecting around 10 works in each district where priority of inspections is given to ongoing works followed by completed works and then maintenance works. The Schedule of inspection for NQMs is auto generated through OMMAS based on the progress of work. NQM guidelines have been issued to all the NQMs to perform field tests to check the overall quality of roads, make visual observations of the road and to guide/ train the PIU staff and contractor engineers to construct the road

efficiently. During 2021-22, out of 9,421 NQM inspections, 896 inspections reported unsatisfactory/ requiring improvement by NQMs, and out of them defects in 746 works have been rectified by the States/ UTs and have been re-graded. ATRs of 150 such works are yet to be received from States. In the year 2021-22, out of total NQM inspections conducted for completed works, 85% of the works have been graded satisfactory, 8% have been graded as Satisfactory requiring improvement and 7% have been graded as unsatisfactory. Of the NQM inspections conducted for ongoing works, 90% of the works have been graded as satisfactory, 6% have been graded as satisfactory requiring improvement and 4% have been graded as unsatisfactory. Of the NQM inspections conducted for maintenance works, 69% have been graded as satisfactory, 8% have been graded as satisfactory requiring improvement and 23% have been graded as unsatisfactory.”

7.8 A practical aspect associated with the construction of roads under PMGSY is that of non-availability or minimum availability of earthen land adjacent to roads on either sides (flanks) which causes extreme trouble to pedestrians, bicyclists and two-wheeler riders. So, there are suggestions that there should be at least two to three feet flanks on either side of the roads so that the roads last longer and commuting is easier and safe. When asked about the steps envisaged to build flanks on either side of PMGSY roads and the budgetary allocation made for this purpose and also to provide details for the last three years, the Department in their written replies stated as below:-

“Flanks/ shoulders are provided while constructing PMGSY roads. Requirement of shoulders is a mandatory clause of IRC:SP:72-2015. Generally, earthen/ hard shoulder requirement is fulfilled for construction of PMGSY road (clause 9.2 of IRC:SP:72-2015). These provisions is included in DPRs while sending the proposals for sanction of new roads under PMGSY-III which is currently in operation. Ministry ensure that request for widening of roads are ensured only when there are adequate availability of lands on both sides of roads including for shoulders.”

7.9 There is also a practical problem associated with difference in heights of rural roads and the arterial road connecting the villages wherein the difference in road levels are also a source of accidents. On being asked about any rectification measure proposed in this regard and to highlight the provisional aspects in this context, the Department replied in their written note as below:-

“While constructing such roads adequate level is maintained where there is level difference between main roads and low volume rural roads. In

order to avoid accidents appropriate road signs are also provided at such crossings.”

GRADING OF ROADS

7.10 During the course of evidence held in June, 2022, the representative of the Department of Rural Development deposed the following while making a presentation before the Committee:-

“You can see there are two lines. The yellow one shows the satisfactory completion of the on-going works based on NQM inspections. The yellow ones are for the completed works and the green ones are for the on-going works. So, we inspect both completed as well as the on-going works. So, the quality of NQM inspection reports has been getting better with each passing financial year.

We have unsatisfactory grading of incomplete works. Wherever faults have been found out, we have actually marked them as red States where the works have not been up to the mark. There is a certain national parameter. National average is taken as 7.51. Based on that average, we segregate the States which are satisfactory, which are okay, and which are not satisfactory. The red ones include all the hill States.”

7.11 During the course of evidence held in November, 2022, the Secretary, DoRD further Stated in this regard before the Committee:-

“The Committee is very right to expect excellent quality of implementation. But we are saying that we are trying to earn the quality that is passable at the moment and gradually we are moving towards improvement of quality.”

CHAPTER – VIII

Maintenance of Roads under PMGSY

8.1 PMGSY roads are constructed by the State Governments with a design life of at least 10 years. As per PMGSY guidelines, maintenance of roads constructed under the programme is the responsibility of the State Governments. All PMGSY road works are covered by initial five year maintenance contracts to be entered into along with the construction contract, with the same contractor, as per the Standard Bidding Document. Maintenance funds to service the contract are required to be budgeted by the State Governments and placed at the disposal of the State Rural Roads Development Agencies (SRRDAs) in a separate maintenance account. On expiry of this 5 year post construction maintenance, PMGSY roads are required to be placed under Zonal maintenance contracts consisting of 5 year maintenance including renewal as per cycle, from time to time.

8.2 NRIDA in collaboration with ILO has prepared a Policy Framework for the development of rural roads maintenance policy. The Policy Framework along with a Guidance Note for the States has been shared with the States since Rural Roads Maintenance Policy needs to get adopted and notified at State level. All the States except UT of Puducherry and Andaman & Nicobar have notified Rural Road Maintenance Policy.

8.3 During the course of evidence held in June, 2022, the representative of the Department of Rural Development stated the following:-

“As regards maintenance, each PMGSY road has five years routine maintenance period as part of the construction agreement with same contractor. If a road has been made and if there is some defect within five years, then as per the defect liability the contractor will have to bear the funds. With PMGSY-III, we have 5 + 5 contracts including periodic renewal. So, we are trying to really stretch the Defect Liability Period so that the contractors are held responsible for it and they ensure that the quality is good. All States have a Maintenance Policy because the maintenance of the PMGSY is the role of the State Government.”

8.4 The Secretary interceded with the following:-

“This is the total stock of the roads under the PMGSY. Of the total roads built till now, 3,30,000 km. are roads that have crossed 10 years; within the Defect Liability Period is about 1,77,000 km.; and those roads which have not completed the design life but completed the Defect Liability Period is 1,58,000 km. These are the three buckets in which we divide the roads. So, in the DLP, maintenance funds are provided by the State as per commitment. In the post-DLP, but pre-design life period at least in the PMGSY-III we are insisting that the State Governments enter into an MoU with the Central Government committing thereby to fund not only a renewal, but also routine maintenance throughout the 10-year design life period. On the right, the Payment Condition Index (PCI) of the roads have been shown. Since we have data only of about 2,25,000 km., so taking that as are presentative sample we will see that about 60 per cent roads are in fair to excellent conditions, and in the poor and very poor category we have about 41per cent of the total roads. This is largely because the State Governments are not providing adequate funds for the maintenance.”

8.5 The representative of the Department further deposed:-

“Maintenance financing is an issue. We have a total of 1,66,999 km of roads which are under five-year routine maintenance under different liability period. States are providing funds for routine maintenance for DLP. Requirement of funds under DLP for the period from FY2016-17 to 2021-22, the requirement: 5,173 crore and the expenditure areRs.3,175 crore. A representation has been made to 15th Finance Commission to provide funds for maintenance to States because States are finding it to pay the money from their kitty. However, the Ministry of Finance has stated as under in the Explanatory Memorandum tabled in the Parliament, it says, "Government will give due consideration to sectors identified by the Commission while formulating and implementing existing and new Centrally Sponsored and Central Sector Schemes.

Here, you can see the expenditure on DLP maintenance. The red one shows the amount required, and the yellow shows the amount spent. Due to constant persuasion and the efforts of the Ministry, the DLP expenditure is rising. We have been badgering and requesting to States to increase their DLP. You see the amount required is certainly more than the amount that has been disbursed by the States so far.”

8.6 It has, however, been observed that the State Governments are not making adequate provisions in their budget for maintenance of the rural roads constructed under PMGSY and as a result, the roads constructed with huge investment of public money get

deteriorated in the absence of the proper maintenance and require replacement/relaying with huge cost.

8.7 Regarding the status of the recommendations made by the 15th Finance Commission on provisioning of funds for maintenance of rural roads to the States for easing the burden on them, it has been Stated by Ministry of Finance that due consideration will be given to sectors identified by the Commission. On being asked to elaborate on the action being taken by the Ministry for persuading the Ministry of Finance regarding acceptance of the recommendations made by the Finance Commission, the DoRD in a written note submitted the following reply:-

“After recommendation of the 15th Finance Commission on provisioning of funds for maintenance of rural roads, this Ministry requested Ministry of Finance to accept the above recommendation of 15th Finance Commission. However, the Finance Ministry Stated in the Explanatory Memorandum tabled in the Parliament, that the Government will give due consideration to sectors identified by the Commission while formulating and implementing existing and new Centrally Sponsored and Central Sector Schemes. No further deliberations have taken place on this issue with MoF. However, due to constant persuasion and efforts of the Department the expenditure on DLP maintenance has been showing an increasing trend during the last three years and States are now focusing their attention towards release and expenditure of maintenance funds by the States, as it is their responsibility in the first place.”

8.8 The representative of the Department of Rural Development during the evidence in June '22 stated the following before the Committee:-

“Maintenance is an issue with the scheme, and you can see the unsatisfactory grading in terms of States and UTs is more in case of maintenance than in case of completed or ongoing works.”

8.9 **Implementation of eMARG**

Roads are being constructed, maintained & repaired as per the specification laid down in MoRD Specifications for Roads & Bridges published by IRC 2014. As a measure of further enhancing the focus on maintenance of roads during the defect liability period and also streamlining the delivery of routine maintenance of PMGSY roads, the Ministry has decided to implement the Electronic Maintenance of Rural Roads under PMGSY (eMARG) in all the States. eMARG, Electric Maintenance of Rural Roads, came into

operation on 1st February, 2019 as a simple yet an extremely effective solution to these problems.

8.10 On being asked to explain in detail the concept and functioning of eMARG and its usage particularly to streamline the projects of PMGSY, the Department of Rural Development have responded in their written replies as under:-

“As a measure of further enhancing the focus on maintenance of roads during the defect liability period and also streamlining the delivery of routine maintenance of PMGSY roads, Electric Maintenance of Rural Roads, was launched on 1st February, 2019 as a simple yet an extremely effective solution to these problems. Conceptualized on Performance Based Maintenance Contracts (PBMC), eMARG sets up a blue-print on how maintenance of infrastructure can be solved across government departments with smart IT & Contract Management. PBMC is a type of contract in which payment to the contractor is made based on the minimum condition of road, its cross drainage works and traffic assets that have to be met by him/her. Payments are based on how well the contractor manages to comply with the performance standards or service levels defined in the contract, and not on piece work.

eMARG is a GIS-based Enterprise e-Governance solution to aid and assist the officials, Contractors, Banks and general public. It is an end-to-end solution, which provides restricted role-based access via internet.”

8.11 Maintenance of roads post construction is a glaring issue nation-wide. In this context, based on the findings of Common Review Mission (CRM), DoRD were asked to elaborate about funds of States getting delayed for reasons of defects in the projects during the last 5 years in all the verticals of the PMGSY and the independent functioning of CRM, the Department of Rural Development replied in their written note as under:-

“Whatever deficiencies are brought out in the report of CRM, the same are shared with respective State Governments for taking corrective action and sending action taken report to the Ministry. Ministry monitors this scrupulously. Funds are not withheld on account of any findings either from CRM or any other agency. CRM is fully independent body, which is not governed by any agency or authority. Hence, its independent functioning is assured.

Further, pushing all the eligible works on eMarg and release of maintenance fund requirement (50% for fund release after May and 100% for fund release after November) have been made mandatory for release of 2nd installment of programme funds under PMGSY. Due to constant persuasion and efforts of the Ministry, DLP expenditure has been on an increasing trend during the last three years.”

8.12 The Department of Rural Development were also asked to elaborate upon the provision and implementation of the 'Defect liability' clause with the contractors and to explain the penal provisions also, to which they have responded in their written replies as under:-

“As per the Programme Guidelines of Pradhan Mantri Gram Sadak Yojana (PMGSY), maintenance of roads constructed under the programme is the responsibility of the State Governments and all road works are covered by initial five year maintenance (Defect Liability Period) contracts to be entered into along with the construction contract, with the same contractor, as per the Standard Bidding Document. Maintenance funds to service the contract are required to be budgeted by the State Governments and placed at the disposal of the State Rural Roads Development Agencies (SRRDAs) in a separate maintenance account.

Standard Bidding Document issued by NRIDA, which is mandatorily to be followed by every State/UT provide for imposition of penalty to contractors who have not executed the projects as per the terms & conditions of SBD which also provides for maintenance under DLP. The penalizing provision for non-compliance of routine maintenance of works is as under:-

“If the Routine Maintenance part of the contract is not carried out by the Contractor as per this Contract, the Employer will be free to get the Routine Maintenance work carried out from another source and the amount required for this work will be recovered from the amount of Performance Security available with the Employer and/ or from any amounts of the Contractor whatever is due along with additional 20 percent amount as penalty.”

8.13 The Department were further enquired about the 5+5 contracts including periodic renewal in PMGSY-III, on which they have stated in their written replies as under:-

“All road works sanctioned under PMGSY are covered by initial five year maintenance (Defect Liability Period) contracts to be entered into along with the construction contract, with the same contractor, as per the Standard Bidding Document. Maintenance funds to service the contract are required to be budgeted by the State Governments and placed at the disposal of the State Rural Roads Development Agencies (SRRDAs) in a separate maintenance account. On expiry of the 5 year post construction maintenance, PMGSY roads are required to be placed under Zonal maintenance contracts consisting of 5 year maintenance including renewal as per maintenance cycle, from time to time, which are also financed by the State governments. This is called 5+5 contracts including periodic renewal. In this regard, in terms of the programme guidelines of PMGSY-III, a MoU is being signed with respective State governments to the effect that,

adequate maintenance funds would be provided by them for maintaining the roads during DLP and post DLP (5+5).”

8.14 The Committee were curious to know as to how the States strictly monitor the maintenance policy of the roads post construction and who was responsible for the maintenance period post construction, the DoRD have replied in their written note as follows:-

“Although, maintenance of road works constructed under PMGSY is the responsibility of the States/UTs, the Ministry regularly encourages the concerned States/UTs to increase maintenance expenditure as per requirement. Further, the release of adequate maintenance fund by States has been made as a pre-condition for release of central share of the programme funds. While sanctioning new projects as well as during the various review meetings, the issue relating to provisioning of maintenance funds by States as well as their timely releases and expenditure are monitored. Also, all the data on maintenance are captured on OMMAS on real time basis, which help the Ministry in pin pointing the defaulting States and taking timely corrective actions.

Further, as a measure of further enhancing the focus on maintenance of roads during the defect liability period and also streamlining the delivery of routine maintenance of PMGSY roads, Electronic Maintenance of Rural Roads(eMARG), was launched on 1st February, 2019 as a simple yet an extremely effective solution to these problems. Conceptualized on Performance Based Maintenance Contracts (PBMC), eMARG sets up a blue-print on how maintenance of infrastructure can be solved across Government departments with smart IT & Contract Management. PBMC is a type of contract in which payment to the contractor is made based on the minimum condition of road, its cross drainage works and traffic assets that have to be met by him/her. Payments are based on how well the contractor manages to comply with the performance standards or service levels defined in the contract, and not on piece work.

