

**REVIEW OF PERFORMANCE OF NATIONAL RURAL
INFRASTRUCTURE DEVELOPMENT AGENCY (NRIDA) W.R.T.
IMPLEMENTATION OF PRADHAN MANTRI GRAM SADAK
YOJANA (PMGSY)**

MINISTRY OF RURAL DEVELOPMENT

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

THIRTY-SECOND

SEVENTEENTH LOK SABHA



**LOK SABHA SECRETARIAT
NEW DELHI**

THIRTY SECOND REPORT

COMMITTEE ON ESTIMATES

(2023-24)

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MINISTRY OF RURAL DEVELOPMENT

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

(Presented to Lok Sabha on 02 February, 2024)



LOK SABHA SECRETARIAT
NEW DELHI

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COMPOSITION OF THE COMMITTEE ON ESTIMATES (2023-2024)

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

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

Elected as Member of the Committee vide Bulletin Part II Para No. 7764 dated 19th December, 2023

Secretariat

Shri Santosh Kumar

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Smt. Anju Kukreja

Shri Balram Sahu

Joint Secretary

Director

Deputy Secretary

Deputy Director

INTRODUCTION

I, the Chairperson of the Committee on Estimates, having been authorized by the Committee to submit the Report on their behalf, do present this 32nd Report on the subject “Review of Performance of National Rural Infrastructure Development Agency (NRIDA) w.r.t. Implementation of Pradhan Mantri Gram Sadak Yojana (PMGSY)”

2. 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. Their continued existence is absolutely essential to achieve the intended objective. Pradhan Mantri Gram Sadak Yojna (PMGSY) was launched in the year 2000 and is implemented by National Rural Infrastructure Development Agency (NRIDA) with the objective of providing all-weather road connectivity to all eligible unconnected habitations in rural areas of country. In this context, to thoroughly investigate various aspects of PMGSY *vis-a-vis* performance evaluation of NRIDA, the Committee on Estimates for the year 2023-24, selected this subject for an in-depth examination and report to the House.

3. In this Report, the Committee have dealt with various aspects of PMGSY and its implementing agency NRIDA, such as the salient features of PMGSY and NRIDA’s framework, Rural Roads Planning, District Rural Roads Plan and Physical Achievement, Funding of PMGSY, Tendering Process Quality Control and New Initiatives in Quality Monitoring, Maintenance of Roads under PMGSY, Use of New Technologies in PMGSY, etc. The Committee have analysed these issues in detail and made observations/recommendations in the report.

4. Committee on Estimates took oral evidence of the representatives of Ministry of Rural Development on the subject on 14th June, 2023. The Committee also held informal discussions on the subject during its study visit on 22nd August, 2023 at Patna. The draft

Report was considered and adopted by Committee on Estimates (2023-24) at their sitting held on 20th December, 2023.

5. The Committee wish to express their thanks to the representatives of the Ministry of Rural Development for furnishing material, written replies to list of points and tendering evidence before them.

6. For facility of reference and convenience, the observations/recommendations of the Committee have been printed in bold in Part-II of the Report.

NEW DELHI
20 December 2023
29 Agrahayana 1945 (Saka)

DR. SANJAY JAISWAL
CHAIRPERSON
COMMITTEE ON ESTIMATES

PART-I
CHAPTER-I
INTRODUCTORY

Rural Road Connectivity, and its sustained availability, is a key component of Rural Development as it assures continuing access to economic and social services and thereby generates sustained increase in agricultural income and productive employment opportunities. It is also, as a result, a vital ingredient in ensuring sustainable poverty reduction which demands a permanent rural connectivity, encompassing a high level of quality of construction followed by continuous post construction maintenance of the road asset and in fact of the entire network. Rural roads influence the process of growth by facilitating dispersal of knowledge and reduction of inequalities. They act as infrastructure multiplier and an important instrument of poverty alleviation in rural India.

1.2 Pradhan Mantri Gram Sadak Yojana-I (PMGSY-I) was launched on 25th December, 2000 with the objective 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 facilities 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).

1.3 The Scheme covered 1,78,184 eligible habitations of 250+ and 500+ population size and 16,086 habitations had been provided connectivity by the States out of their own resources and 4,816 habitations have either been

dropped or have not been found feasible. Out of the balance 1,57,282 habitations sanctioned for providing connectivity under the PMGSY, 1,56,463 have already been covered till 31st March 2023. Under 100-249 population category (LWE areas), 6,253 habitations have been sanctioned for providing all-weather road connectivity, out of which 6,002 habitations have been saturated till 31st March 2023. A total of 6,45,189 Kms road length has been sanctioned under new connectivity and upgradation components under PMGSY-I, out of which 6,22,003 Km road length has been completed till 31st March 2023 and only 7,781 km road length is pending for completion. The timeline for completion of the Scheme is March 2024.

1.4 Considering rural roads as a vehicle of social and economic development and to improve the efficiency of the existing Rural Road Network, PMGSY-II was launched in 2013 with the vision of consolidation of 50,000 km road network. A total of 49,857 Km road length has been sanctioned under the Scheme and 48,527 Km has been completed and 816 Km is pending for completion within timeline of March 2024.

1.5 Road Connectivity Project for Left Wing Extremism Affected Areas (RCPLWEA) was launched in 2016 as a separate vertical under PMGSY 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. A total of 12,100 km road length has been sanctioned under this vertical, out of which 7,851 km road length has been completed and 4,186 Km is pending for completion within the timeline of March 2024.

1.6 Subsequently, in the year 2019, Government launched PMGSY-III focusing primarily on the upgradation of the roads constructed under PMGSY I &II with consolidation of 1,25,000 Km Through Routes and Major Rural Links connecting habitations, inter-alia, to Gramin Agricultural Markets, Higher

Secondary Schools, and Hospitals. The implementation period of the Scheme is up to March 2025.

1.7 The PMGSY scheme is implemented by the National Rural Infrastructure Development Agency (NRIDA), under the Ministry of Rural Development. NRIDA was originally established as National Rural Roads Development Agency (NRRDA) on 14th January 2002, a Society under the Societies Registration Act, 1860 (Act XXI of 1860) under the aegis of the Ministry of Rural Development to provide technical and management support for the implementation of PMGSY. However, following the launch of the Pradhan Mantri Awaas Yojana-Gramin (PMAY-G) and the inclusion of the housing component in the agency's activities, it was renamed as the National Rural Infrastructure Development Agency (NRIDA) effective from 4th May 2017.

1.8 NRIDA collaborates with various State agencies, including State Rural Road Development Agencies (SRRDA) and Project Implementation Units (PIUs), to carry out the program. The State Technical Agencies and Principal Technical Agencies are supported by IT infrastructure (such as OMMAS, GEPNIC, eMARG, and GIS) for monitoring and implementation and play vital roles in the successful execution of the PMGSY Scheme. The Scheme follows standards and specifications as per the Indian Road Congress (IRC) and the Rural Roads Manual as per the Ministry of Rural Development.