All the States have on-boarded eMARG and routine inspections have been carried out on 39,633 roads through eMARG mobile app. So far, payment of Rs. 1,768 crore has been made through eMarg on 12,33,848 bills submitted by the contractors.”

8.15 The Secretary, DoRD, during the course of evidence held in June, 2022, on the aspect of maintenance stated the following before the Committee:-

“सर, आपने दूसरा इश्यू मेन्टेनेन्स का उठाया था कि इसके लिए हम क्या कर रहे हैं और कैसे उन प्रैक्टिसेस को इम्प्रूव किया जा सकता है, and whether the contractors can be punished for not maintaining the roads. सर, इसका एक

सिस्टमेटिक सॉल्यूशन यह निकाला गया है कि अब परफॉर्मेंस बेस्ड मेन्टेनेन्स कॉन्ट्रैक्ट्स बनायी गई हैं। उसमें सड़क की जो क्वालिटी है, उसके आधार पर उनका पेमेंट रिलीज होता है। नॉर्मली, जो पेमेंट रिलीज होती थी, उन्होंने कितना पैच किया, क्या रूटीन मेन्टेनेन्स का काम किया, उसकी क्वांटिटी के बेसिस पर किया जाता था। उसका कोई फोटोग्राफी या दूसरा एविडेन्स नहीं रखा जाता था। परफॉर्मेंस बेस्ड मेन्टेनेन्स कॉन्ट्रैक्ट, जिसको ई-मार्क भी कहते हैं। ई-मार्क के अंतर्गत सड़क के सेक्शंस के फोटोग्राफ्स लिए जाते हैं। वे फोटोग्राफ्स ऐप्स के माध्यम से पब्लिक डोमेन में किए जाते हैं। उनके बेसिस पर रोड की क्वालिटी निश्चित करके मेन्टेनेन्स पेमेंट रिलीज की जाती है। अगर मेन्टेनेन्स क्वालिटी मिट नहीं कर रहे हैं तो पेमेंट भी होल्ड किया जाता है।

सर, जो कॉन्ट्रैक्टर मेन्टेनेन्स नहीं करते हैं, उनको स्टेट गवर्नमेंट की तरफ से पनिश करने के लिए सफिसिएन्ट अथॉरिटीज़ जो स्टैंडर्ड विद डॉक्यूमेंट है। स्टेट की तरफ से इसमें कई बार, डिपार्टमेंट का जो वर्क कल्चर्स हैं, उनका भी प्रभाव पड़ता है।

मैं समझता हूँ कि स्टेट गवर्नमेंट्स भी काफी कीन है और मेन्टेनेन्स नहीं करने वालों पर भी एक्शन लेती है। अधिकतर जगहों पर जो लैक्स वर्क कल्चर है, उसके चलते मेन्टेनेन्स न किए जाने पर भी कॉन्ट्रैक्टरों को बहुत ज्यादा पनिश नहीं किया जाता है। इसके लिए आपने देखा होगा कि मेन्टेनेन्स में भी जो उनकी क्वालिटी है, उसकी भी हम मॉनिटरिंग कर रहे हैं। इसलिए, हमने आपको एक चार्ट दिखाया है कि हमारे नेशनल क्वालिटी मॉनिटर्स ने मेन्टेनेन्स पीरियड में सड़कों का इंस्पेक्शन किया तो किसी तरह की क्वालिटी पाई। अगर इंस्पेक्शंस 15 परसेंट तक खराब निकलें तो वह एक रिजनेबल क्वालिटी मानी जाती है। उससे ज्यादा होने पर क्वालिटी खराब मानी जाती है। कई स्टेट्स में, विशेष रूप से नॉर्थ-इस्टर्न स्टेट्स में यह लेवल काफी लो है।”

8.16 The Department of Rural Development were asked about the status of the representation made to the 15th Finance Commission regarding the provisioning of funds for maintenance to the States for easing of the burden on the States. In their reply, the DoRD have responded to this query as under:-

“15th Finance Commission considered the request of the Ministry and in its report recommended a grant of Rs. 27,539 crore for the maintenance of PMGSY roads for the years 2021-2026, out of which Rs. 14,743 crores is for the general States while Rs. 12,796 crore is for the NEH States. This amount was expected to cover roads that fall in the post-five year maintenance period. For the non-NEH States, the grant was pegged at 25% of the projects cost of maintenance.

Ministry of Rural Development requested Ministry of Finance to accept the above recommendation of 15th Finance Commission. However, the Finance Ministry Stated as under in the Explanatory Memorandum tabled in the Parliament:-

“Government will give due consideration to sectors identified by the Commission while formulating and implementing existing and new Centrally Sponsored and Central Sector Schemes.”

CHAPTER – IX
MONITORING MECHANISM

9.1 During the course of evidence held in June, 2022, the representative of the Department of Rural Development on the structure of Monitoring mechanism deposed the following before the Committee:-

“We have a three-tier mechanism of monitoring the roads. The first tier is the quality control of the programme implementation unit, that is the ground level. You can see the lab over there. This laboratory is meant to assess the quality of the road, the stones that have been used, etc. This is the scientific way of assessing what kind of material has been put in the roads. This is the typical laboratory. Second tier is the structural independent quality monitoring by State quality monitors. The States have their own SQMs. They are sent to the field and they submit the records. We here, in PMGSY at the Government of India, have the national quality monitors. We deploy them for inspection at random as per the complaints received now and then. You can have a look over there. In the field laboratory, we have got 11,342 packages. The number of SQM inspection that we have done is 59,328, and the NQM inspection is about 9,500. So, we have got the roads checked time and again. Whatever discrepancies that have been found out, we do write to the States and UTs for correction.”

A. On-Line Management, Monitoring and Accounting System

9.2 In order to effectively monitor the entire Programme and bring about greater efficiency, accountability and transparency in implementation, a modern web based On-line Management, Monitoring and Accounting System (OMMAS) has been set up for PMGSY. The main Application Software Modules include Rural Road Plan & Core Network, Proposals, Tendering & Contracting, Execution (Physical and Financial Progress), Quality Monitoring, Funds Flow and Receipt & Payment Accounts (work accounts). The web site is www.omms.nic.in. e-Payment and e-Procurement are the new dimensions being integrated to it.

B. Citizen Information Boards

9.3 Citizen Information Boards and Work Information Boards are displayed in local language at prominent locations on PMGSY roads, in the benefited habitations indicating details of work and volume of materials used in each layer of the pavement. A new

development is the provision of a “Maintenance Board” providing necessary information to the citizens about the provisions of 5 year maintenance of PMGSY roads.

C. Inspection/monitoring of PMGSY works by Public Representatives

9.4 State Governments have been advised to arrange joint inspection of ongoing as well as completed works under PMGSY by Hon’ble MPs, Hon’ble MLAs and representatives of Panchayati Raj Institutions.

At District level, the District Development Coordination and Monitoring Committee (Disha) headed by a Member of Parliament (LS) monitors the implementation of various schemes of Government of India including PMGSY.

D. Regional Review Meetings

9.5 The progress of implementation of PMGSY is regularly reviewed by way of Regional Review Meetings (RRMs), Performance Review Committee (PRC) Meetings & Pre-Empowered/Empowered Committee Meetings with the States. The meetings of Empowered Committee chaired by the Secretary (RD) are also utilized as a forum for detailed review of the programme implementation in various States. The Minister (RD) reviews the programme at regular intervals encompassing planning, progress of implementation, quality, maintenance, funds availability etc.

E. Assessment through Third Party

9.6 The Ministry of Rural Development has evolved a comprehensive mechanism for monitoring the implementation of its programmes, including PMGSY, through third party independent monitors, called National Level Monitors (NLMs). These Monitors are drawn from a panel of selected reputed non-government institutions having experience in monitoring and evaluation of the programmes of the Government of India.

9.7 The representative during the course of evidence held in June, 2022 submitted the following before the Committee:-

“Similarly, we have the NLM in-house, which is unique in itself. We have lots of NGOs, which have been inducted as NLMs. We give them targets, and either they do it generally as per the 600 odd districts of the

State in 2-3 spells in a year or if there is a complaint, we give them the specific roads to be inspected and these are again scrutinised at the level of Secretary, and then we seek Action Taken Report from the States.”

F. “Meri Sadak” App

9.8 With the view to achieve the objectives of e-Governance and Digital India, a new Mobile App for PMGSY roads, “Meri Sadak” was launched on 20th July, 2015 and integrated into OMMAS for user friendly and transparent Citizen Feedback and complaint redressal system. The citizens, with the use of this application, can express their concerns related to slow pace, abandoned work or bad quality of PMGSY works.

Meri Sadak mobile application has been localized in Indian Languages and available in Assamese, Bengali, Gujarati, Hindi, Kannada, Malayalam, Marathi, Odia, Punjabi, Tamil and Telugu.

The details of complaints received on Meri Sadak App between 20/07/2015 to 25/10/2022 is as under-

No. of complaints received	Complaints related to PMGSY	Complaints of which final reply has been sent	Disposed complaints (%)
1,34,822	47,171	45,436	96.32%

9.9 When asked about the extent to which the ‘Meri Sadak’ app has been able to provide an adequate platform for the redressal of complaints arising out of poor status of rural roads and to share actual fructification status of the idea behind the implementation of this app through the number of cases reported and number of cases resolved across the States/UTs based on this app, the DoRD replied in a written note as produced below:-

“Meri Sadak” was launched on 20th July 2015 and integrated into OMMAS for user friendly and transparent Citizen Feedback and complaint redressal system. Meri Sadak application provides key insights on technology driven interventions to garner citizen feedback and monitoring of rural infrastructure. The

App has also been integrated with CPGRAM which gives the App a wider outreach. Many non PMGSY road complaints are also reported on this App. The abstract data of complaints received on Meri Sadak app as on 21.12.2022 is as under:

Year	PMGSY Complaints received	Complaints disposed	Percentage disposal
2021-22	6079	6067	99.80
2022-23 (as on 21/12/2022)	2907	2900	99.76

The Meri Sadak app allows users to register issues relating to slow pace of work, abandoned work, poor quality along with other categories of PMGSY works, thus ensuring on-ground monitoring of road construction on a real-time basis.”

9.10 On being further enquired if rural people were able to use this App and whether any steps have been taken for the awareness of rural people about the App and its usage, the Department replied in a written note sent to the Committee as below:-

“The Meri Sadak App has reached out to the rural people and they are able to use the app to register complaints related to both PMGSY and non-PMGSY roads. Since launch of the App on 20th July 2015 till 15th December, 2022, more than 10,00,000+ downloads have been done.”

CHAPTER – X

New/Green Technology

10.1 In order to promote cost-effective and fast construction technologies in the construction of rural roads, using New materials/Waste materials/Locally available materials, NRIDA has issued 'Guidelines on Technology Initiatives', in May 2013. The States have been asked to propose at least 10% of the length of annual proposals using any of the new technologies, for which specifications of Indian Roads Congress (IRC) are already available and an additional length of 5% of annual proposals with any of the new technologies for which specifications of Indian Roads Congress are not available, including materials accredited by IRC. This initiative has helped introduce more than 40 technologies including waste plastics, cold mix technology, cell filled concrete, stabilization using cement and lime, nano technology and Full Depth Reclamation (FDR) are in use. Adoption of these technologies has helped deliver savings in fuel and natural resources and reduced the roads' carbon footprint.

10.2 Since inception till 25th October, 2022, 1,19,517 km road length has been sanctioned for construction using new and green technologies, out of which 79,119 km road length has been built.

10.3 Under PMGSY-III, the States and UTs have been asked to mandatorily construct roads by also using waste plastic within the minimum 15% of road length prescribed for new technologies.

10.4 The Vision document on new technology Initiatives, 2022 has been launched in May 2022, which prescribes enhanced increase of use of new technologies/ materials in the construction of PMGSY roads as under:

For the surface course:

- a) Compulsory use of waste plastic in at least 70% length out of the eligible proposed length involving Hot Mix process.
- b) Universal use of Mechanized Surface Dressing (MD) in T-1 to T-5 category of roads. From T-6 to T-8 category of roads, minimum 50% of length shall be taken under MSD. Surface Dressing can also be done with cold mix technology.

- c) Cold Mix Technology shall be used in minimum 25% of the total eligible proposed length. The use of cold mix technology shall be prioritised in climatically suitable areas.

In addition to above, the following guidelines shall be applicable for base course, sub-base course and sub-grade:

- a) At least 50% of length of the proposal shall be constructed utilizing new/green technologies/ materials.
- b) Each State shall promote two new innovations.
- c) 100 % proposed length under Cement Concrete shall be constructed using thin White topping (Panelled cement concrete) or Cell Filled Concrete. Only in exceptional cases Pavement Quality Concrete (PQC) shall be used
- d) In cases where pavement cost is high due to factors, such as non-availability of aggregate, leading to high transportation cost or unacceptable quality parameters of aggregate, FDR shall be preferred as methodology of construction with advanced equipment and machineries by using stabilization technology so as to attain cost economy, better compaction, quality and durability.
- e) In areas near thermal power plants, fly ash shall be used in Cement Treated Base (CTB) and embankments in adequate quantity.
- f) In areas near steel plants, slag shall be used in subbase course, base course and embankments in adequate quantity.
- g) Construction and demolition (C&D) waste, duly processed, shall be used in subbase/base course in at least 10% of the proposals.
- h) Jute-Geo textile/Coir and similar such locally available materials shall be used for slope protection in hilly areas and other areas, where improvement of characteristics of sub-grade, embankments, shoulders etc. may be required.

10.5 For wide dissemination of the knowledge about new technologies, and International Conference on New Technologies and Innovations in Rural Roads was organized in May 2022.

10.6 With regard to the usage of new technologies for the better construction of roads, the Department were asked to elaborate details of 'green technology' being used and its outcome, upon which, the following written reply has been submitted to the Committee:-

“In order to promote cost-effective and fast construction technologies in the construction of rural roads, using New materials/Waste materials/Locally available materials, NRIDA has issued ‘Guidelines on Technology Initiatives’, in May 2013. The States have been asked to propose at least 10% of the length of annual proposals using any of the new technologies, for which specifications of Indian Roads Congress (IRC) are already available and an additional length of 5% of annual proposals with any of the new technologies for which specifications of Indian Roads Congress are not available, including materials accredited by IRC.

However, in recent years, the proportion of roads sanctioned using new and green technology is much higher. During 2021-22, out of total 28,257 km sanctioned road length, out of which 15,924 Km (more than 50%) has been sanctioned for construction using new and green technology.

For wide dissemination of the information about use of new technologies in PMGSY roads, an International Conference on New Technologies and Innovations in Rural Roads was organized by NRIDA in May 2022.

In addition to this, the Ministry has launched Technology Vision, 2022 in order to implement the research outcomes on new and green technology in construction of rural roads under the scheme. Now, much more than 50% of length can be constructed with new/ green technology materials. This initiative has helped introduce more than 40 technologies including waste plastics, cold mix technology, cell filled concrete, stabilization using cement and lime, nano technology and Full Depth Reclamation (FDR). Adoption of these technologies has helped deliver savings in fuel and natural resources and reduced the carbon footprint of the roads.

State of UP has been sanctioned 5396.14 km of roads to be constructed using FDR technology. Other States are also being encouraged to use FDR technology as it is both environmental friendly as well as economical in many cases.”

10.7 On being asked about the guidelines for using plastic wastes in road construction and the adherence to these guidelines by the construction companies, the DoRD replied the following in their written note sent to the Committee:-

“The guidelines for the use of waste plastic in hot bituminous mixes are part of IRC:SP:98-2013. The detail from scope to design mix, construction and control is defined in the above code of Indian Road Congress. The basic processing detail is given below:-

- i) collection of waste plastic
- ii) cleaning and shredding of waste plastic
- iii) mixing of shredded waste plastic, aggregate and bitumen in central mixing plant
- iv) Laying of bituminous mix”

10.8 When enquired further whether the Department were aware of heat and other problems that can arise in roads laid with plastic wastes and if so, what measures were proposed in this regard, the DoRD Stated the following in their written replies:-

“There are different type of plastics (Low Density Polyethylene (LDPE), High Density Polyethylene (HDPE), Polyethylene Teryphthalate (PET), Polypropylene (PP), Polystyrene (PS), Polyvinyl Chloride (PVC). All the above plastics are not used in pavement construction and only plastic conforming to Low Density Polyethylene (LDPE), High Density Polyethylene (HDPE), PET and Polyurethane is used in pavement construction.

Black coloured plastic waste is a result of repeated recycling and is not used. Also, PVC is not used since they release lethal levels of dioxins. The Thermo Gravimetric Analysis (TGA) of thermoplastics has revealed gas evolution and thermal degradation may occur beyond 180°C. Thus misuse or wrong implementation of this technology may result in release of harmful gases, premature degradation if the temperatures are not maintained during construction. Adequate care is taken at various level to ensure that quality of plastics used in road constructions are of good quality and are not harmful.”

10.9 The Department of Rural Development were asked about the efforts being undertaken to ensure that the machinery requirements for the implementation of FDR technology is available for the proper application of new technique and to provide the detail of number of machines available in each State/UT wherein application of FDR has been allowed, the reply of the DoRD is as follows:-

“Following are the machinery required for FDR Stabilized Base layer.

1. Recycler Machine
2. Cement Spreader
3. Additive Spreader
4. Vibratory Pad Foot Roller (20 tonne)
5. Vibratory Roller Smooth Drum (20 tonne)
6. Motor grader 150 HP
7. Pneumatic Type Roller (PTR)
8. Front end/Back toe loader
9. Bulker for Cement Handling for uploading to cement spreader, 6 units daily for 8hours/bulker
10. Water tanker 24KL Capacity, 4 number for 10 Hours/each

Right now FDR technology is being implemented in State of Uttar Pradesh at a large scale which has got adequate no of all these

equipment. Other States will also follow suit. It has been the experience that once a tender is done for a particular methodology, the contractors are able to arrange suitable resources. The implementation time for PMGSY-III is till March 2025, there is sufficient time to implement new technology projects.”

10.10 When further asked if FDR technology is proposed to be allowed in other States as well, the Department of Rural Development shared the following details:-

“The total road length sanctioned using FDR technology is 6305 km. State wise details are as under:-

1. Odisha: 71 km
2. Madhya Pradesh: 26 km
3. Uttar Pradesh: 5459 km
4. Bihar: 749 km

Some other States such as Jharkhand, Assam, Tripura & other NE States are also in process of adopting FDR Technology.”

10.11 The Committee were desirous to know if the performance of FDR varied considering the soil strata in different States, the DoRD responded in a written note as produced below:-

“The design of road pavement mostly depends upon two parameters i.e.,1) Soil quality and strength 2) Traffic category besides climatic condition. For construction of roads using FDR, the design mix is finalized as per required standards & specifications recommended by IRC depending upon the quality of materials available in the existing pavement and materials to be added to achieve the desired strength of the stabilized layer. To ensure that, roads constructed with FDR have the desired strength in a particular topography, Unconfined Compressive Strength (UCS) testing is done which is a sample testing of the materials to be used including soil before actual laying of the road. The average value of UCS should be more than 4.5 MPa (Mega Pascal) after 7 days curing with a minimum individual value of 4.0 MPa. If the mix design meets the above parameter, the actual road is then laid based on the specifications of this sample testing.”

10.12 On being enquired about type of roads selected for construction using FDR technology and their criterion of selection, the DoRD replied the following in their written note:-

“In case of up-gradation /strengthening of existing roads FDR technology can be adopted by reclaiming the pavement materials without adding or partial adding of stone aggregates and stabilizing the reclaimed materials using cement or cement with commercial stabilizer.

FDR can be a cost-effective rehabilitation strategy for a number of scenarios including the following:

- i. Flexural distresses in wheel lanes
- ii. Asphalt distress due to low base failure (pavement condition index below 2 [poor condition])
- iii. Excessive rutting or alligator cracking in the asphalt surface
- iv. Excessive patching (20 percent or more)
- v. Need to widen the roadway
- vi. Need to increase structural design of the roadway
- vii. Need to correct the asphalt pavement cross slope in conjunction with other needed distresses to be corrected
- viii. Where the cost of overlaying granular material is high”

CHAPTER – XI
Role of Public Representatives

11.1 PMGSY Guidelines provides key role to the public representatives and Hon'ble Members of Parliament in the implementation of the programme including selection and construction of roads. Consultation with Members of Parliament is provisioned at both the DRRP finalization and Annual Proposals stages. In addition, at the stage of preparing DPRs, the DPIU conducts a transect walk along the road alignment, involving the local panchayat. State Governments are required to arrange joint inspection of ongoing as well as completed works under PMGSY by Hon'ble MPs, Hon'ble MLAs and representatives of Panchayati Raj Institutions.

11.2 The suggestions given by the Members of Parliament are to be given full consideration while finalizing the District Rural Roads Plan (DRRP).

11.3 The proposals of the Members of Parliament are required to be given full consideration, for this purpose:-

- (i) The CUCPL should be sent to concerned MPs with the request that their proposals on the selection of works out of the CUCPL should be sent to the District Panchayat. It is suggested that at least 15 clear days may be given for the purpose.
- (ii) In order to ensure that the prioritization has some reference to the funding available, the size of proposals expected may also be indicated to the Members of Parliament while forwarding the CUCPL list to them. District wise allocation may be indicated to enable choice with the requisite geographical spread. It is expected that such proposals of Members of Parliament which adhere to the Order of Priority would be invariably accepted subject to consideration of equitable allocation of funds and need for upgradation.
- (iii) The proposals received from the Members of Parliament by the stipulated date would be given full consideration in the District Panchayat which would record the reason in each case of non-inclusion. Such proposals that cannot be included would be communicated in writing to the Members of Parliament with reasons for non-inclusion of such proposals in each case. It would be preferable if the communication is issued from the Nodal Department at a senior level.

11.4 After approval by the District Panchayat, the proposals would be forwarded by the PIU to the SRRDA. The PIU will at that time prepare the details of proposals forwarded by the Members of Parliament, and action taken thereon, in Proforma MP-I and MP-II and send it along with the proposals. In all cases where the proposal of an MP has not been included, cogent reasons shall be given based on the reasons given by the District Panchayat.

The State Level Standing Committee (SLSC) would scrutinize the proposals to see that they are in accordance with the Guidelines and that the proposals of the Members of Parliament have been given full consideration.

In order to ensure that the State Government give due attention towards this aspect of the guidelines while submitting the proposals to the Ministry of Rural Development for sanction, the Ministry has issued a fresh advisory to the States on 2nd June, 2020. The State Governments have been advised, *inter-alia*, to communicate the final list of proposals in the order of priority to the Member of Parliament with the reasons for non-inclusion of certain roads in the proposals and incorporate their recommendations with the proposals sent to NRIDA/Ministry for approval.

11.5 On being asked about the response of various State/UT Governments to the advisory of the Ministry dated 2nd June, 2020 to communicate the final list of proposals in the order of priority to the Members of Parliament with the reasons for non-inclusion of certain roads in the proposals and incorporate their recommendations with the proposals sent to NRIDA/Ministry for approval and the remedial measures proposed in case of non-adherence to the advisory, the Department has stated as below:-

“The State Governments have been following the advisory while sending the final list of proposals to the Ministry. The States have been communicating the final list of proposals in the order of priority to the Hon’ble MPs along with the reasons of non-inclusion of certain roads, if any. Clearance to the proposals is accorded by the Ministry only after the State submits the consent letters of Hon’ble MPs on the final list of proposals. In case any State fail to submit the consent letter from any Hon'ble MP on account of any reason, projects belonging to such district or districts represented by the concerned Hon'ble MP is withheld till the time the State resolve the issue to the satisfaction of the Hon'ble MP.”

CHAPTER – XII

Major Challenges/Issues being faced in the Implementation of PMGSY

A. Bidding of Tenders

12.1 Regarding the tendering process and its nuances *vis-à-vis* the existing provisions of the scheme for obtaining projects under PMGSY the reply submitted by DoRD are as under:-

“Based on the Government guidelines as issued from time to time coupled with various provisions of GFR, a Standard Bidding Document (SBD) has been developed for award of works sanctioned under the PMGSY. To ensure transparency, the entire bidding is carried out only through GePNIC website. Works are awarded to the L1. However, provision has been made, that in case of a bid which is abnormally low, additional performance security may be taken from the contractor. The amount of additional performance security has been explained in the SBD.”

12.2 On enquiring about the issue of alleged down-tendering in PMGSY for acquiring the projects and ensuring non-compromise with the quality of construction as a result of the down-tendering malpractices, the Department of Rural Development replied in their written note as below:-

“As per GFR, there is no bar on quoting any rates for any tender. However, to safe guard the government interest, provisions have been made for taking enhanced performance security from the contractor in case of abnormally low bids. The amount is to be decided as per the provisions of the SBD. Further, to ensure that quality of construction is not compromised, in such cases, 3-tier quality management is in operation in respect of PMGSY works. All the ongoing as well as completed works are frequently inspected by State Quality Monitors and National Quality Monitors. The findings are shared with the State governments with the direction that, the deficiency brought out if any may be rectified at the cost of contractor and action taken report may be shared with the Ministry, status of which is regularly reviewed by NRIDA as well as Ministry.

Further, in order to ensure that quality of such works is not compromised, number of SQM inspections are enhanced on such works.”

12.3 When asked about limit on lowest bid and whether the quality of works is ensured in case of extremely low bids, the DoRD submitted the following reply in their written note:-

“No price band, upper or lower is allowed in accordance to the Procurement Guidelines issued by Ministry of Finance, Govt. of India & CVC circulars. NRIDA, SBD has clauses to protect Govt. interest in case of unbalanced bids as compared to estimates. Additionally, all State agencies have been instructed by MoRD letter No.P-17017/2/2020-RC (FMS-378247) dated 14th Dec. 2021(copy enclosed) to increase inspections of SQMs on bids which are substantially lower than the estimated cost.”

12.4 During the course of evidence held in June, 2022, the Secretary, DoRD, on the issue of low bidding, stated the following:-

“सर, पहले मैं माननीय सदस्य का विषय लेना चाहूँगा। उन्होंने कहा था कि कई कॉन्ट्रैक्टर बहुत ही लो रेट्स पर टेंडर ले लेते हैं। They are unable to maintain the quality of the roads. We had examined this issue with regard to the general financial rules which we are required to observe and there, we are not permitted to put any limit on the rates that can be quoted by the contractors. So, that is why we have not imposed any limitation on the rates that they can quote. That is why in order to address the problem arising out of this, we have provided for additional bank guarantee, additional performance guarantee, if the rates are considered unduly low. We have also requested all the project implementing authorities that additional supervisions be maintained on those roads where unduly low tenders have been quoted. सर, मेन्टेनेन्स के बारे में कई इश्यू उठे हैं।”

12.5 The Secretary further elaborated:-

“सर, जो कॉन्ट्रैक्टर है, उसको एक्सप्लेन करना होता है कि उसने जो रेट भरा है, उसका क्या जस्टिफिकेशन है। उस पर डिजीजन करके स्पेशिफिक स्टेट अपने-अपने बैंड्स के बियाँण्ड डिजीजन लेते हैं। अधिकतर स्टेट्स में 10 परसेंट की ही सीमा है। उससे नीचे होने पर एडिशनल परफॉर्मेंस गारंटी लेते हैं।”

B. Subletting to Petty Contractors

12.6 On the issue of monitoring done at Central and State Government levels about the quality of road works undertaken by sub-contractors, the Department of Rural Development replied in their written note as follows:-

“Sub-contracting is allowed as per NRIDA Standard Bidding Document (SBD) with certain conditions to ensure quality construction. The original contractor is liable & responsible for the quality of works and all other contractual liabilities.

A three-tiered Quality Control mechanism is in place under PMGSY for ensuring construction of quality road works and durability of road assets under PMGSY including the works undertaken by sub-contractors. Under the first tier, the Programme Implementation Units (PIUs) are required to ensure process control through mandatory tests on material and workmanship at the field laboratory. The second tier is a structured independent quality monitoring at the State level through State Quality Monitors (SQMs) to ensure that every work is inspected at initial stage, intermediate stage and final stage of the construction. Under the third tier, which is at the national level, independent National Quality Monitors (NQMs) are deployed for random inspection of road works to monitor quality and also to provide guidance of senior professionals to the field functionaries. Based on the periodic monitoring of quality of roads under the 3-tier mechanism, corrective measures, wherever necessary, are taken by the State Governments.”

12.7 On being further enquired if the quality/standards of sub-contractors are assessed by the Department or State Government while granting permission to contractors for employing sub-contractors and whether the quality of road construction in the absence of any bench marking about the standards of sub-contractors is ensured, the DoRD replied in their written note as below:-

“As per SBD, various contractual clauses are there to ensure that sub-contractors are approved by the State Govt. after due consideration on technical, financial capabilities of sub-contractor. The original contractor is liable & responsible for the quality of works and all other contractual liabilities. To ensure quality standards, sub-contracting is limited to 25% of the contract price. Please refer following-Clauses of SBD to safeguard Govt. interests.