CHAPTER-II

SALIENT FEATURES OF PMGSY AND NRIDA'S FRAMEWORK

I. Salient Features of PMGSY

The Ministry in their presentation before the Committee has enumerated the following features of the Pradhan Mantri Gram Sadak Yojana :

- i. Decentralized and evidence based planning
- ii. Standards and specifications as per Indian Road Congress (IRC) and Rural Roads Manual
- iii. Dedicated Implementation Mechanism: NRIDA, SRRDA and PIUs
- iv. Detailed Project Reports (DPRs) scrutiny by State Technical Agencies, Principal Technical Agencies and NRIDA
- v. Strong IT backbone for monitoring and implementation (OMMAS, GEPNIC, eMARG, GIS)
- vi. Three-tier Quality Management System
- vii. Grievance Redressal Mechanism
- viii. Unbroken flow of funds
- ix. 5 year inbuilt maintenance included with performance guarantee of contractor

2.2 On being asked about the strategies/initiatives formulated/implemented regarding the Scheme, the Ministry in their written submission has stated as under:

“As per Pradhan Mantri Gram Sadak Yojana (PMGSY) guidelines, Rural Roads is a State subject and the responsibility of execution of road works and their maintenance under PMGSY lies with the State Governments, who are the implementing authorities of the scheme. Timely clearance of the projects by the Central Government depends upon how

well the DPRs are prepared by the States, in conformity with the programme guidelines, and timely compliance of the observations of Pre-Empowered Committee (Pre-EC) and EC meetings by them. Timely awarding of works by the State Government, is also one of the major factors in ensuring timely completion of works.

The programme is monitored at regular intervals by way of Regional Review Meetings (RRMs), Performance Review Committee (PRC) Meetings and Pre-Empowered/ Empowered Committee Meetings with the States. In addition to this, special review meetings/ monthly review meetings are also held at the level of Secretary/ Additional Secretary/Joint Secretary, Ministry of Rural Development with Chief Secretaries/Additional Chief Secretaries/Principal Secretaries/ Chief Executive Officers-SRRDAs of the States. Review meetings are also held by the Minister with counterpart State Ministers for expediting decision-making and quality control of the construction. Necessary hand-holding of the States in this regard is also done wherever required by means of Inter-departmental meetings etc. Further, implementation of all sanctioned works is also monitored through Online Management, Monitoring and Accounting System (OMMAS) on a real time basis to ensure that the physical and financial progress is in line with the overall targets given to States.”

2.3 The Ministry of Rural Development has taken a number of initiatives, as below, to meet the challenges being faced by the States in the effective implementation of PMGSY:

- i. The Ministry has engaged Central Public Sector Undertakings (CPSUs) in some of the States to augment execution capacity of the States.
- ii. Conducted number of Contractor’s Outreach Programmes in the States to attract good Contractors.

- iii. In order to address the issue of raw material for road construction, Ministry has allowed to use locally available materials and use of green technologies, such as, Cement stabilization, Lime stabilization, Cold mix, Waste plastics, Cell filled concrete, Panelled cement concrete pavement, fly ash etc. These technologies hasten the pace of construction of roads as well as address the issue caused due to adverse weather conditions. Workshops, seminars, trainings in reputed institutions are being conducted regularly to facilitate adoption of new technology and to handhold planning and implementation.
- iv. Handholding of States/UTs is done at every stage of planning, DPR preparation and final execution of sanctioned projects on the ground. The States have also been imparted training on GIS based planning for preparation/updation of DRRP and selection and verifications of proposals. National Rural Infrastructure Development Agency (NRIDA), a technical wing of Ministry, organizes suitable training programmes/webinars for officers of the State Governments/field engineers concerned with the implementation of PMGSY in reputed institutions, for enhancement of their knowledge base.
- v. The Ministry has taken into account special concerns of the North-Eastern states, Hill States/UTs and following dispensations have been provided to the North-Eastern States:-
 - a) As against project cost sharing of 60:40 between Centre and States in plain areas, the sharing pattern is 90:10 for states of North-Eastern region.
 - b) On road portions subjected to heavy snow fall or landslides, where regular snow or debris clearance is done over long period to keep the road open to traffic, roadway width may be increased by 1.5 m upto 7.5m.

- c) States have been allowed to provide adequate length of cement concrete drains along slopes to reduce the damage to roads.
- d) States have been allowed to provide requisite number of protection structures and CD works keeping in view the terrain, snow fall and deposition of snow in high altitudes areas.
- e) The Ministry has agreed to share the cost of bridges upto 100 mtrs length, as against 75 m in plain areas. Under PMGSY-III, the limit has been extended to 200 m, against 150 m for plain areas.

Further, a special dispensation has been made that all habitations within a path distance of 10 km in the blocks bordering international boundary in the hilly States (as identified by the Ministry of Home Affairs) may be treated as a cluster for this purpose. A special dispensation has been given to Arunachal Pradesh for extending the facility to International Border Districts.”

2.4 On being asked whether the rural roads pending for construction under PMGSY-I & II have been subsumed under PMGSY-III and the time by which these would be completed, the Ministry has replied as under:

“No. The time period for completion of works under PMGSY I & II has been extended to March 2024. The status of pending works under PMGSY I & II, State/ UT wise is at **Annexure-I and II**, respectively. The Central Government approved PMGSY-III as a separate vertical 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 PMGSY-III is upto March 2025. “

2.5 Furthermore, on the question of deficiencies in the capacities of the States to successfully execute the programme and steps initiated to improve the same, the Ministry of Rural Development has replied as under:

“Under PMGSY-I & II, majority of the pending works lie in Hilly 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. Some additional issues like adverse climatic conditions, tough terrain, short working season etc. further compound the problems in North-Eastern and hilly States,

Under RCPLWEA, works were 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.

Handholding of States/UTs is done at every stage of planning, DPR preparation and final execution of sanctioned projects on the ground. The States have also been imparted training on GIS based planning for preparation/updation of DRRP and selection and verifications of proposals. NRIDA, a technical wing of Ministry, organizes suitable training programmes/webinars for officers of the State Governments/field engineers concerned with the implementation of PMGSY in reputed institutions, for enhancement of their knowledge base.”

2.6 On the question of the difficulties faced by the States with high density of population and acute shortage of land availability for meeting the parameters of PMGSY projects, the Ministry has submitted as under:

“As per para 5.7 of PMGSY guidelines, it will be the responsibility of the State Government / District Panchayat to ensure that land required, if any for the proposed Right-of-Way is available for taking up the proposed upgradation road works. A certificate that land is available must accompany the proposal for each road work. It must be noted that the PMGSY-III does not provide any funds for Land Acquisition. However, this does not mean that acquisition cannot be done by the State Government at its own cost. The State Government may also lay down guidelines for voluntary donation, exchange or other mechanisms to ensure availability of land. The process of making land available for the road works should subserve the common good and also be just and equitable. The details of land made available should be reflected in the local land records to avoid disputes, immediately upon approval of road work and preferably before commencement of execution of work. Environment and Forest clearances will be mandatory before seeking clearances of any PMGSY-III projects.