SBD Clause No. 7 of General Conditions of Contract (GCC) Sub-Contracting

“the contractor may subcontract part of the construction work with the approval of the employer in writing, up to 25 percent of the contract price, also part or full routine maintenance work after completion of construction work but will not assign the contract. It is expressly agreed that the Contractor shall, at all times, be responsible and liable for all his obligations under this agreement notwithstanding anything contained in the agreements with his sub-contractors or any other agreement that may be entered into by the contractor and no default under any such agreement shall exempt the contractor from his obligations or liability hereunder.

7.2 The contractor shall not be required to obtain any consent from the Employer for:

- a. the sub-contracting of any part of the Works for which the Sub-contractor is named in the Contract;
- b. the provision for labour, or labour component.

c. the purchase of Materials which are in accordance with the standards specified in the Contract.

7.3 Beyond what has been Stated in clauses 7.1 and 7.2, if the Contractor proposes sub- contracting any part of the work or full routine maintenance for five years, during execution of the Works, the Employer will consider the following before according approval:

- a. The Contractor shall not sub-contract the whole of the Works.
- b. The Contractor shall not sub-contract any part of the Works without prior consent of the Employer. Any such consent shall not relieve the Contractor from any liability or obligation under the Contract and he shall be responsible for the acts, defaults and neglects of any of his sub-Contractor, his agents or workmen as fully as if they were the acts, defaults or neglects of the Contractor, his agents and workmen.

7.4 The Engineer should satisfy himself before recommending to the Employer whether the Sub-Contractor so proposed for the Works possesses the experience, qualifications and equipment necessary for the job proposed to be entrusted to him in proportion to the quantum of Works to be sub-contracted.

7.5 While sub-contracting part of construction work as per provisions of Clause 7.1 and above, the Contractor shall enter into formal sub-contract with sub-contractor making provisions for such requirements as may be specified by the Engineer including a condition that to the extent of inconsistency, provision of the Contract shall prevail over the provisions of the sub- contract. A copy of document of formal sub-contract shall be furnished to the Employer within a period of 30 days from the date of such sub-contract. In all such cases, on completion of the Contract, the Engineer, unless for reasons recorded in writing decides otherwise shall issue a Certificate of Experience to the contractor and in such certificate, the experience of the sub- contractors shall also be mentioned. The Copy of such certificate would also be endorsed to the sub-contractor.”

12.8 In this regard, during the course of evidence held in June, 2022, the Secretary, DoRD submitted the following before the Committee:-

“महोदय, सबलेटिंग के बारे में क्वालिटी पर इम्पेक्ट के बारे में कहा गया है और इसे बंद करने के बारे में भी सुझाव दिया गया है। जहां तक मुझे स्मरण है, 25 परसेंट तक सबलेटिंग एलाउड है। कांटेक्टिंग कैपिसिटी बढ़ाने में पीएमजीएसवाई का बहुत योगदान रहा है। पहले बहुत ही लिमिटेड कांटेक्टर्स रहते थे, पीएमजीएसवाई के चलते आज की

तारीख में पीडब्ल्यूडी और सब इलाकों में बड़ी संख्या में कांट्रेक्टर्स हैं। मल्टीपल लैवल्स ऑफ सबलेटिंग नहीं होनी चाहिए, इसे रोकने का उपाय होना चाहिए। हमने इस बात पर जोर भी दिया और हम और जोर देंगे कि मल्टीपल सबलेटिंग न हो, अगर होती है तो वहां कांट्रेक्टर्स और जो इंजीनियर्स सुपरवाइज करें, उनको पनिश किया जाए।”

C. Quality of Construction as per Norms – Provision of Lab

12.9 An integral part of the three tier monitoring mechanism of the road is the quality control of the programme implementation unit at the ground level through the presence of Labs. The Department of Rural Development were asked about the labs being functionally utilized in all the projects, the number of operational labs, the agency that sets up the lab and who has the administrative control of such labs. The Department have replied in their written note sent to the Committee as mentioned below:-

“The Programme Implementation Unit (PIU) is responsible to ensure the first tier of quality management at the ground level. Under the 1st tier of quality control mechanism, quality standards are enforced through in-house quality evaluation by ensuring the setup of quality control laboratory at the site by the contractor for each package and ensuring that mandatory tests are carried out at specified time and place by the specified person/ authority. In addition, to augment the field laboratories for non-frequent tests, State laboratories, as also district laboratories, have also been established. Out of total 10,851 ongoing packages, laboratories have been established in 9941 Packages so far. There are 733 and 177 packages whose labs are not established within 06 months and more than 06 months respectively. 733 packages whose labs are not established within 06 months are usually awarded recently and for remaining 177 packages, all the States/ UTs have been advised to ensure establishment of those lab on priority basis in monthly review meetings.”

12.10 On the issue of accountability, during the course of evidence held in June, 2022, the Secretary, DoRD deposed the following before the Committee:-

“आपने सड़क की क्वालिटी खराब होने पर कांट्रेक्टर, एग्जीक्यूटिव इंजीनियर या इम्प्लीमेंटिंग इंजीनियर को जिम्मेदार ठहराने की बात कही है। यह बहुत महत्वपूर्ण है, हम कहते भी रहे हैं और हम फिर से राज्य सरकार से बात करेंगे कि अगर सड़क की क्वालिटी खराब निकलती है तो सिर्फ कांट्रेक्टर को ही पनिश मत कीजिए बल्कि सुरवाइजिंग इंजीनियर प रजिम्मेदारी निर्धारित कीजिए।“

12.11 The Secretary, DoRD, during the course of evidence further held in November, 2022 stated the following before the Committee on the provisions of Lab:-

“Previously, the establishment of lab was a part of the programme, but the payments were not linked. Now, we have said that until and unless you have established the lab, no payment will be made. About the programme implementation unit, which is supposed to monitor the implement, that unless and until they upload what they have inspected in course of implementation of the scheme on to the online platform, it has been commented by the relevant Superintendent Engineer and the State Quality Controller that they will not be satisfied with that degree of that implementation. So, this is another area in which we have improved.”

D. Post Construction Maintenance - NHAI Issue

12.12 About the permissible thickness of the PMGSY roads and the load bearing capacity and whether the roads being constructed now-a-days under PMGSY were strong enough to bear the day by day increase in the load carrying vehicles plying on them, the Department in their written note replied as below:-

“Permissible thickness/crust of roads depends on the existing CBR of Subgrade soil and traffic category of the road. Crust thickness is designed as per IRC: SP 72-2015 fig. 4 & 6 guidelines. Rural roads are designed for 10 years of design life and future traffic annual growth rate is also taken into consideration while designing the pavement crust.”

12.13 During the construction of National Highways, a lot of diversion goes to the rural areas and the rural roads are used for heavy vehicle traffic, due to which, many roads get damaged. When asked about the steps being taken in this respect, the DoRD replied in their written note as below:-

“PMGSY roads are constructed as per IRC specifications and taking into account the likely increase in traffic for the next 10 years. Construction and maintenance of rural roads is the responsibility of the concerned State Governments. If such diversion takes place which require roads to be repaired/ strengthened or upgraded, State Governments can take up such roads for upgradation. It is very difficult for the Ministry of Rural Development to enforce the traffic restriction on PMGSY roads.

However, the issue regarding damage of PMGSY roads on account of diversion of traffic from National Highways to PMGSY roads were earlier also deliberated upon in the meeting of standing committee. As per the recommendations contained in the 26th report of standing committee on Rural Development & Panchayati Raj (2021-22), this issue has been taken

up with the Ministry of Road Transport and Highways for taking suitable action in the matter.”

12.14 The Secretary further stated:-

“आपने एक बहुत ही महत्वपूर्ण मुद्दा उठाया है कि नेशनल हाईवे की जोन ई सड़के बन रही हैं, वहां पर मेजर रिकंस्ट्रक्शन हो रहा है। वहां पर काफी कॉन्ट्रैक्टर्स की गाड़ियां आती हैं। उनके काफी हैवी ट्रक्स हैं और वे रूरल रोड्स पर जाते हैं और उनको काफी डेमेज कर देते हैं। सर, हमने यह नॉमर्ली स्टेट गवर्नमेंट्स पर छोड़ रखा था, लेकिन आप की गाइडेंस के बाद यह लगता है कि हम नेशनल लेवल पर नेशनल हाईवे अथॉरिटी, मिनिस्ट्री ऑफ रोड ट्रांसपोर्ट एंड हाईवेज और सभी चीफ सेक्रेटरीज के माध्यम से पीडब्ल्यूडीज को भी एक कम्यूनिकेशन एड्रेस करेंगे कि अगर ग्रामीण सड़के डेमेज होती हैं तो उनके कॉन्ट्रैक्टर्स से उनको ठीक करवाइए। हमने कोशिश की है कि जितने भी इम्पोर्टेंट पॉइंट्स हैं, वे सब एड्रेस हो जाए।”

E. Seamless Flow of Funds from the States

It has been learnt by the Committee that there have been cases of non/short/delayed release of funds to the States due to non-availability of funds, non/late submission of documents by the States, non fulfillment of the conditions laid down for release of second installment and slow progress of road works.

12.15 When asked about the measures that have been taken by the Department of Rural Development to ensure that sufficient release of funds to the States are in time and financial irregularities, if any, should be probed into and appropriate action against the erring officials be taken, the Department have forwarded the following in their written note:-

“As on date, sufficient funds are available with all the States to carry out the works sanctioned under PMGSY. No project is suffering on account of shortage of funds. Since, the amount of central share is released from Central Government to State treasury directly; no irregularities have been noticed so far. Delay in release mainly occurs due to non- fulfillment of certain pre-conditions either imposed by Ministry of Finance or as mentioned in the programme guidelines. However, if such eventualities arise, matter is escalated to higher levels and resolved.”

12.16 41 percent of the total roads have been stated to be in the poor and very poor category largely attributed to the non provisioning of adequate funds for maintenance by the State Government. On being asked about outlining the measures being undertaken by the Department in ensuring the smooth flow of funds by the States and the bottlenecks identified for the lethargy exhibited by the States in this regard, the DoRD have replied in their written note sent to the Committee as produced below:-

“Rural road is a State subject and maintenance of the roads constructed under PMGSY is the responsibility of the concerned State Governments. Provisions have been made in the programme guidelines to ensure timely release of maintenance funds by the State Government. It is also an obligation under the MOU entered into by the States/UTs with Ministry of Rural Development. The State Level Steering Committee is also required to monitor the fund flow for maintenance obligations. Further, this is monitored online and also during the various review meetings. While sanctioning fresh works, it is ensured that, State has released their liabilities towards maintenance funds. Pre-conditions have been stipulated in the programme guidelines for provisioning and release of maintenance funds timely, only then further central share of programme funds are released.

Further, as a measure of further enhancing the focus on maintenance of roads during the defect liability period and also streamlining the delivery of routine maintenance of PMGSY roads, Electric Maintenance of Rural Roads, was launched on 1st February, 2019 as a simple yet an extremely effective solution to these problems. Conceptualized on Performance Based Maintenance Contracts (PBMC), eMARG sets up a blue-print on how maintenance of infrastructure can be solved across government departments with smart IT & Contract Management. PBMC is a type of contract in which payment to the contractor is made based on the minimum condition of road, its cross drainage works and traffic assets that have to be met by him/her. Payments are based on how well the contractor manages to comply with the performance standards or service levels defined in the contract, and not on piece work.”

12.17 Regarding the efforts being undertaken by the Ministry to ensure that the States release their share of funds adequately and timely, the Department of Rural Development stated the following in their written replies:-

“Ministry has been monitoring this issue at various level including at Chief Secretary and Minister level besides regular interaction with other officials. Due to all such efforts there is mark improvement in the timely release of State share. But a few States of North eastern region, there is

not much delay in release of State share from other States. Also Ministry of Finance has recently provided funds for State share to some States like Kerala, Bihar, Telangana, Andhra Pradesh, Chhattisgarh, M.P, Maharashtra under "Scheme for Special Assistance to States for Capital Investment". Due to this there probability for further improvement in release of State share from States."

12.18 On being further enquired about the rising costs of material and logistics impact upon the budgetary allocation of the scheme over the years, the DoRD has shared the following details in their written replies:-

"States prepare Detailed project Reports (DPRs) based on the prevailing schedule of rates (SoR). Accordingly Ministry sanctions the proposals based on the cost estimate arrived at by the States based on the SoR. These SoRs are revised from time to time keeping in view the existing market trends. Once project is sanctioned, there is no provision for payment of cost escalation on account of time overrun under the scheme as there is fixed timeline for completion of projects sanctioned under PMGSY. Budgetary allocation to the Ministry each year is based on the cost estimates, arrived at the time of the approval of the scheme. There has not been a case where the States are ever starved of funds from the central government for expenditure on projects."

F. Projects stalled due to Forest Clearance

12.19 Upon the issues associated with the forest clearances in the construction of roads, the methods being taken to obtain such clearances on speedier basis and whether such obstacles were not pre-empted during the DPR preparation stage and sanction stage itself, the DoRD have responded the following in their written replies:-

"Rural road is a State subject and providing land for the construction of roads is the responsibility of the respective State Governments. However, the issue of forest clearance in some cases was not flagged by the respective States at the DPR stage, particularly in respect of PMGSY-I & RCPLWEA. Taking cue out of the past experiences, Ministry has made it mandatory for the States to give in writing in case of PMGSY-III roads that no forest clearance issue is involved for the roads proposed to be sanctioned to the particular State under PMGSY-III at the DPR stage itself. Moreover Ministry is coordinating with State Governments and other central agencies for faster disposal of pending forest clearances as a result of which the same has reduced considerable from 352 (as on 8.2.21) cases to 246 as of now which is a good achievements. As per rules, the State Government can apply formally for forest clearance only after sanction of the projects, and not at the DPR stage."

12.20 Further, asked about the current status of 262 projects stalled due to forest clearance issues, the DoRD have shared the details as below:-

“At present, 246 projects are stuck due to forest clearance issues. The State-wise and vertical-wise details of projects stuck due to forest clearance issues are given at **Annexure-II.**”

G. Delay in Sanctioning / Project Completion/Cost Escalation

12.21 When asked to bring to fore the States with maximum pendency in all four verticals as on date along with specific reasons for such occurrence and steps taken to overcome the pendency, the Department of Rural Development replied in a written note as below:-

“Under PMGSY-I & II, majority of the pending works lie in Hill and North Eastern States. Delay in completion of these works are mainly on account of land acquisition, delay in grant of forest clearance, poor contracting capacity of States, lack of response to tenders, execution capacity of States etc. For North-Eastern and hill States, some additional issues like adverse climatic conditions, tough terrain, short working season etc. also compound the problems.

Under RCPLWEA, works are sanctioned only to 9 LWE affected States. In addition to the above reasons for pendency, law & order and poor response to tenders are the main reasons for slow progress of works. As the sanctioned works lie in the far flung areas, States fail to get responsive bids due to which States have to do multiple re-bids and hence delay in award of works. The details of State-wise pendency under PMGSY-I, II and RCPLWEA are given at Annexure-V.

PMGSY-III works have been sanctioned to only those States who have either fully completed PMGSY-I & II works or are on the verge of completion. Progress of PMGSY-III works is so far satisfactory and the Ministry is optimistic that all PMGSY-III works will get completed by the scheduled timeline. There has been some delay in sanctioning works in NE and hilly States because of the pendency of previously sanctioned works under PMGSY-I & II so as to avoid distraction of both the PIUs and the contractors from the former.”

Works dropped/abandoned

According to the Ministry, in States like Telangana, Assam, Bihar, Gujarat, Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Tripura, Uttar Pradesh, Uttarakhand and West Bengal works were dropped or proposed to be dropped for the reasons such as works executed under other State schemes, transfer of roads to other departments,

deficient planning, remote location to carry the material, works already sanctioned in earlier years, works executed by other agencies, naxal problem, no response to the bid, etc.

12.22 On being asked about the steps taken by the Department of Rural Development to prevent dropping/abandonment of works midway which could thereby save valuable money of the exchequer, the Department in their written reply Stated as below:-

“Works sanctioned under the scheme get dropped not only on account of forest clearance, land issues or non-feasibility, but many a times, works also get dropped due to the fact that, connectivity has been provided by some other scheme of Central/ State Government. As per the programme guidelines, the proposals for dropping have to be supported by fact sheet incorporating the reasons for dropping. State has also to recoup the expenditure incurred, if any, on the particular project to the Central Government, in respect of the Central share of the programme funds for such dropped works. Most of the roads, proposed/considered for dropping, are those where no expenditure has been incurred. Ministry ensures that no roads which have been constructed substantially is dropped, nor do States propose such roads for dropping.”

12.23 The Secretary, DoRD, during the course of evidence held in June, 2022 stated the following:-

“I would like to mention that it is the responsibility of the State Government to complete and implement the projects. The initial timeline for the scheme was March 2019. The period of this scheme was extended by three and a half years to September 2022. We were assured by all the State Governments that all the remaining projects under the PMGSY-I would be completed by then. At this moment, if we carry out an assessment, it appears that some States would still be left with some roads, particularly the North-eastern States and hill States of Jammu and Kashmir and Uttarakhand. Some roads in the State of Chhattisgarh are still left because of the LWE issue. The scheme of supplementary assistance to the State Governments would be somewhat helpful to them in the sense that it will provide them some financial support till this financial year. We hope that by the end of this financial year, all the road works of PMGSY-I should conclude. If they are not completed, the State Governments would be responsible for that. Secondly, you mentioned about the issue of the rising cost of materials, and rising cost of construction of roads because of prolonged period of completion. As you would be aware, the PMGSY-I had an aspirational goal and it wanted to cover all the roads based on the 2001 Census and the criteria which had already been mentioned. One issue was certainly the budget provision that was being made year after year. This

mattered not only in the Central Government but also in the State Government. Then there were other things like the contracting capacity within the States, law and order issues, working period in the Northeast and hilly States. I must say that with improved scrutiny of the estimates etc., we have been able to rein in the cost of different projects. The heavy utilization of GIS technique, deeper scrutiny by the NRIDA etc., have resulted into a lot of savings in the costs of the scheme, especially if you consider the estimate that was delivered to us, and the final cost at which these schemes were sanctioned.”

12.24 The Secretary, added further during his deposition:-

“एक मुद्दा कॉस्ट न्यूट्रलाइजेशन का था। आपमें से अधिकतर लोग काफी अनुभवी हैं और पब्लिक वर्क्स की काफी जानकारी रखते हैं। नॉर्मली राज्य सरकारों में एनएचए के 18 महीने से कम के काम में प्राइस कम्पेनसेशन या न्यूट्रलाइजेशन का कोई प्रावधान नहीं होता है। हमारे जितने वर्क्स होते हैं, उनमें अधिकतर अगर लांग स्पैन ब्रिज न हों, कम्प्लीशन पीरियड 18 महीने से कम होता है, लेकिन अब तक पीडब्ल्यूडी और एनएचए में यह प्रेक्टिस नहीं है और यहां भी नहीं है। यह बड़ा नेशनल इश्यू है, इस पर हमें सोचना होगा। अगर एक अंडरस्टैंडिंग गवर्नमेंट के सभी स्पेयर्स में बने तो ही हम स्टैप ले सकते हैं और इस बात को फाइनेंस मिनिस्ट्री में उठा सकते हैं।”

H. Liquidation of Unspent Balances

12.25 On being asked to provide the updated data on Unspent Balances - detail of the scheme in general and specifically vertical-wise separately since launch clearly showing total unspent balances as on date, the Department of Rural Development shared the following details in their written note sent to the Committee:-

The details of unspent balance as on 20.01.2023 State-wise under PMGSY are as follows

S. No.	State & Name of Agency	Unspent Balance excluding Security Deposit (Rs. in crore)
1	Andaman And Nicobar Islands	14.13
2	Andhra Pradesh	124.79
3	Andhra Pradesh RCPLWE	153.5925
4	Arunachal Pradesh	-230.02
5	Assam	248.92
6	Bihar (Incl. NEAs)	564.89

S. No.	State & Name of Agency	Unspent Balance excluding Security Deposit (Rs. in crore)
7	Bihar-RCPLWE	103.88
8	Chhattisgarh	463.285
9	Chhattisgarh RCPLWE	66.14
10	Gujarat	-51.175
11	Haryana	76.58451
12	Himachal Pradesh	426.95
13	Jammu And Kashmir	373.28
14	Jharkhand (Incl. NEAs)	363.275
15	Karnataka	357.98
16	Kerala	60.17
17	Ladakh	11.4422
18	Madhya Pradesh	1000.321
19	Maharashtra	531.554
20	Maharashtra-RCPLWE	43.033
21	Manipur	29.42
22	Meghalaya	-32.51
23	Mizoram	-107.428
24	Nagaland	-10.872
25	Odisha RCPLWE	45.15
26	Odisha	481.16
27	Punjab	46.6199
28	Puducherry	12.36075
29	Rajasthan	227.336
30	Sikkim	-71.808
31	Tamil Nadu	-57.53
32	Telangana	84.935
33	Telangana-RCPLWE	58.7
34	Tripura	75.49
35	Uttar Pradesh	838.105
36	Uttarakhand	292.89
37	West Bengal	194.19
TOTAL		6,809.23

The unspent balance as on 20.01.2023, stands at Rs. 6,809.23 crore (including State share & excluding Security Deposit). Out of Rs 6,809.23 crore, which is outstanding balance as on 20.01.2023, Rs. 2,816.19 crore is due to the central share released to the States/UTs in the month of December, 2022 only and against which the matching State share is 1,723.40 crore. Since, the timeline to release the Central Share and State share to the nodal account is 21 days and 40 days respectively from the date

of receipt of the funds, the effective unspent balance comes to **Rs. 2,269.631 crore**, after reducing, the central share and State shares of the month of December.

I. Identification of areas as per current Census – 2011

12.26 When enquired about the status of deliberations with Ministry of Finance regarding the provision of connecting the eligible habitations as per 2011 census, the DoRD have submitted the following reply in their written note:-

“In order to provide connectivity to the eligible habitations as per 2011 census, an EFC note was circulated by the Ministry in the year 2020 amongst various stake holders including Ministry of Finance. The proposal was however not agreed to by the Ministry of Finance due to the prevailing economic conditions owing to COVID-19 pandemic.”

12.27 On being asked about the current stand of the Ministry with regard to the necessity for the provision for connecting the eligible habitation as per 2011 census and if any roadmap has been planned to tackle this issue in future, the Department of Rural Development Stated in their written replies:-

“The Department has been seized with this issue. As and when any decision is taken to launch any further vertical under PMGSY, the issue will be given due consideration.”

12.28 During the course of evidence held in June, 2022, the Secretary, DoRD stated the following before the Committee:-

“मैडम, आपने पहला प्रश्न यह पूछा था कि फाइनेंस मिनिस्ट्री ने ऐसा क्यों किया? जो पीएमजीएसवाई-1 स्कीम थी, वह 2001 के सेंसेस के आधार पर थी। हमने एक नया वर्टिकल प्रपोज किया था। They have turned it down for want of resources. In future, if there are additional resources, they may provide for that.”

J. Shortage of Staff

12.29 The Secretary, DoRD, on the issue of shortage of staff, during the course of evidence held in June, 2022 deposed the following:-

“स्टाफ की शार्टेज और पार्टिकुलरली रैगुलर स्टाफ न होने का मुद्दा भी उठाया गया है। यह महत्वपूर्ण है, हम इसे राज्य सरकार के साथ जरूर टेक अप करेंगे।”

CHAPTER XIII

FUTURE ROADMAP

13.1 On a query on identifying the non-performing/lagging States specifically and steps taken to bring such States on board for ensuring proper expediency during the remaining period for the completion of PMGSY-I, PMGSY-II, RCPLWEA and PMGSY-III, the Department have submitted the following in their written replies:-

“Under PMGSY-I & II, majority of the pending works lie in Hill and North Eastern States. Delay in completion of these works are mainly on account of land acquisition, delay in grant of forest clearance, poor contracting capacity of States, lack of response to tenders, execution capacity of States etc. For North-Eastern and hill States, some additional issues like adverse climatic conditions, tough terrain, short working season etc. also compound the problems.

Under RCPLWEA, works are sanctioned only to 9 LWE affected States. In addition to the above reasons for pendency, law & order and poor response to tenders are the main reasons for slow progress of works. As the sanctioned works lie in the far flung areas, States fail to get responsive bids due to which States have to do multiple re-bids and hence delay in award of works.

PMGSY-III works have been sanctioned to only those States who have either fully completed PMGSY-I & II works or are on the verge of completion. There has been some delay in sanctioning works in NE and hilly States because of the pendency of previously sanctioned works under PMGSY-I & II so as to avoid distraction of both the PIUs and the contractors from the former.

Further, the implementation of all sanctioned works is being monitored through online programme Monitoring Information System named Online Management, Monitoring and Accounting System (OMMAS) on real time basis. In addition, the progress is regularly reviewed by the Ministry by way of Regional Review Meetings (RRMs), Performance Review Committee (PRC) Meetings, Pre-Empowered/ Empowered Committee Meetings with the States. At District level, the District Development Coordination and Monitoring Committee (DISHA) headed by Hon'ble Member of Parliament (LS) monitors the implementation of various schemes of Government of India including PMGSY. Besides above, special review meetings/monthly review meetings are also held by Secretary/Additional Secretary/Joint Secretary, Ministry of Rural Development with Chief Secretaries/Principal Secretaries of the States to take stock of the progress of the scheme and remove the bottlenecks, if any.”

13.2 On being enquired about road lengths of only more than 2 km are laid under PMGSY and the roads with less than 5 km were not sanctioned under PMGSY-III, the Department of Rural Development submitted the following in their written replies:-

“Objective of PMGSY-III is to upgrade and strengthen the existing through routes/ Major Rural Links that connect habitations to Gramin Agricultural Markets, Higher Secondary Schools and Hospitals. As such, the objective will only get achieved if longer stretches of roads are taken for upgradation. As per the programme guidelines, candidate roads under PMGSY-III should be preferably of length not less than 5 km. Since, sufficient roads greater than 3 km length become available for sanctioning as per the proposals received from different States, hence, no requirement was considered necessary for sanctioning roads less than 2 km. However, on receipt of proper justifications from States roads less than 2 km have also been sanctioned. State of Tamil Nadu has been sanctioned 20 roads of length 2 km, the State of Rajasthan has been sanctioned 1 road of length 2 km and the State of Andhra Pradesh has also been sanctioned 3 roads of length 2 km under PMGSY-III. Further, if there is any missing link between two TR/ MRL, the same is accommodated, irrespective of the length.”

13.3 When asked about the deliberations and decisions on the idea of connecting habitations by MGNREGS, the DoRD Stated the following in a written note submitted to the Committee:-

“Presently the discussion is at preliminary stage and modus operandi is being worked out. Depending upon the viability, further action will be taken.”

13.4 During the course of evidence held in November, 2022, the Secretary, DoRD submitted the following before the Committee:-

“We are in advanced discussion as to how MGREGA funds can be converged to main roads and used to connect the unconnected habitations, which do not fall under the eligibility norms of PMGSY currently.”

13.5 The Department of Rural Development was asked if the plantation along-side the roads is not being done, the DoRD replied in their written note as produced below:-

“Road side tree plantation on PMGSY roads is being done in convergence with MGNREGA. Under PMGSY-III, planting of fruit bearing and other suitable trees, on both sides of the road has been made mandatory by using funds under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and other Central and State Schemes. Moreover, since, not much width on both sides of the PMGSY

roads are often available due to the fact that, land acquisition is not often resorted to under the scheme, hence it is always not possible to do plantation alongside the PMGSY roads. So far, 12,81,364 plants have been planted along side PMGSY roads under MGNREGS.”

13.6 On being further enquired about the Road-map to connect balance habitations, the DoRD shared the following reply in their written note:-

“Ministry has received requests from States/UTs in this regard and deliberations are on to find out ways and means to connect the balance unconnected habitations.”

PART – II

OBSERVATIONS / RECOMMENDATIONS OF THE COMMITTEE

Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched on 25 December, 2000 with an aim of providing rural connectivity to unconnected habitations of 500 plus population in plain areas and 250 plus in North East and Himalayan States. Over a period of time, the scheme evolved and introduced new verticals like PMGSY-II, RCPLWEA and PMGSY-III to further bolster the road network through construction and upgradation of roads. A total amount of Rs. 2,94,088 crore has been spent till 31.01.2023, on all the components of PMGSY. The Committee have examined the overall performance of the Yojana since inception on the basis of physical and financial progress made so far while taking into account the challenges being faced in the implementation of the Yojana. On the basis of the facts and figures emerging out of the analysis of the scheme, the Committee have come out with the following observations/recommendations in the light of which the Ministry of Rural Development may further streamline the modalities of implementation for improving upon the performance of the scheme.