DPR preparation is based on IRC Codes/ MoRD guidelines/ sound technical principles/ programme guidelines. PMGSY projects are being sanctioned as per the provisions of PMGSY guidelines.”

2.7 On being asked as to whether the Ministry has any plan to connect all eligible habitations in the country under PMGSY, the Ministry in their written replies has submitted as under:

“The details of the Gramin Agricultural Markets, Higher Secondary Schools and Hospitals State-wise identified for rural connectivity under Phase III of PMGSY are given in **Annexure-III**.

Under PMGSY-I, since inception till date, a total of 6,45,189 Km road length (1,64,686 roads and 7,484 bridges) has been sanctioned for providing connectivity through all-weather roads to eligible unconnected habitations, out of which, 6,22,296 Km road length (1,62,558 roads and 6,805 bridges) has already been completed till 12th July 2023. More than 99% of eligible and feasible habitations under PMGSY-I have already been provided all weather road connectivity.”

II. National Rural Infrastructure Development Agency (NRIDA)

2.8 National Rural Infrastructure Development Agency (NRIDA), established under the Ministry of Rural Development in 2002, is responsible for implementing the PMGSY scheme. Initially, the agency was known as the National Rural Roads Development Agency (NRRDA). However, in 2017, its name was changed to the National Rural Infrastructure Development Agency (NRIDA) to encompass the housing component of the Pradhan Mantri Awaas Yojana-Gramin (PMAY-G). The agency's vision is to enhance the social and economic well-being of people, particularly in rural India, by constructing high-quality, well-maintained, all-weather roads and affordable housing infrastructure in a cost-effective manner, thereby contributing to the effective development of the nation.

2.9 Objectives of NRIDA

To improve social and economic life of the people, especially in rural India, by means of building good quality and well maintained all weather roads and affordable housing infrastructure in a cost effective manner in order to contribute to effective nation building.

The agency has the following objectives:

- i. Provide all round rural connectivity to unconnected habitations across the country as envisaged in the PMGSY scheme.
- ii. Focus on quality and maintenance of rural roads constructed under the PMGSY Scheme.
- iii. Promote research and development in the areas of rural road construction and maintenance in a cost-effective manner, through collaboration with scientific and technical institutions.
- iv. Promote the use of green and new technologies in rural road construction.
- v. Become a centre of excellence in the sphere of rural roads construction.
- vi. Enable the development of affordable house dwellings in rural areas as provided under the PMAY – G scheme.

2.10 Organisational Arrangements in NRIDA

The General Body (GB) of NRIDA comprises of maximum of 21 members. Hon'ble Minister for Rural Development is the Chairperson, Minister of State (Rural Development) is Co-Chairperson and Secretary, Rural Development is Vice-Chairperson of GB, NRIDA. Members of GB include representatives of Central Government, State Governments, technical bodies, registered bodies, institutions engaged in any activity connected with rural roads or any of the objectives of the National Rural Infrastructure Development Agency. Persons possessing special expertise, ability or experience relevant to the furtherance of the objectives of the Agency can also be included as Members in General Body.

2.11 The Functions of NRIDA

There are six divisions in NRIDA viz. Technical Division, Project-I, Project-II, Project-III, Finance and Administration and ICT Division.

The functions of Technical Division are as follows:

- Preparation of technical guidelines and specifications
- Scrutiny of Project Proposals/Project Appraisal : smart tools being adopted

- Organising Pre-Empowered and Empowered Committee meetings
- Monitoring of New Technology works
- Dealing with revision of cost / change of scope in sanctioned works
- Processing of dropping proposals
- Revision and review of Rural Roads Manual in collaboration with Indian Roads Congress
- Procurement and preservation of technical literature and Library

Projects-I Division deals with policy matters, programme guidelines and coordination. The division prepares Standard bidding Document (SBD) and monitors Maintenance Management through e-MARG*: <https://emarg.gov.in/>. overall quality of the work is dealt by Project –III Division. The Division handles all matters pertaining to empanelment, training and periodic performance evaluation of National Quality Monitors (NQMs). It oversees the operationalization of 1st and 2nd Tier of quality monitoring in all States/ UTs and issues general guidelines on quality control and prescribe Quality Assurance Handbook (QAHB). Project-II Division conducts Research and Evaluation Studies, Training Programmes and courses under Mission Karmayogi and also prepares ‘Do It Yourself Manuals’ and empanelment of State Technical Agencies/ Principal Technical Agencies. The Agency is also assisted by ICT Division and Finance & Administration Division.

An important function of NRIDA, as per the submission by the Secretary of the Ministry of Rural Development (MoRD) during the evidence before the Committee, is:

“NRIDA is also a nodal agency on behalf of MoRD, that is a special purpose vehicle to avail loan from NABARD under the PMAYG as per the approval of the Union Cabinet. NRIDA is also MoRD’s vehicle for availing funding from multilateral bodies like Asian Development Bank and World Bank for the purpose of funding the PMGSY programme”.

2.12 Staff strength in NRIDA

The Ministry of Rural Development in their written reply regarding the staff to handle the PMGSY works has submitted :-

“The Ministry of Rural Development is the nodal Ministry for implementation of the PMGSY at National 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 (SRDDAs) have been constituted for the programme implementation at the State level. Depending upon the work load, Programme Implementation Units (PIUs) are constituted for each district by the States. There are adequate staff to handle the PMGSY works as of now at the National, State and District level. However, depending upon the work load States are at liberty to provide additional work force. Vacancy position in States/UTs is reviewed from time to time.”

NRIDA has a sanctioned staff strength of 49, with 33 positions are currently filled and 16 positions remain vacant. The details are as follows:

Staff Strength as on 09.06.2023

Designation	Technical Division	P – I Division	P – II Division	F&A Division	P-III Division	ICT Division	Total	Vacant position
Director	1	1	0	1	1	1	5	1
Joint Director	2	1	0	-	-	-	3	4
Deputy Director	0	0	1	1	1	-	3	2
Assistant Director/YCE/CA/ Consultant Rajbhasha	5	1	2	6	4	-	18	8
Data Scientist	-	-	-	-	-	-	-	1
Product Manager	-	-	-	-	-	2	2	0
Transport Planning Engineer	1	-	-	-	-	-	1	0
GIS Lead	-	-	-	-	-	1	1	0
Total	9	3	3	8	6	4	33	16

On being asked to provide reasons for the 16 vacant positions out of the sanctioned 49 staff strength, the Ministry replied as follows:

“The major reason for not filling these vacancies is that as NRIDA being an Autonomous Body doesn’t have Central Pool Accommodation facilities for its officers and staff. Besides, the technical officers from civil engineering discipline Delhi and outside Delhi are eligible for appointment to technical posts in NRIDA and as the cost of living in Delhi is substantially high, so the candidates from outside Delhi generally not prefer to apply for such posts in NRIDA.”

However, the Secretary, Ministry of Rural Development during his deposition before the Committee has submitted :-

“...the manpower strength of the organization was fixed in 2004 by the general body and has remained the same despite manifold increase in its workload.”