1. Better Centre-State Coordination

The Committee note that one of the most important aspect associated with the Pradhan Mantri Gram Sadak Yojana (PMGSY) is the Centre-State coordination, which act as the fulcrum, for the performance of this scheme. The scheme was started in the year 2000 as a 100% centrally sponsored scheme with a onetime intervention of the Centre in realizing the objective of providing all weather durable

rural road connectivity to the habitations (500 plus population in plain and 250 plus in Himalayan and North Eastern States). However, the funding pattern was revised to 60:40 ratio between Centre and State from the financial year 2015-16, in all the States barring eight North Eastern States and two Himalayan States (Himachal Pradesh and Uttarakhand) and UT of J&K where it is 90:10 ratio. It is 100% Central share for other Union Territories (UTs). Thus, the seamless flow of funds for the timely completion of projects under PMGSY assumes utmost paramountcy. Although the issue of fund release is primary, rural roads being a State subject, the onus of effective implementation also depends upon various other factors which require the pro-activeness of the State machinery. In this context, the Committee find that various projects in many States get delayed or stalled due to logistics issue or non-timely fund release being the main culprit among others, which can be sorted out at the State Government level.

It is pretty much clear that for the effective implementation of the scheme, both Centre and State nodal agencies need to come up with a joint and harmonious approach without shying away from fulfilling their own responsibilities. Hence, the Committee recommend the Department of Rural Development to ensure that the projects under PMGSY do not get hampered due to lack of coordination between Centre and State rather a better cohesive mode of coordination may be devised for providing a positive impetus to the scheme.

(Recommendation No. 1)

2. Liquidation of Unspent Balances

The Committee firmly believe that the vital parameter which portrays the performance of any scheme is the amount of fund lying as unspent balance. Even though the Committee notice the fact that the volume of unspent balance accrued over the years has gone down and acknowledge the positive efforts of the Ministry in this regard, an unspent balance of Rs. 2269.631 Crore as on 20.01.2023 is a matter of concern. Two verticals of PMGSY (I & II) are almost on the verge of completion (as per the sunset date outlined by the Ministry) and the remaining components of the scheme are also not much far away from their target date of completion, the accumulation of such large quantum of unspent balance is not acceptable to the Committee. The 'need of the hour' is expeditious utilisation of available finances for the faster completion of the projects, particularly in those States which are lagging behind in implementation of the Scheme. Therefore, the Committee recommend that the DoRD should increase the tempo of their ongoing efforts so as to ensure that the amounts under the head 'unspent balances' get wiped out on a faster rate and the projects under PMGSY are executed in a time bound manner.

(Recommendation No. 2)

3. Inordinate delay in the Completion of PMGSY-I & II

The Committee with utmost concern note the inordinate delay in the completion of targets envisaged under PMGSY-I & II. While PMGSY-I was initiated way back in the year 2000 with the target of connecting 1,78,184 eligible habitations with the construction of 6,45,590 km of sanctioned roads and PMGSY-II was launched in 2013 with a target of upgradation of 50000 Km. After obtaining the

final extension, both the verticals were supposed to be finally completed by September, 2022. However, 96.24% under PMGSY-I and 97.01% under PMGSY-II of the targets fixed have been achieved as on 31st January, 2023. Much time has elapsed than could have been ever thought about at the start of each vertical and the phases, specifically PMGSY-I has witnessed inordinate delay in completion of entire sanctioned length of road. Needless to say that the sufferers of such delay are the rural populace of the country who wait with bated breath for the construction of roads so that they can also expect a rise in economic/developmental activities around their habitation for finding a better avenue of livelihood generation. Rural roads are akin to the arteries of the body which connect the hinterland of the vast stretch of the country with the cycle of ongoing development in every sphere of the society. The Committee firmly believe that 'no stone should be left unturned' in the efforts of the DoRD to ensure that the remaining pendency in the PMGSY-I & II are completed on 'war footing' and the progress in this regard should be intimated to the Committee. DoRD could further utilise their administrative skills in the timely completion of RCPLWEA and PMGSY-III as well. The Committee recommend that concrete measures should be initiated for the timely completion of RCPLWEA and PMGSY-III projects on the basis of experience gained in implementation of PMGSY-I & II so that the necessity of resorting to time extensions does not arise for the completion of projects under RCPLWEA and PMGSY- III.

(Recommendation No. 3)

4. Escalation of Costs due to delay

The Committee are not oblivious to an inherent quagmire, associated with the infrastructure projects which overshoot their deadline and result in cost overrun, especially the escalation of cost of raw material and labour component. In this scenario, the Committee fail to comprehend the measures adopted by the DoRD to prevent such collateral damage arising out of the delay/stalling of projects under PMGSY. It is necessary to quantify the exact detrimental effect of the escalation in cost factor on innumerable projects which have lingered over for years. The Committee found during deliberations with the representatives of the Department and through the on ground reality witnessed during the study visits, the presence of umpteen cases wherein the contractor left the project mid-way or just after start, due to the rising cost of construction owing to delay in projects on account of various logistical issues ranging from non-availability of land clearance to non-release of funds. It is quite perplexing to understand as to how the cost escalation that might have cropped up due to the delay in the completion of projects could be offset against the original quotations at the time of bidding of tender. Although “much water has flown under the bridge” by now, such occurrences need to be examined carefully for ensuring that the future/ongoing endeavours of the DoRD under PMGSY do not suffer the same fate. Thus, in the fitness of things, the Committee recommend that DoRD should make tangible efforts to envisage any kind of delays that may crop up during the execution of projects and to guarantee a mechanism of inflation proof costing system under PMGSY constructions even over a longer period of time so as to ensure that the

PMGSY projects are completed as per scheduled time period without any cost escalation.

(Recommendation No. 4)

5. Slow Pace of Projects under Rural Connectivity Project for Left Wing Extremism (RCPLWEA)

The Committee note that RCPLWEA, a very important vertical under PMGSY, was launched in 2016 with the primary goal of ensuring socio-economic development of the areas affected by left wing extremism in such States of the country. The deadline for the completion of this component under PMGSY is March, 2023. In this regard, the Committee are concerned to note that only about 55.61 percent of the work has been completed as on 31.01.2023 and as such the vertical is poised to miss its deadline. While trying to grasp the peculiarity of such delay, the Committee have taken into account the unique nature of challenge that LWE areas throw in terms of insurgency, difficult terrain etc. Still, the Committee feel that such bottlenecks in themselves are all the more potent reasons as to why road connectivity to the mainland from such areas are of utmost importance. The more delay caused in bringing the affected population to mainstream via the connectivity, the situation would take even longer to be controlled and developed for good. Special efforts and perhaps area specific professionals who are skilled to work in combat and insurgent zones such as Border Roads Organisation (BROs) might serve as a boost to the lagging projects under RCPLWEA. Therefore, the Committee recommend that DoRD should envisage a few 'out of box' solutions and guide the concerned States accordingly so as to ensure that the projects

under RCPLWEA do not suffer delay and are completed on a faster basis for the time-bound realization of the objectives of this vertical.

(Recommendation No. 5)

6. Faster Allocation/sanctioning of Projects under PMGSY-III

The Committee note that the latest component of PMGSY is its third phase i.e. PMGSY-III which was launched in 2019 with the objective of consolidation of the existing through routes and major rural links so that rural habitations are connected to gramin agricultural markets, higher secondary schools and hospitals. With the timeline for completion being March, 2025, 96,950 km of road length have been sanctioned till 31.01.2023 out of the total target of 1,25,000 km road proposed to be laid under this phase. Despite the passage of a substantive period of time since its launch, even the sanctioning of the entire targeted length of road to the States has not been completed so far. This does not augur well for the future of the vertical as the deadline for completion is not very far. The Committee, therefore, strongly recommend that DoRD should enrich themselves from the past experiences and take immediate appropriate steps with the participation of all the stakeholders involved to expedite the groundwork for start of work on the remaining targeted length of PMGSY-III and also for the timely completion of road length already taken up for execution so as to achieve the target of existing 1,25,000 km of road by March, 2025 without any time and cost overrun.

(Recommendation No. 6)

7. Quality of Construction of roads under PMGSY

The Committee are constrained to note that the quality of road construction under PMGSY is an important issue affecting the entire country. This glaring issue, which casts aspersions on the marquee scheme of the Central Government, has wider ramification on the hopes of rural populace of the country. Building roads build nations as quality roads serve in manifold ways for the prosperity of a country in terms of economic strengthening via boost in domestic trade and commerce, providing employment opportunities and ultimately achieving the goals of development associated with better livelihoods of people. The scheme was launched by the Government with various welfare oriented goals in foresight and has been one of the flagship rural development schemes over the years. On this note, the Committee find the compromise in the quality of construction of roads completely unacceptable and consider this as a punitive act. Instances are galore wherein the attention of the Committee have been drawn towards the poor road materials used in the construction of roads at many places which are not able to sustain the rigours of weather and traffic volume even for one season and are washed away with the onset of monsoon. The Members of the Committee having ground reality experience of their constituencies have time and again raised the nagging issue of poor quality of roads at many locations. Therefore, the Committee beseech upon DoRD to entail stronger measures to ensure that the quality of roads constructed under PMGSY do not get compromised on account of utilisation of poor raw materials or other associated reasons so that the noble objective of the scheme to provide all weather road to rural habitation is achieved without any compromise. (Recommendation No. 7)

8. Stricter Compliance with the Provision of Labs

The Committee note that there exists the mandatory provision of laboratories at the ground level which serve as the first tier of the quality control of the programme implementation unit. These on-site labs are meant for the assessment of the quality of roads, the stones that have been used, etc. The Committee take into account such valuable component of quality check at the fundamental stage of road construction. However, the Committee are surprised on being informed about the alleged non-existence or non-functioning of these labs at many locations through the first hand ground experience of the Members. Since this important provision for quality monitoring of the construction needs to be scrupulously implemented as violation of this provision can derail the entire project of the specific site, the Committee recommend DoRD should take this matter seriously and carry out thorough evaluation of the sites for ensuring stricter compliance with the presence of labs at the construction sites for maintaining the quality of raw materials and roads. The action initiated in this regard should be intimated to the Committee.

(Recommendation No. 8)

9. Issues of Down-Tendering – Bidding of Tenders

The Committee note that bidding through tenders for obtaining projects for construction of roads under PMGSY is an integral part of the scheme as learnt by the Committee while scrutinizing the modalities of the scheme. The contractors who are awarded construction contracts through tenders are, perhaps, the central figures who through their activities more often than not determine the quality of roads constructed under PMGSY. In this context, various reliable sources and the

Members of the Committee have brought to fore the practice of low-tendering, in order to win the bid for acquiring the rights for the construction of projects, under PMGSY. Contractors are expected to render yeoman service to the nation for the welfare of people. Bad quality of works under PMGSY is set in motion from here onwards and the contractor compromise with the quality of work after getting contracts at low quotations. The roads so constructed suffer from early 'wear and tear' and becomes rough for use of the people. Therefore, the Committee recommend DoRD to devise even stronger mechanisms/provisions in the bidding processes, besides the extant ones, to further negate the effect of low bidding, so that quality of road construction does not get compromised in the hands of contractors. Moreover, rigorous monitoring mechanism should be put in place to ensure the quality of road construction as per the specifications mentioned in the contracts.

(Recommendation No. 9)

10. Subletting to Petty Contractors

The Committee note the provision under PMGSY, as informed by the DoRD during evidence, about the sub-letting of works to petty contractors by the main contractor. Acknowledging the intent of creating a wider resource pool for future

through this percolation of works to other personnel who gain valuable experience, the Committee through their experience and the information shared with them have acquiesced themselves to the flip side of this practice also. The petty contractors who come into the picture by way of multiple sub-lettings are sometimes not able to maintain the quality of construction and the goals of the scheme. Such practices results in poorly constructed roads, devoid of standard protocols and have adverse effect on the project. Quality check on the working of such petty contractors is the 'need of the hour' and proper drafting of norms along-with their implementation for ensuring that the petty contractors work properly is required. Hence, the Committee recommend DoRD to review the provision of sub-letting and take corrective measures as per manual in this regard.

(Recommendation No. 10)

11. Plying of Heavy vehicles/increase in the thickness of roads

The Committee opine that PMGSY roads are built under such guidelines which do not take into account plying of heavy tonnage vehicles which nowadays cause immense damage to the rural connectivity roads. In this era of modernisation when industrial setups at far flung locales and the construction works of highways often necessitate movement of heavy load bearing vehicles, particularly those of NHAI to also utilise the roads built under PMGSY. Such heavy

vehicles cause irreversible damages to the rural roads under PMGSY which are of the mandated thickness of 20 mm. It, thus, becomes imperative to protect and get repaired the existing roads under PMGSY from the damaging NHAI vehicles and increasing the thickness of roads under PMGSY to 30 mm for bearing the load of heavy vehicles that would keep on plying on them in future. In view of the above, the Committee urge DoRD to have urgent meaningful dialogue with the NHAI to ensure that the PMGSY road damage by NHAI vehicles get mitigated and the damages are repaired by NHAI in accordance with the provisions of PMGSY. Moreover, the need of increasing the thickness of the PMGSY road from the existing 20 mm to 30 mm should also be looked into pragmatically by the DoRD.

(Recommendation No. 11)

12. Provision of earthen flanks on both sides of the roads

The Committee note with concern the non-presence of earthen/soil flanks on either side of the PMGSY roads at many locations which cause major inconvenience to on-footers and bicycle riders/two wheeler riders in such areas. Existence of earthen flanks adjacent to roads are integral for the rural areas and a practical aspect which ought to be taken into consideration seriously. The on-footers and bicycle riders are always accident-prone while commuting on cemented roads due to speeding vehicles. Stricter compliance with such provision at the time of construction of PMGSY roads should be ensured and stressed upon. Hence, the Committee recommend the DoRD to relook into the matter by taking into account the plight of the daily commuters and issue guidelines for mandatory earmarking of the earthen flank areas adjacent to either side of PMGSY roads.

(Recommendation No. 12)

13. Inclusion of Road of length 2 Km.

The Committee note that presently road lengths of minimum 3 km are taken up as eligible roads under PMGSY-III. The attention of the Committee was drawn towards demand from various quarters regarding the inclusion of roads of even 2 km as eligible roads under PMGSY-III. The requirement has been felt on account of relevant thorough fare locations getting missed due to the strengthening of minimum 3 km roads uptake for making the main candidate road as minimum 5 km. At this juncture when PMGSY-III has been started, suitable review can be undertaken to meet a populist public demand through minor tweaking of provisions by the DoRD. Therefore, the Committee recommend DoRD to relook into the matter of selection of appropriate road length by reducing the minimum to 2 km and bring about review in their guidelines accordingly so as to provide last mile connectivity to rural habitations.

(Recommendation No. 13)

14. Maintenance of side slopes of main roads connecting PMGSY roads

Another important area of concern that was brought to the notice of the Committee during their deliberations was the uneven sloping and substantial height difference between the roads constructed under PMGSY and the arterial sub-road or path leading to the villages. The Committee note that vehicles joining the road or leaving the road of PMGSY had to manoeuvre a substantial gradient which had emerged due to non-formation of a decent slope at the time of construction or due to the slope being washed away owing to its non-concretised nature. During darkness or even in daylight there have been cases of vehicles overturning causing harm to the riders who have to negotiate such difficulty on

daily basis. Construction of a permanent gentle slope at the meeting places of PMGSY roads with main roads is necessary for the accident free passage of PMGSY road users. Therefore, the Committee recommend that DoRD should ensure identification of such locations and course-correction steps are taken for the existing meeting places where such slopes are missing while this concern is kept in design and complied with in all future construction of rural roads under PMGSY to ward off accidents.

(Recommendation No. 14)

15. Exploring feasibility of taking Panchayats as Reference Point/Unit

The Committee are of the view that construction of rural roads is an ongoing process and there is always scope for improvement and inclusion of better ideas for bolstering the rural connectivity much more holistically. One such suggestion which drew the Committees' attention during their deliberation over the subject was that of choosing Gram Panchayats as reference point/unit for providing connectivity rather than utilizing the population criteria of a habitation. The provision may be conceptualized in terms of connecting all the villages under a specific Gram Panchayat and so on. This would ensure that all GPs are covered step by step which inter-alia would cover all the habitations/villages automatically. The Committee feel that any change in approach, if it serves the rural populace in a better way, should be welcomed and merit a thorough analysis for present modification as well as future endeavours. Therefore, the Committee recommend the DoRD to be amenable to changes in a positive way and explore the feasibility of picking up Gram Panchayats as reference points/units for providing rural

connectivity so as to incorporate the concept at certain stage of rural connectivity mission in the country.

(Recommendation No. 15)

16. Cohesion among various infrastructure agencies

The Committee note that one of the perennial challenges associated with the construction of unified stretch of roads under PMGSY crops up due to the falling of bridges in the mid-way of roads at various locations. The Committee have been apprised that normally when a bridge comes in between two segments of roads, the agency carrying on the PMGSY works do not undertake bridge work citing it as the work of other specific division. As a result, the construction of roads on either side of the bridge site is rendered unusable due to non-construction of bridge work. The entire stretch suffers and the public money gets wasted as an outcome. The Committee feel that a synergy and coordinated action by the different agencies could pave the way for simultaneous construction of roads and bridges at many such locations, thus bringing a much needed relief to the nearby rural habitations. Perhaps, a bit of policy revision and constructive interaction between the stakeholders could bring about a practical change in approach, good enough for the remedial measures required for pushing such projects to completion in a holistic manner. Thus, the Committee recommend to DoRD to look into such issues in a pragmatic way and come out with a suitable mechanism for symbiotic association of different nodal infrastructure agencies.

(Recommendation No. 16)

17. Post Construction Maintenance of PMGSY Roads

The examination of the subject brought to fore a pertinent issue associated with the PMGSY roads being the post-construction maintenance. The Committee find that the usual design life of roads constructed under PMGSY is 10 years and as per the programme guidelines, onus of the maintenance of roads within Defect Liability Period (DLP) (initial 5 years) falls on the Contractor, while post DLP (next 5 years) is the responsibility of the concerned State Government and the funds for the same need to be provided by the concerned State Governments. Here comes the real issue associated with the maintenance and upkeep of PMGSY roads across the nation. The contractors, despite the maintenance provision elucidated in detail in Clause 43 of standard Bidding Document (SBD), more often than not do not pay heed to the enabling provisions and there are abundant instances, wherein non-adherence to the maintenance provision have resulted in the shabby and damaged condition of the PMGSY roads. Having gone through the clauses and other provisions of the scheme, the Committee are of the firm view that mere theoretical presence of such articulated provisions does not seem to deter the erring contractors. The situation demands an iron-fisted approach for stricter implementation of such provisions of PMGSY concerning the post constructed maintenance of PMGSY roads. Therefore, the Committee strongly recommend to DoRD to ensure that the provisions of SBD governing post construction maintenance of roads of PMGSY are complied with in 'letter and spirit' so that the roads do not get deteriorated at an early stage, rather serve the purpose of connectivity for a longer period of time. Ering contractors should be short-listed and strict action should be taken to declare them black-listed.

(Recommendation No. 17)

18. Post Construction Maintenance Fund

The Committee note the replies submitted by the DoRD that the 15th Finance Commission had recommended for the provisioning of funds for maintenance of rural roads to the States for easing the burden on them. The Committee note that fund release for maintenance of roads post construction is a glaring issue compounded with the hesitancy of States in releasing the maintenance funds. However, the Committee find that the request of the Ministry of Rural Development to the Ministry of Finance remained unheeded as the Finance Ministry had stated that the Government will give due consideration to sectors identified by the Commission while formulating and implementing existing and new Centrally sponsored and Central Sector schemes. In the wake of the non-acceptance of the recommendation, the entire onus now lies on States to ensure that maintenance funds are released and spent timely so that the PMGSY roads post construction do not get deteriorated for want of maintenance due to dearth of adequate maintenance fund. Thus, the Committee urge upon the DoRD to continue their communication with the Ministry of Finance for the actualization of the recommendation of 15th Finance Commission on the one hand while keeping a proper oversight with the State governments for the release of adequate funds to ensure the maintenance of PMGSY roads.

(Recommendation No. 18)

19. Penal Provisions and Accountability of erring Engineers/Contractors

The Committee learn from the Standard Bidding Document (SBD) Clause 43.4 that ample provisions are in place for holding the accountability of such

contractors who do not comply with the routine maintenance as per the contract in force and that such contractors can be penalized with an additional 20 per cent amount as penalty while they can also be blacklisted. Taking into cognizance the existence of such provisions, the Committee are of the view that the contractors and supervisory engineers are together involved in cases of poor quality of construction and non-maintenance of roads constructed under PMGSY. It is essentially required to overcome the situation by taking suitable corrective actions in this regard. Therefore, the Committee recommend that DoRD should ensure the stricter compliance of the enabling provisions in Clause 43 of SBD.

(Recommendation No. 19)

20. Stronger Monitoring Mechanism

The Committee note that there is a well structured monitoring mechanism under PMGSY. The paraphernalia include Online Management Monitoring and Accounting System (OMMAS), Project Management Information System (PMIS), Citizen Information Board, Common Review Mission (CRM), National Level Monitors (NLM), Regional Review Meetings (RRM) among others. Meri Sadak App has also been launched through which any person can register the complaint relating to slow pace of work, abandoned work, poor quality, ensuring on-ground monitoring of road construction on a real time basis. The Committee take due note of all the existing systems of monitoring of PMGSY projects but are still not satisfied with the effectiveness of such monitoring mechanisms. The tools are

always present, how efficiently these can give results depends on the actual wherewithal and acumen of the user i.e. the nodal agency, DoRD. Through the on-ground experiences of the Members and the insight gained by the Committee during their study visits, startling revelations of by-passing the monitoring mechanism by the erring stakeholders involved in PMGSY projects can be found out. Poor condition of PMGSY roads both in terms of construction quality and maintenance aspect can be noticed even after all such monitoring mechanisms in place. It is evident that monitoring needs to be tighter. Therefore, the Committee recommend that DoRD should entail newer and innovative measures like uploading of real time videos of roads at the duration of every six months, increase in surprise inspections during the Defect Liability Period specifically along with concerned Members of Parliament among others need to be explored on priority basis.

(Recommendation No. 20)

21. Continuous follow-up with the State Governments and timely release of funds

The Committee believe that monitoring mechanism, howsoever robust, is bound to fail if it is not followed in 'letter and spirit' while ensuring that the monitoring is of continuous nature. Keeping tab on the functioning of all monitoring mechanism through regular follow-up with the State Government's nodal agencies is perhaps the key to an effective monitoring. The DoRD should entail all possible measures to maintain a sustained mode of the monitoring of the progress of the scheme without any retarding factor. Alongwith the above, it is also of paramount importance that there is seamless flow of funds from the Centre to the State so that the projects do not get delayed on account of non-timely

release of funds by the Centre to the States. Therefore, the Committee recommend that the DoRD should consistently and continually monitor the progress of the scheme through regular follow-up with the State Governments and also ensure that the Central share of funds are timely released to the State Governments.

(Recommendation No. 21)

22. Shortage of Staff

The Committee are of the firm view that for a flagship scheme such as PMGSY having a pan-India coverage, adequate manpower is a must for the smoother implementation and redressal of grievances. In this context, the Committee have been briefed about the shortage of the requisite number of engineers in each district. This shortage is having a telling effect on the supervision of ongoing works of PMGSY as limited number of staff cannot cater to the workload of examining sites at far flung locales simultaneously. Moreover, the rising trend of appointing Civil Engineers on contract basis is also not serving any good as the contractual employee is only for a short period of time and cannot be held accountable at later stages. Also, there is always a lack of authority that can be exercised by a contractual employee in comparison to the regular/permanent post holder. The Committee acknowledge that the appointment of engineers lies in the domain of States, but having said that, it is also a fact that their non-presence is having a detrimental effect on the Centre's scheme. Thus, the Committee recommend to DoRD to ensure that the matter of shortage of staff is duly taken up with the concerned State Governments and they are brought on-board in understanding the gravity of the situation arising due to non-availability of

adequate manpower so that the projects of PMGSY get ample technical supervision.

(Recommendation No. 22)

23. Prior information and mandatory inclusion of Members for inspection

The Committee note that the inspection of construction of roads under PMGSY is the most vital component of monitoring under the scheme. Infrastructure projects such as these, upon which rests the rural development of the country, require utmost attention to oversee the meeting of requisite engineering requirements. In this context, the Committee have been regularly informed of the existing in-built provisions within the scheme regarding the mandatory involvement of area specific concerned Members of Parliament during the routine inspection twice a year alongwith redressal of grievances/matters raised by the Members during DISHA Committee meetings. Despite the presence of clear cut theoretical provisions in the scheme, the Committee are concerned to note the non-compliance of these provisions in 'letter and spirit'. More often than not, the prior information to the Members regarding inspection of sites which are carried out by the State Government officials and the National Quality Monitors are not received by the concerned Members and the information about inspection team's departure or their non-arrival reaches the Members. It has been time and again repeated by the Committee that the privileges of the Members of Parliament should not at all be taken casually. It is imperative for the nodal agency of the scheme, Department of Rural Development, to ensure that the mandatory provision mentioned under the scheme regarding the involvement of Members of Parliament in carrying out inspection of construction sites are complied without

any laxity. Moreover, the information to the concerned Members of Parliament about the arrival of inspection teams from Centre or State should be disseminated to them through all possible modes of communication at least one week in advance so that they can make themselves available for the inspection of construction sites. Therefore, the Committee recommend the Department of Rural Development should look into this important issue with utmost earnest and ensure the strictest compliance of the provisions of PMGSY for the active involvement of Members of Parliament during the inspection of PMGSY sites.

(Recommendation No. 23)

24. Sanctioning of Important roads as per Members advise

The Committee are concerned to note that adequate attention is not given to the provision under the scheme that the suggestions given by the Members of Parliament are to be given due consideration while sanctioning roads for construction under the scheme. In this regard, Members of Parliament have expressed their concern that even though there is explicit role assigned to them under the scheme relating to the finalization of road projects, this rule is not given due sanctity by the implementing agencies. The Committee duly understand the nitty-gritties involved at the ground level before any specific road is sanctioned by the involved agencies. However, the Committee would like to revisit the rationale behind the implementation of a Welfare Scheme like PMGSY which is primarily aimed at meeting the local population needs. Members of Parliament are one point source for highlighting and airing of the local demands of any constituency. Thus, if they, on merit, gauging the requirement felt by the locals, place their suggestions for inclusion of such roads/sites under PMGSY, then the Department

of Rural Development must look into the request with alacrity and should explore the feasibility of inclusion of such suggestions which could assuage the concerns of local rural populace, even at a later stage. Therefore, the Committee recommend that Department of Rural Development should take into account the preference of roads suggested by the Members and utilize their manoeuvring skills under the scheme for effective inclusion of such suggestions on priority basis.

(Recommendation No. 24)

25. Prompt Redressal of Grievances raised by the Members

The Committee note the critical complaint raised time and again by the Members of Parliament about the casual approach elicited by the Department of Rural Development in promptly taking up and redressing the grievances regarding the inaction/irregularities in the works of PMGSY highlighted by them. The Committee feel that this approach of DoRD needs to be rectified immediately. Members of Parliament are constitutional figures and represent the voices/concerns of major chunk of population. Through them, the issues of common man is heard by the authorities at top echelons. Hence, it is imperative that the genuine concern/plight of the scheme at ground level highlighted by a Member of Parliament needs to be taken up on 'war footing' and redressal of such complaints needs to be done on priority basis with due information to the concerned Members. Hence, the Committee urge the Department of Rural Development to sort out the areas of grievance raised by Members and ensure their prompt disposal.

(Recommendation No. 25)

26. Stone Laying and Inauguration provisions

The Committee have been frequently informed about the violation of norms of PMGSY pertaining to the protocol to be adhered to in cases of stone laying of any project under PMGSY and later at the time of inauguration of the constructed roads *vis-à-vis* involvement of the Member of Parliament of the concerned District. This is yet another area of concern wherein the reality of the role that should have been played religiously by the MPs and the facts on ground are completely different on numerous reported occasions. Even though this was highlighted by the Committee through the previous recommendations, continuous prevalence of non-adherence to these norms are a matter of concern to the Committee. Thus, the Committee recommend to Department of Rural Development to revisit norms/provisions in this regard to ensure that the Members of Parliament are not neglected at the time of stone laying ceremonies and inauguration function of the PMGSY projects. Authorities at State level should also be impressed upon to scrupulously adhere to these norms/provisions.

(Recommendation No. 26)

27. Increased usage of Green Technology

The Committee pleasantly find the gradual increase in the usage of green technology for the construction of roads under PMGSY and acknowledge the positive efforts being undertaken by the Department of Rural Development in this regard. In this era of modernization, it is in the best interest of the environment that by ushering in green technologies, a sustainable platform is being provided to the infrastructure projects by shifting from the conventional methods. Notable among other techniques is the usage of plastic in the road construction activities.

The Committee are a bit concerned over the usage of plastic in terms of its biodegradability and the hazard it poses to the environment in general. The Committee, therefore, recommend that the Department of Rural Development should conduct a study on the possible environmental hazards of the usage of plastic for road construction and take appropriate steps thereon on the basis of outcome of that study.