The Ministry in their written replies has further informed that –

“The selection process for various posts has recently been completed, and offer letters have been issued to selected candidates. Also, the selection process for the posts of Director (Project/Technical) and Assistant Director (Project/Technical)/Young Civil Engineer is currently in progress. Efforts are being made to fill the vacant posts by December 2023”.

CHAPTER-III

RURAL ROADS PLANNING AND PHYSICAL ACHIEVEMENT

I. District Rural Roads Plan (DRRP) and Core Network

The Ministry in its written submission about the new connectivity projects under the DRRP has stated that the provisions regarding the selection of new connectivity projects under DRRP is envisaged in para 4 of PMGSY guidelines which are reproduced below:

“The District Rural Roads Plan would indicate the entire existing road network system in the District and also clearly identify the proposed roads for providing connectivity to eligible Unconnected Habitations, in an economic and efficient manner in terms of cost and utility. The Core Network will identify the roads required to assure each eligible Habitation with a Basic Access (single all-weather road connectivity) to essential social and economic services. Accordingly, the Core Network would consist of some of the existing roads as well as all the roads proposed for new construction under the PMGSY.

In proposing the new links under the District Rural Roads Plan, it would be first necessary to indicate the weightage for various services. The District Panchayat shall be the competent authority to select the set of socio-economic / infrastructure variables best suited for the District, categorise them and accord relative weightages to them. This would be communicated to all concerned before commencing the preparation of the District Rural Roads Plan.

The Plan would first be prepared at the Block level, in accordance with the directions contained in the Manual and the priorities spelt out by the District Panchayat. In short, the existing road network would be drawn

up, unconnected Habitations identified and the roads required to connect these unconnected Habitations prepared. This shall constitute the Block Level Master Plan.

Once this exercise is completed, the Core Network for the Block is identified, by making best use of the existing and proposed road facilities in such a manner that all the eligible Habitations are assured of a Basic access. It must be ensured that every eligible Habitation is within 500 metres (1.5 km of Path length in the Hills) of a connected Habitation or an All-weather road (either existing or planned). In drawing up the proposed road links, the requirements of the people must be taken into account, through the socio-economic/infrastructure values (Road Index) suitably weighted and the alignment having the higher Road Index ought to be considered for selection.

The Block level Master Plan and the Core Network are then placed before the Intermediate Panchayat for consideration and approval of the Core Network. They are simultaneously sent, along with the list of all unconnected Habitations, to the Members of Parliament and MLAs for their comments, if any. After approval by the Intermediate Panchayat, the Plans would be placed before the District Panchayat for its approval. It will be incumbent on the District Panchayat to ensure that the suggestions given by the Members of Parliament are given full consideration within the framework of these Guidelines. Once approved by the District Panchayat, a copy of the Core Network would be sent to the State-level Agency as well as the National Rural Roads Development Agency. No road work may be proposed under the PMGSY for New Connectivity or Upgradation (where permitted) unless it forms part of the Core Network.”

3.2 On being enquired as to whether the suggestions of Members of Parliament have been taken into consideration while framing the guidelines, the Ministry has submitted as under:

“There is no previous record of specific suggestions which were received from the Hon'ble Members of Parliament while framing the guidelines of PMGSY. However, various provisions have been laid down in the guidelines to give the importance of the suggestions of public representatives and Hon'ble Members of Parliament in the implementation of the programme guidelines 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. “

3.3 Some important provisions of PMGSY-III Guidelines, which provide detailed procedure for consultation with the Members of Parliament during the process planning and selection of roads, as submitted the Ministry is given as under:

“Para 3.6 The suggestions given by the Members of Parliament are to be given full consideration while finalizing the District Rural Roads Plan (DRRP).

Para 5.5 The Annual proposals will be based on the Comprehensive Upgradation cum Consolidation Priority List (CUCPL) following the Order

of Priority (subject to PCI). However, it is possible that there are inadvertent errors or omissions, particularly in the selection of Through Routes. Accordingly, it is desirable to also associate public representatives while finalizing the selection of road works in the annual proposals. 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.

While Lok Sabha Members would be consulted in respect of their constituencies, Rajya Sabha Members will be consulted in respect of that

District of the State they represent for which they have been nominated as Co-Chairman of the District Vigilance & Monitoring Committee of the Ministry of Rural Development.

Para 7.1 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.

Para 7.3 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 advisories to the States on 16.12.2019 and on 2 June, 2020. Recently, an advisory dated 23-6-2023 has also been issued to all the states on Role of Hon'ble MPs in Planning and selection of road works under PMGSY-III. 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.”

3.4 On being asked about the efforts made by the nodal Ministry to ensure prior consultation with Hon'ble Members of Parliament for selection of rural roads in their respective constituency, the Ministry replied as follows :-

“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 advisories to the States on 16.12.2019 and on 2.6.2020. (**Annexure-IV**) Recently, an advisory dated 23-6-2023 has also been issued to all the States on Role of Hon’ble MPs in planning and selection of road works under PMGSY-III. 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.”

II. Revision of DRRP for PMGSY-II and Updation of DRRP for PMGSY-III

3.5 The Guidelines for preparation of DRRP were modified to incorporate consolidation of roads after announcements of PMGSY-II and PMGSY-III. The Ministry in this regard has submitted the following details:

“The concept of Through Routes and Link Routes was basically included in Core Network in PMGSY-I. The revision of DRRP encompassed identification of the Through Routes (TRs), Major Rural Links (MRLs) and Link Routes (LRs) under PMGSY-II. Notably, PMGSY-III would also be based upon the DRRP. The State will identify and number all Through Routes and Major Rural Links in the Block during the preparation of road inventory in the Block irrespective of whether they are selected as candidate roads eventually.

The Process of preparation and updation of DRRP is detailed out in para 3.3, 3.4, 3.5 and 3.6 of PMGSY-III guidelines and is reproduced below:

3.3 (ii) Updation of DRRP: Under PMGSY–III, District Rural Roads Plan is the basis for selection of roads. The existing DRRP prepared for PMGSY–I and PMGSY-II could be revised and updated incorporating new construction and improvements of the surface type and condition of the roads as of 2018 or later when the State comes for sanction of projects on the basis of addition/upgradation of roads under various schemes of the Central and State Governments. Such updating of DRRP, may be carried out every alternate year, incorporating the surface condition of all roads and any new alignments developed under various schemes of the Central and State Governments.

3.4 The DRRP would first be prepared at the Block level taking into consideration the Census data of 2011 and in accordance with the directions contained in the Operations Manual of PMGSY-I. In short, the existing road network would be drawn up, and the identified candidate road alignments marked on the map. This shall constitute the Block Level Master Plan. Efforts should be made to have continuity of Through Routes across the block/ district boundaries.

3.5 The Draft DRRP, including the existing road network, identified Through Routes/Major Rural Links and initial candidate roads will be uploaded on OMMAS and linked with the GIS platform. This is a mandatory requirement under PMGSY-III, as the finalization of DRRP, selection of candidate roads and clearance of proposals will be based on verification of alignments using GIS. Notably, uniform meta-data standards and colour coding systems and legends would be adopted for the rural road network applicable to all States/UTs. While developing DRRP on GIS platform (Geospatial Rural Road Information System) as an add-on layer to the GIS, an inventory of local and marginal materials for road works would also be created to encourage use of such materials to facilitate cost-

effective construction. On completion of this, the State shall request NRIDA to initiate vetting and provide feedback.

- 2.6 After incorporating the feedback provided by NRIDA, the State shall place the DRRP (including all Block Level Rural Roads Plans i.e. BRRPs) before the Intermediate Panchayat for consideration and approval. It would be simultaneously sent, along with the list of all candidates Through Routes/ Major Rural Links to the Members of Parliament (MPs), for their comments, if any. After approval by the Intermediate Panchayat, the Plans would be placed before the District Panchayat for its approval. It will be incumbent on the District Panchayat to ensure that the suggestions given by the Members of Parliament are given full consideration within the frame work of these Guidelines. Once approved by the District Panchayat, a copy of the DRRP would be sent to the State Level Standing Committee (SLSC) and after its approval to the State Level Rural Roads Development Agency (SRRDA) as well as National Rural Infrastructure Development Agency (NRIDA). The State shall finalize the draft DRRP uploaded on OMMAS. No road work shall be included in the Comprehensive Upgradation cum Consolidation Priority Lists (CUCPL) unless it forms part of the approved DRRP. The same should also be uploaded on OMMAS website. No road work shall be included in the final Candidate Road List as well as CUCPL unless it forms part of the approved DRRP and the Candidate Road List will be allowed to be uploaded after DRRP has been finalized and approved on OMMAS website.”

III. Progress/Physical achievement under PMGSY

Progress under PMGSY (as on 09/06/2023)

PMGSY				
	PMGSY-I (2000)	PMGSY-II (2013)	RCPLWEA (2016)	PMGSY-III (2019)
Target	1,78,184 (Habitations)	50,000 km	12,107 km	1,25,000 km
Achievement	1,72,548 (Habitations) 6,22,215 km	48,590 km	7,851 km	59,884 km

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3.6 On being asked about the details of States/UTs having maximum balance work under PMGSY-I & II, the Ministry in their written replies submitted as under:

States/UTs with maximum balance work under PMGSY-I & II

PMGSY-I

PMGSY-II

Sr. No	States/UTs	Balance	
		Road Length (in km)	Bridges (nos)
1	Arunachal Pradesh	985	56
2	Bihar	659	88
3	Chhattisgarh	981	05
4	Himachal Pradesh	665	10
5	J&K	905	48
6	Manipur	841	75
7	Meghalaya	425	19
8	Sikkim	236	44
9	Uttarakhand	568	184

Sr. No	States/UTs	Balance	
		Road Length (in km)	Bridges (nos)
1	A & N Islands	84	0
2	Himachal Pradesh	70	0
3	Mizoram	128	0
4	Nagaland	108	5
5	Puducherry	55	0

Road construction under PMGSY-I (launched in 2000) is long pending specifically in Arunachal Pradesh, Chattisgarh, J&K, Manipur, Himachal Pradesh and other States as shown in table above.

Further, in regard to the balance work under PMGSY-II, launched in 2013, it is observed that there are pending road projects in the Andaman & Nicobar Islands, Himachal Pradesh, Mizoram, Nagaland, and Puducherry. Specifically, in

Mizoram and Nagaland, the pending road length exceeds 100 kilometers, with 128 kilometers in Mizoram and 108 kilometers in Puducherry. In other three States/Union Territories, the length of pending roads is more than 50 kilometers.

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

3.7 The Ministry in their written replies regarding launching a separate vertical for Road Connectivity Project for Left Wing Extremism Affected Areas (RCPLWEA) has submitted as under:

“In 2016, Road Connectivity Project for Left Wing Extremism Affected Areas (RCPLWEA) was launched as a separate vertical under PMGSY 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 for construction/ upgradation of strategically important roads.

Since inception of the scheme till 12th July, 2023, a total of 12,100.14 km road length has been sanctioned, out of which 8066 km road length has been completed. Year-wise details of works sanctioned and completed are given below:-

Year(s)	Sanction		
	Number of road	Road Length (km)	Number of Bridges
2017-18	262	4,047.704	154
2018-19	61	477.847	68
2019-20	558	4,669.474	165
2020-21	11	66.550	0
2021-22	228	1,633.751	113
2022-23	222	1,204.811	205
Total:	1342	12,100.14	705

Year(s)	Completion		
	Number of road	Road Length (km)	Number of Bridges
2017-18	-	-	-
2018-19	6	606.51	0
2019-20	44	1178.69	28
2020-21	91	1720.49	50
2021-22	263	2383.17	76
2022-23	212	1787.40	120
2023-24 (19.6.2023)	60	390.19	21
Total:	676	8066.45	295

The State-wise details of works sanctioned and completed under RCPLWEA and submitted by the Ministry are given below:-

Status of implementation of RCPLWEA										
Road length in Km										
Sl. No.	State Name	Sanctioned			Completed			Balance		
		No. of Roads	Road Length	No. of Bridges Sanctioned	No. of Roads	Road Length	No. of Bridges Sanctioned	No. of Roads	Road Length	No. of Bridges Sanctioned
1	Andhra Pradesh	194	1,558	45	132	1,069	18	62	467	27
2	Bihar	153	1,981	82	106	1,704	59	47	260	23
3	Chhattisgarh	386	3,094	88	233	1,986	19	153	1,090	69
4	Jharkhand	303	2,408	207	122	1,638	73	181	768	134
5	Madhya Pradesh	37	346	46	3	58	14	34	288	32
6	Maharashtra	46	620	112	26	415	84	20	205	28
7	Odisha	52	529	2	31	434	0	21	92	2

8	Telangana	146	1,024	112	3	366	24	143	657	88
9	Uttar Pradesh	25	541	11	20	397	4	5	144	7
Total		1,342	12,100	705	676	8,066	295	666	3,971	410

On the requests from the State Governments, the timeline for completion of RCPLWEA has been extended upto March, 2024. “

PMGSY-III

3.8 Under PMGSY-III (launched in 2019), with a target of 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, a total of 1,02,342 Km road length (13,267 roads and 2,024 bridges) has already been sanctioned to 25 States/UTs and out of which, 62,548 Km road length has been completed (6,535 roads and 391 bridges) till date. State/UTs wise details given in **Annexure-V**”

When asked about how many roads under PMGSY-I are taken for upgradation under Scheme-II and Scheme III, the Ministry in their reply has submitted as under:

“All roads under PMGSY I, that have completed 10 years of design life and having poor Pavement Condition Index score, are eligible for consideration under PMGSY-II, III. The details of PMGSY-I roads taken up under PMGSY II, III are not centrally maintained. The timeline for completion of PMGSY I, II is March, 2024.”