(Recommendation No. 27)

28. Better utilization of Full Depth Reclamation (FDR) Technique

The Committee note that Full Depth Reclamation (FDR) technique is another notable novel approach being adopted by the Department of Rural Development in the construction of PMGSY roads. However, the Committee came across during the deliberations about the flip side of its usage at the ground level wherein non-availability of FDR machines in requisite numbers are stalling/delaying the projects. Reportedly, substantial length of roads have been sanctioned in Uttar Pradesh State alone for road construction using this technology. However, it is informed that the delays occur primarily due to non-availability of functional machines at all the sites, monopolization of agencies providing the machines and the time consuming process of soil study required for this technology. These areas of concern are defeating the purpose for which the technology was ushered in and need to be seriously taken up for redressal by the Department of Rural Development. The claim at the sites that the soil samples have been sent for analysis for a long period of time (at few places, for more than six months in a stretch) certainly warrant a serious push. In view of the intent and usefulness of the FDR technology, the Committee recommend that the Department of Rural

Development should take up the issue of availability of sufficient number of FDR machines and the speedier completion of formalities like soil testing so that the roads may be constructed using this technique at faster pace in reality.

(Recommendation No. 28)

29. 2011 Census Figures

The Committee find that the habitations taken up for PMGSY projects are based on the population figures of Census 2001. Much time has elapsed since the Census 2001 and as such newer and eligible areas of habitations with growing population are left out of the ambit of PMGSY. As a result, the habitations which could have also benefitted as per 2011 Census figures are bereft of the benefit of this welfare scheme. This certainly seems to be a grey area and merits a pragmatic and practical solution. The Committee firmly believe that the objective of the scheme will remain unfulfilled if habitations remained left behind after the culmination of this scheme. Hence, it becomes necessary that the Department of Rural Development ponders over this issue and review their policy while approaching the Ministry of Finance to introduce a suitable new vertical in their domain for the inclusion of habitations as per 2011 Census. Thus, the Committee urge the Department of Rural Development to seriously consider the requirement of inclusion of habitations according to 2011 Census and involve all the stakeholders for chalking out a robust strategy in this regard.

(Recommendation No. 29)

30. Convergence with Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

The possibility of dovetailing of different schemes of the Government for a systematic approach towards development through prudent economic utilization has always drawn the attention of the Committee. In this backdrop, the Committee find that one such scheme, Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) can be effectively merged with PMGSY for better utilization of Government's fund. The unskilled labour component of MGNREGA can be used for the earthen works required in the construction of roads under PMGSY. On the one hand, the unskilled labourers of MGNREGA would get their workdays while the PMGSY construction work would be collaterally taken up, thus saving its fund. Such or similar exercises may be taken up through review of administrative modules and in consultation with the Departments or State bodies involved. Therefore, the Committee recommend the Department of Rural Development to explore the proposal of convergence of MGNREGA with PMGSY earnestly in order to have a rationalized Government fund utilisation.

(Recommendation No. 30)

NEW DELHI
25 July, 2023
03 Shravana, 1945 (Saka)

KANIMOZHI KARUNANIDHI
Chairperson
Standing Committee on Rural Development &
Panchayati Raj

Annexure-I**Status of implementation of RCPLWEA (as on 14th September, 2022)**

Road Length in Km								
S. No.	States	No of Roadworks Sanctioned	Road Length Sanctioned	No of Bridge Works Sanctioned	No of Road Works Completed	Road Length Completed	No of Bridge Works Completed	Balance Road Length
1	Andhra Pradesh	194	1,558	45	119	916	11	625
2	Bihar	153	1,981	82	76	1,401	40	567
3	Chhattisgarh	386	3,094	88	165	1,653	7	1,430
4	Jharkhand	303	2,408	207	70	1,160	66	1,245
5	Madhya Pradesh	34	322	14	3	49	14	272
6	Maharashtra	46	620	108	13	247	65	373
7	Odisha	52	529	2	25	371	0	157
8	Telangana	146	1,024	112	3	301	19	721
9	Uttar Pradesh	25	541	11	17	346	3	195
Total		1,339	12,076	669	491	6,444	225	5,584

Annexure-II**Details of works held up due to Forest Clearance under PMGSY as on 15-09-2022**

States/UTs	No. of projects				
	PMGSY-I	PMGSY-II	PMGSY-III	RCPLWEA	Total
Andhra Pradesh, PR (RCPLWEA)	0	0	0	31	31
Andhra Pradesh, R&B	0	0	0	3	3
Bihar	30	1	0	12	43
J&K	11	1	0	0	12
Jharkhand	3	0	0	6	9
Madhya Pradesh	3	0	0	23	26
Maharashtra	1	0	0	0	1
Sikkim	6	0	0	0	6
Odisha	0	0	0	1	1
Uttar Pradesh	0	0	0	5	5
Uttarakhand	2	0	0	0	2
Telangana	42	1	16	48	107
Total	99	3	16	129	246

COMMITTEE ON RURAL DEVELOPMENT & PANCHAYATI RAJ (2021-2022)

**MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON THURSDAY,
THE 23rd JUNE, 2022**

The Committee sat from 1400 hrs. to 1715 hrs. in New Committee Room No. '3', First Floor, Parliament House Annexe Extension (EPHA), New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

Members

Lok Sabha

2. Shri Sisir Kumar Adhikari
3. Shri A.K.P. Chinraj
4. Shri Rajveer Diler
5. Shri Vijay Kumar Dubey
6. Shri Sukhbir Singh Jaunapuria
7. Dr. Mohammad Jawed
8. Prof. Rita Bahuguna Joshi
9. Shri Nalin Kumar Kateel
10. Shri B.Y. Raghavendra
11. Smt. Gitaben Vajesingbhai Rathva
12. Dr. Alok Kumar Suman
13. Shri Shyam Singh Yadav

Rajya Sabha

14. Shri Dineshchandra Jemalbai Anavadiya
15. Shri Iranna Kadadi
16. Shri Rathwa Naranbhai Jemlabhai
17. Shri Ajay Pratap Singh
18. Shri M. Mohammed Abdulla

Secretariat

1. Dr. Yumnam Arun Kumar - Additional Director
2. Shri Nishant Mehra - Deputy Secretary

Representatives of Ministry of Rural Development (DoRD)

1. Shri Nagendra Nath Sinha - Secretary
2. Ms. Leena Johri - Additional Secretary &

- | | | |
|----|-------------------------|--------------------------------|
| | | Financial Advisor |
| 3. | Shri Karma Zimpa Bhutia | - Joint Secretary |
| 4. | Dr. I.K. Pateriya | - Director, (P.II & III) NRIDA |
| 5. | Shri Devinder Kumar | Director, DoRD |
| 6. | Shri K.M. Singh | - Deputy Secretary |
| 7. | Shri Vishal Srivastava, | - Director (ICT, NRIDA) |

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee convened for taking briefing of the Ministry of Rural Development (Department of Rural Development) in connection with examination of the subject Pradhan Mantri Gram Sadak Yojana 'PMGSY'. Prior to the briefing of the representatives, Hon'ble Chairperson addressed the Members about the subject highlighting the salient features and objectives of the scheme.

[Thereafter the representatives from the Ministry of Rural Development (Department of Rural Development) were called in]

3. After welcoming the representatives, the Chairperson in his opening remarks stressed upon the origin and objectives of PMGSY-I while also bringing to fore the significance of the subject in the mitigation of poverty and welfare of rural masses. It was also pointed out that the documents furnished by the Ministry revealed the inordinate delay in the completion of targets earmarked under PMGSY-I and that other verticals like PMGSY-II, RCPLWEA and PMGSY-III had also been initiated simultaneously. The Committee had noted the extension given to the components of PMGSY and that despite the period of completion is not too far, still much target remained to be achieved.

4. The Committee also expressed their concern over the quantum of unspent balances with only 79 percent of the value of the projects being spent as on 26 May 2022. The Committee taking note of the bottlenecks being faced by the DoRD in implementation like land acquisition, forest clearance, poor contracting capacity of States, lack of response to tenders, law and order issues, financial capacity of States to release funds etc. sought solution from the representatives. Alongwith seeking response to their aforesaid concerns, the Committee also wanted to be enlightened about the impact analysis of the scheme done by DoRD on agri commerce, employment generation, income and poverty alleviation, among others after the construction of PMGSY roads in rural areas. The Chairperson, also drew attention towards the Direction 55 (1) of the 'Directions by the Speaker' regarding confidentiality of the proceedings.

5. The Secretary, Ministry of Rural Development (Department of Rural Development) after taking permission from the Chairperson directed the Joint Secretary (Department of Rural Development) to make a Power Point Presentation on the overview of the PMGSY. During the presentation, the Joint Secretary (Department of Rural Development)

highlighted the progress made by the Scheme since its inception in the year 2000 through PMGSY-I and discussed about the figures with regard to habitations and achievement. The details about other verticals of the scheme like PMGSY-II, RCPLWEA and PMGSY-III were also elaborated throwing light upon their targets and funds. Regarding the RCPLWEA, it was explained that while the time for completion of this project is March, 2023, about 45 percent of work was still pending. On the aspect of PMGSY-III, beside its target and completion date by March 2025, its objective and issues like forest clearances were also brought up.

6. Addressing the monitoring and implementation aspect of the scheme, modules such as OMMAS, GEPNIC, eMARG, GIS and three tier mechanism of monitoring of roads alongwith geo-tagging of projects were discussed. Admitting that maintenance was an issue with the scheme, the provision of unsatisfactory grading in terms of States and UTs was informed to the Committee. Subsequently, while outlining the inspections by National Quality Monitors (NQMs), it was informed that 9,421 number of NQM inspections were done in 2021-22 which was the highest ever since NQMs were pruned and that the States were being chased to improve their works.

7. Regarding impact evaluation of PMGSY, the Official Stated that it had been done through independent agencies, including ILO & World Bank and the findings were very encouraging. NITI Aayog Report, 2020 also Stated that PMGSY contributed to sustainable development goals 1, 2 & 9, and it addressed the issue of poverty, hunger and infrastructure for growth. Usage of new technology like cold mix technology in road construction and the role of Hon'ble Members of Parliament in planning the selection of roads was also highlighted.

8. Subsequently, Members raised their individual queries. The queries of the Members were replied by the Secretary, Ministry of Rural Development (Department of Rural Development). Certain issues which remained unanswered alongwith those which warranted elaborate reply, the Ministry were requested to send written replies thereto in writing within 15 days.

The Committee then adjourned.

A record of verbatim proceedings has been kept.

COMMITTEE ON RURAL DEVELOPMENT & PANCHAYATI RAJ (2022-2023)

**MINUTES OF THE SECOND SITTING OF THE COMMITTEE HELD ON WEDNESDAY,
THE 09th NOVEMBER, 2022**

The Committee sat from 1100 hrs. to 1330 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

Smt. Kanimozhi Karunanidhi -- *Chairperson*

Members

Lok Sabha

2. Shri A.K.P. Chinraj
3. Shri Rajveer Diler
4. Shri Vijay Kumar Dubey
5. Dr. Mohammad Jawed
6. Shri Janardan Mishra
7. Shri Talari Rangaiah
8. Smt. Gitaben Vajesingbhai Rathva
9. Shri Arvind Ganpat Sawant
10. Shri Vivek Narayan Shejwalkar
11. Shri Brijbhushan Sharan Singh
12. Dr. Alok Kumar Suman

Rajya Sabha

13. Shri M. Mohamed Abdulla
14. Smt. Shanta Chhetri
15. Shri Dharmasthala Veerendra Heggade
16. Smt. Ranjeet Ranjan
17. Shri Ram Shakal

Secretariat

1. Shri D. R. Shekhar - Joint Secretary
2. Shri C. Kalyanasundaram - Director
3. Shri Vinay P. Barwa - Deputy Secretary

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

1. Shri Nagendra Nath Sinha : Secretary
2. Shri Ashish Kumar Goel : Additional Secretary

3. Shri Pradeep Agrawal : Director (P-I) & (F & A), NRIDA
4. Dr I.K. Pateriya : Director (P. II & III), NRIDA
5. Shri Devinder Kumar : Director

At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking evidence of the representatives of the Department of Rural Development (Ministry of Rural Development) on the subject 'Pradhan Mantri Gram Sadak Yojana (PMGSY)' and apprised the Members about the deliberations held by the Committee in the last sitting held on the subject on 23.06.2022.

[Thereafter witnesses were called in]

2. The Chairperson welcomed the witnesses and in the opening remarks outlined that 'Pradhan Mantri Gram Sadak Yojana (PMGSY)' is a flagship scheme of the Government of India which caters to the upliftment of rural populace by alleviating rural economy through road connectivity. The Chairperson drew the attention of the representatives of the Ministry to the direction of Hon'ble Speaker regarding confidentiality of the discussions held during the sitting till the presentation of the Report. Thereafter, the witnesses introduced themselves to the Committee and the Secretary, Department of Rural Development made a Power Point Presentation on the features of implementation of PMGSY. During the Presentation, the representatives of the Department of Rural Development (Ministry of Rural Development) threw light upon the performance of this scheme since its inception which *inter-alia* included the physical and financial progress made so far alongwith other achievements and new initiatives undertaken under the scheme while also elaborating on the constraints being faced for implementing the scheme.

3. Subsequently, Hon'ble Chairperson and the members raised questions on various issues/aspects relating to the implementation of the Scheme.

4. The queries of the Members were replied to by the Secretary and the Additional Secretary of the Department. On certain issues raised by the members, representatives of the Department could not reply and they were requested to send written replies thereto within 7 days.

The Committee then adjourned.

A record of verbatim proceedings has been kept.

STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ
(2022-2023)

**EXTRACT OF MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD
ON TUESDAY, 25th JULY, 2023**

The Committee sat from 1500 hrs. to 1520 hrs. in Committee Room No. 3, Parliament House Annexe Extension, (EPHA), New Delhi.

PRESENT

Smt. Kanimozhi Karunanidhi - Chairperson

MEMBERS

Lok Sabha

2. Shri A.K.P Chinraj
3. Shri Rajveer Diler
4. Shri Vijay Kumar Dubey
5. Shri Sukhbir Singh Jaunapuria
6. Dr. Mohammad Jawed
7. Prof. Rita Bahuguna Joshi
8. Ms. S. Jothi Mani
9. Shri Janardan Mishra
10. Shri B.Y. Raghavendra
11. Dr. Talari Rangaiah
12. Smt Gitaben Vajesingbhai Rathva
13. Smt. Mala Rajya Laxmi Shah
14. Shri Vivek Narayan Shejwalkar
15. Dr. Alok Kumar Suman
16. Shri Shyam Singh Yadav

Rajya Sabha

17. Shri Dineshchandra Jemalbhai Anavadiya
18. Smt Shanta Chhetri
19. Shri Dharmasthala Veerendra Heggade
20. Shri Iranna Kadadi
21. Smt. Ranjeet Ranjan
22. Shri Naranbhai J. Rathwa

Secretariat

1. Shri D. R. Shekhar - Joint Secretary
2. Shri C. Kalyanasundaram - Director
3. Shri Vinay P. Barwa - Deputy Secretary