Physical achievement over the years

3.9 The Ministry in their presentation before the Committee has submitted the target length of roads to be completed and the physical achievement thereof over the years which are as under:

Year	Length (km)		Habitation (nos)	
	Target	Achievement	Target	Achievement
2017-18	51,000	48,730	15,000	11,548
2018-19	57,700	49,043	15,000	10,484
2019-20	50,097	27,302	9,721	4,156
2020-21	46,164	36,674	3,273	2,588
2021-22	50,000	42,015	2,025	1,214
2022-23	47,171	29,753	1,736	623
2023-24 (till date)	38,000	4,070	1,074	14

Balance of works under various verticals of PMGSY

3.10 Apprising the Committee about the present status of balance works under various verticals of PMGSY, the Ministry submitted as under:

PMGSY-I		PMGSY-II		RCPLWEA		PMGSY-III	
Roads (km)	Bridges (nos)	Roads (km)	Bridges (nos)	Roads (km)	Bridges (nos)	Roads (km)	Bridges (nos)
7,560	697	751	56	4,186	421	42,431*	1,607*

*Balance w.r.t. sanctioned

CHAPTER-IV FUNDING OF PMGSY

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 it is 90:10 for 8 North Eastern and 3 Himalayan States. The cost of routine maintenance for initial 5 years after construction and also for further 5 years including periodic renewal as per requirement, special repairs and emergency maintenance, shall be fully borne by the respective State/UT.

4.2 The Ministry has furnished the following year-wise allocation of funds under the programme and expenditure incurred during the last five years:-

Fund category	2018-19			2019-20			2020-21			2021-22			2022-23		
	Allocation (In Cr.)		Expenditure (In Cr.)	Allocation (In Cr.)		Expenditure (In Cr.)	Allocation (In Cr.)		Expenditure (In Cr.)	Allocation (In Cr.)		Expenditure (In Cr.)	Allocation (In Cr.)		Expenditure (In Cr.)
	BE	RE		BE	RE		BE	RE		BE	RE		BE	RE	
Pradhan Mantri Gram Sadak Yojana (PMGSY)	19000.00	15500.00	15414.14	19000.00	14070.07	14017.48	19500.00	13706.23	13694.99	15000.00	14000.01	13993.92	19000.00	19000.00	18996.20
Funds from other sources															
World Bank	1500.00	1429.84	1429.84	1500.00	1500.00	1500.00	1000.00	1000.00	96.21	500.00	500.00	0.00	0.00	0.00	0.00
ADB	1500.00	1570.16	1570.16	1500.00	1500.00	1500.00	200.00	0.01	3.89	5.00	10.00	0.00	10.00	10.00	9.40

NRRDA World Bank assisted projects	1.00	1.00	0.00	22.00	22.00	0.00	32.70	14.86	0.00	0.00	0.00	0.00	0.00	0.00	0.00
NRRDA ADB assisted projects	4.50	4.50	0.00	9.70	9.70	0.00	8.30	2.53	0.00	1.50	1.10	0.00	0.00	0.00	0.00

4.3 On being asked about the existing system in the MoRD for allotting funds for PMGSY and the basis of cost-estimation, the Ministry has stated as follows:

“The allocation/release of funds to the States for implementation of PMGSY is made on the basis of the fund allocations to the States, fund release proposals received from the States/ UTs and it depends, inter-alia, on works in hand, execution capacity of the States/ UTs and unspent funds available with the States/ UTs. Quarterly and Monthly Action Plans are chalked out in advance in pursuance of the guidelines of Ministry of Finance and the States are regularly followed up for requirement of funds.

States prepare Detailed project Reports (DPRs) based on the prevailing schedule of rates (SoR). Accordingly, Ministry sanction 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.”

4.4 On the issue of parking of unutilized funds, the Ministry has stated as follows:

“For preventing the parking of funds, during every release, the State Government is impressed upon to transfer these funds along with corresponding State Share to single nodal account of agency within a maximum period of 30 days from the date of receipt of these funds. In case of non-transfer beyond this period, Central Government stops further releases. Further, Ministry has been regularly reviewing the position of unspent balances with the States in various monthly review meetings.”

CHAPTER-V
TENDERING PROCESS, QUALITY CONTROL AND NEW INITIATIVES IN
QUALITY MONITORING

I. Tendering Process

The DRRP is considered the basis for construction of roads. Procurement of works under PMGSY would be through e-tendering. The Guidelines for the tendering process are reproduced as below:

“11.2 After the annual proposals have been cleared and Technical Sanction has been accorded, the Executing Agency would invite tenders. The well-established procedure for tendering, through competitive bidding, would be followed for all projects. All the projects scrutinised by the STA and cleared by the Ministry, will be tendered as such, and no changes shall be made in the scope of work without the prior approval of the NRIDA. The States will follow the Standard Bidding Document (SBD), prescribed by the NRIDA, for all tenders and further instructions issued in this matter.

11.3 Since PMGSY places high emphasis on time and quality, States shall take steps to increase competition and to realistically assess Bid capacity. To this end, States shall ensure that all Tender notices are put out on the Internet under the OMMAS. Centralised evaluation of Bid capacity will be done to give effect to the provision of the SBD. States may empower the SRRDA to call and decide tenders in the interest of speeding up the process.

11.4 The tendering and contracting process and time periods will be as per the SBD. The State shall at all times update the OMMAS tendering module

to enable downloading of tender documents. Details of contracts entered into shall also be immediately entered into database.

11.5 With the use of annual State Schedule of Rates, it is expected that on an average, the tendered value would approximate the estimated value. All costs due to time over run, arbitration/judicial award shall be borne by the State Government. In case the value of tenders received is above the estimate that has been cleared by the Ministry, the difference (tender premium) pooled for the entire District for works cleared in a batch will be borne by the State Government. In case there is material change in the scope of work or quantities, prior approval of NRIDA shall be obtained and difference absorbed in the District level surplus within the batch failing which net savings at State level within the phase/ batch will be used for the purpose. Data change in OMMAS in such cases would be made with NRIDA's authorization.

11.6 Within 15 days of the date of Work Order, signboards along with the Logo of the PMGSY should be erected at the site of road works. The signboards should indicate the name of the Programme (PMGSY), name of the road, its length, estimated cost, date of commencement and due date of completion of construction and name of the executing contractor. It is desirable that after completion of construction, this is in the form of a permanent brick-masonry/ concrete structure at both ends of the road.”

5.2 While explaining about the existing tendering process for construction of Roads under PMGSY and whether it is standardized by the Ministry or each State adopted the procedure followed in the respective States, the Ministry informed as under:

“Based on best National and International practices, a Standard Bidding Document (SBD) has been developed for procurement of works

under the PMGSY. The tendering and execution are the responsibility of the State SRRDA. The tendering process is standardized and State SRRDAs are bound to follow the SBD provision strictly as per PMGSY programme guidelines. To ensure transparency, entire bidding for procurement of works under the programme is being carried out only through e-procurement.”

5.3 On being asked as to whether Ministry has taken any steps towards formation of Standard Bidding Procedure to be followed by all the States, the Ministry in their written reply has submitted as under:

“Based on best National and International practices, a Standard Bidding Document (SBD) has been developed for procurement of works under the PMGSY. To ensure transparency, entire bidding for procurement of works under the programme is being carried out only through e-procurement. State SRRDAs are bound to follow the SBD provisions while tendering process as per PMGSY programme guidelines strictly. The rural roads under PMGSY are constructed, maintained and owned by the respective State Governments. As such, the responsibility to ensure various aspects of implementation of the programme viz. quality, timely completion of these roads etc. lies with the State Governments.”

Further, on the issue of delay in tender finalization, the Ministry has stated that the delay in tender award is identified by the NRIDA/Ministry. States have been advised in review meetings for timely award of the works. States/UTs wise status of works to be awarded under various verticals of the PMGSY is given at **Annexure-VI**.

5.4 Further, when asked about the cases of delay in completion of works by the contractors and penalties imposed against them, the Ministry in its replies submitted as under:

“As per the programme guidelines, the tendering and execution of the projects sanctioned under PMGSY is the responsibility of the State Government concerned. Based on best national and international practices, a Standard Bidding Document (SBD) has been developed for procurement of works under the PMGSY. All the work under the Programme is being procured and managed on the basis of provisions of the SBD. Provisions have been made in the Standard Bidding Documents (SBD) to impose liquidated damages (LD) for delay in the work on default by contractor. The details of individual cases of imposition of LD are not centrally maintained.”

5.5 On the issue of incorporation of any penalty clause in the contracts under which contractor can be penalized and even debarred for delay/poor/non-performance of works allotted to him, the Ministry stated as under:

“As per the programme guidelines, the tendering and execution of the projects sanctioned under PMGSY is the responsibility of the State Government concerned. Based on best national and international practices, a Standard Bidding Document (SBD) has been developed for procurement of works under the PMGSY. All the work under the Programme is being procured and managed on the basis of provisions of the SBD. As per Clause 30.3 of SBD “Failure of successful bidder to comply with the requirement of delivery of Performance Security of two and a half percent of Contract Price plus additional security for unbalanced bids as per provisions of Clause 30.1 shall constitute sufficient ground for cancellation of award and forfeiture of the Bid Security. Such a successful bidder who fails to comply with the above requirements is liable to be debarred from participating in bids under PMGSY for a period of one year”.

5.6 On being asked about the State-wise details of the firms/contractors that have been blacklisted for failure in due diligence of the contract, the Ministry in its written replies has stated as under:

“The award of works sanctioned by the Ministry under PMGSY is done by the State Government and blacklisting of contractors for any lapse in implementation of the programme is also done by the respective State Government. There is a three-tier quality control and quality assurance mechanism already in place to deal with the issue of construction of poor quality of road by the contractor at PIU level, State level and National level. Further there are provisions in the Standard Bidding Document of NRIDA to blacklist such contractors who do not complete works as per specifications laid down in the bid document. The details of blacklisted contractors are with the State Governments and these details are not centrally maintained.”

II. Quality Control Mechanism

5.7 On being asked about the present mechanism for monitoring the quality of roads constructed, the Ministry replied as under:

“Ensuring the quality of the road works is the responsibility of the State Governments who are implementing the Programme. Quality shall be ensured in relation to both construction and maintenance. To this end, all works will be effectively supervised. The NRIDA will issue general guidelines on Quality Control and prescribe a Quality Assurance Handbook to regulate the quality control process at works level. Quality Assurance Registers containing the results of tests prescribed in the Quality Assurance Handbook shall invariably be maintained for each of the works.

A site Quality Control Laboratory will be set up by the Contractor for each package. Payments shall not be made to the Contractor unless the Laboratory has been duly set up and equipped, quality control tests are regularly conducted, recorded and have been found to be successful. The Standard Bidding Document shall incorporate suitable clauses for ensuring Quality Control and a Performance Guarantee by the Contractor.”

5.8 Further, while apprising the Committee about the procedure for construction of good quality roads and steps taken to improve the same, the Ministry replied as under :

“States have been advised to execute the work following the specifications for rural roads published by IRC/ MoRD specifications/ sound technical principles to ensure construction of good quality of roads.”

5.9 The Ministry has further stated that-

“A three-tier Quality Management mechanism has been put in place under PMGSY:

- The 1st tier of quality management mechanism is the in-house quality control system of the Project Implementation Unit (PIU) which ensures that all the materials utilized and the workmanship conform to the prescribed standards/specifications.
- The 2nd tier of the quality management mechanism is through period inspections of all works by the State Quality Monitors (SQMs), independent of PIUs. The objective of this tier is to improve the effectiveness of 1st tier.
- Under the 3rd tier, NRIDA deploys National Quality Monitors (NQMs) for inspection of road works, selected at random, to assess the general functioning of the quality control mechanism in the district/ State to enable systemic improvements.

States have been advised to establish Quality Management Cells and engage bridge experts for periodic field inspections of bridges. Performance evaluation of SQMs is also undertaken by the States and this appraisal is taken into account while engaging them for inspection works."

5.10 In their Background Note, the Ministry has submitted that under the 1st tier of quality control mechanism, quality standards are enforced through in-house mechanism by supervising the site quality control laboratory set up by the contractors for each package. When asked as to how the Ministry will ensure that mandatory tests are being carried out at specified time in the field laboratory, the Ministry replied as under :

"Under the 1st tier of quality control mechanism, the contractor is liable to establish field laboratory for each ongoing package at its commencement. Mandatory tests at field are being monitored at Ministry level (NRIDA) through uploading of QC registers by Programme Implementation Unit (PIU) in OMMAS for each package & maintaining the requisite number of tests at every stage of work."

5.11 Further, specifying about the number of field labs established so far, working satisfactorily till now and number of labs that are non-functional, the Ministry furnished the following details

"There are 9109 ongoing packages under PMGSY. Out of which, for 8269 ongoing packages laboratories are established and are working satisfactory. For balance 840 ongoing packages, 177 are held-up packages and the remaining are recently awarded works."

5.12 In their background note, NRIDA submitted that Guidelines have been issued for inspection of works by the independent monitors. When asked about

the number of such inspections conducted during last three years, the Ministry submitted as follows :

“National Quality Monitors appointed by the Ministry are deputed to check the quality of maintenance work on PMGSY roads. If any work is found having unsatisfactory grading, the concerned State Government has been informed to get it rectified/ repaired. Action taken reports have been sought from the respective States with regard to unsatisfactory works and the same has been examined further in the NRIDA. The details of inspection conducted by National Quality Monitors (NQMs) are given as under:-

Year	Total inspections conducted (Completed, Ongoing and Maintenance works)
2020-21	2653
2021-22	9262
2022-23	7162
2023-24(till June, 23)	1251

As per the information furnished by the Ministry the number of SQM and NQM inspections conducted during the year 2022-23 has decreased in comparison to inspections conducted during the year 2021-22. On being asked about the reasons for this decrease, the Ministry stated as under:

“The number of ongoing packages under PMGSY has decreased from 14,372 in 2021- 2022 to 9,810 in year 2022-23. Further, currently the focus is on inspection of ongoing/ completed works.”

5.13 Further, when asked about the fixation of targets for conducting such inspections in a year and achievement thereof, the Ministry stated that:

“The target for SQM & NQM inspections is fixed for every financial year. As per annual action plan, the target for the financial year 2023-2024 is 8000 inspections for NQM and 45075 inspections for SQM.”

III. New Initiatives in Quality Monitoring

5.14 As regards the new initiatives undertaken for quality Monitoring, the Ministry has submitted as under:

- Risk based assignment of works to NQMs with focus on ongoing & completed works
- Inspections directly uploaded online, enables data analysis
- Quality Control Registers available online
- New version of QMS App developed to include e-forms and other initiatives
- Verification of field laboratories ensured
- Payment of Cement Concrete roads only after verification of core test results
- The number of NQMs increased from 98 in 2020 to 135 in March 2023
- Total number of SQMs increased from 872 in 2020 to 1,358 in March 2023, selection process for empanelment of new SQMs initiated by States
- Comprehensive guidelines issued for empanelment and performance evaluation of SQM Quality monitoring inspection format broadened
- Intensity of SQM inspections increased - now every 5 km section length being inspected
- Proficiency test of NQMs and SQMs
- Emphasis on quality monitoring inspections for bridges

CHAPTER-VI

MAINTENANCE OF ROADS UNDER PMGSY

Apprising the Committee about the present mechanism prescribed by the Ministry for maintenance of roads, the Ministry in their written replies stated as under:

“PMGSY roads are constructed by the States 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. Further under PMGSY-III, Ministry signs MoU with the States for providing maintenance funds for 10 years. This will make States duty bound to provide maintenance funds for the entire design life of the road.

National Rural Infrastructure Development Agency (NRIDA) 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. The policy and guidance note would be helpful for the road agencies of the States to have a clear

understanding about expectations for rural road maintenance and intentions of States to sustain the created network of rural roads.

With effect from the financial year 2016-17, financial incentives are given to best performing States, which show higher achievement on the basis of set-parameters. The funds released as financial incentives are used for periodic maintenance of rural roads already constructed under PMGSY. Financial incentives amounting to Rs. 1076.49 crore, Rs. 842.50 crore, Rs. 804 crore, Rs. 738 crore and Rs. 662 crore were awarded in fiscal year 2016-17, 2017-18, 2018-19, 2019-20 & 2020-21 respectively for periodic maintenance to best performing States.

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) has been introduced, which is conceptualized on Performance Based Maintenance Contracts (PBMC). Payment to the contractor is now made through eMARG which is based on the minimum condition of road, its cross drainage works and traffic assets. 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.”

6.2 On being asked about the mechanism available in the tender document/agreement to ensure that the contractor upkeeps and maintains the road constructed by him during the guarantee period, the Ministry replied as under:

“Tenders are prepared based on the Standard Bidding Document (SBD) issued by the NRIDA. There are provisions in the SBD to retain security deposit of five percent from each payment due to the contractor until

completion of work and same will be released to the contractor after successful completion of Defect Liability Period (DLP).”

6.3 Further, apprising the Committee about the challenges being faced during the maintenance of roads and action taken by the Ministry /State Government to rectify the same, the Ministry submitted as follows:

“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) has been introduced, which is conceptualized on Performance Based Maintenance Contracts (PBMC). Payment to the contractor is now made through e-MARG which is based on the minimum condition of road, its cross drainage works and traffic assets. 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. The constraints of monitoring and supervision are taken care of by evidence based digital solution called e-MARG. “

6.4 When asked about the measures, the Ministry/State Governments take to address the impact of heavy rainfall, floods and other natural calamities on roads maintenance, the Ministry in their reply has submitted as under:

“Rural roads under PMGSY are constructed and maintained as per the technical specifications and geometric design standards given in the Ministry of Rural Development Specifications for Rural Roads, Rural Roads Manual of the Indian Roads Congress (IRC) (IRC-SP:20) and also, where required, the Hill Road Manual (IRC:SP:48) and other relevant IRC Codes & Manuals. Specifications prescribed in these Codes & Manuals take care of specific geographic and topographical parameters.”

6.5 Apprising the Committee about the coordination mechanism among the Ministry, State Governments and local authorities for the maintenance of roads under PMGSY-I, II & III, the Ministry stated :

“A web based digital e-Marg platform “National e-MARG” has been implemented for monitoring of performance-based maintenance contract of roads under DLP. Maintenance of rural roads is also regularly reviewed during meetings of MoRD & NRIDA with States/ UTs, SRRDAs.”

Maintenance of Roads through e-MARG

6.6 On being asked as to how the Ministry ensure transparency and accountability in road Maintenance operations, the Ministry in its written replies submitted as under:

“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 (e-MARG) in all the States. e-MARG, Electronic Maintenance of Rural Roads, came into operation on 1st April, 2020 as a simple yet an extremely effective solution to these problems. Conceptualized on Performance Based Maintenance Contracts (PBMC), e-MARG 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. e-MARG is a GIS-based 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.

e-MARG, thus focuses on upkeep of PMGSY roads in all circumstances, hence entails performance-based evaluation of roads for making maintenance related payments of PMGSY roads that are under DLP. So far, all the States are onboard e-MARG. e-MARG is currently getting utilized by 1,856 district PIUs and 14,022 contractors all over India to perform inspections, generate and approve single click bills and make payments, thus majorly easing out the manual and tedious tasks. So far, more than 15,14,447 road inspections have been carried out through e-MARG. Maintenance monitoring through e-MARG resulted into substantial improvement in ensuring that the same contractor maintains the roads in 5 year defect liability period. Since the inception of e-MARG, the expenditure made on maintenance of road works under defect liability period has substantially increased.

Due to evidence based objective marking system of performance of roads during 5-year maintenance period, there has been a saving of Rs.436.07 crore as on 31 March 2023 since the implementation of e-MARG in 2019-20. This saving is due to the performance of roads assessed in between 80% to 100%. In the absence of an objective marking system, payment would have been made 100%. In addition, the long pending bills of contractor that were not timely submitted by the contractors were made zero through e-MARG system that would lead to a saving of Rs.459.85 crore to public exchequer. Thus, a total saving of Rs.895.92 crore was made through e-MARG since inception.”

6.7 When asked about the role being played by e-MARG in the maintenance of rural roads and details of payments made through e-MARG, the Ministry furnished as under:

“Following the principles of PBMC, prior to making payments to the contractor, bi-monthly inspections are carried out by engineers for every one km section of the road in which they click two photographs at randomly generated locations through the mobile app to capture the actual condition of roads as evidence. Thereafter, they give a grading of Satisfactory/Unsatisfactory based on the condition of road. Furthermore, based on these photographs and grading, the condition of the road is evaluated on a scale of 100 based on pre-defined performance standards, parameters. Finally, on the basis of marks obtained out of 100, a proportional payment is made. The bi-monthly inspections ensure that the road is maintained throughout the year. Furthermore, e-MARG allows contractors to submit e-bills in one click on the system and auto-generate vouchers based on the result of the performance evaluation. The vouchers are sent to the accounting officer in-situ and forwarded to the bank for digital payment. End-to-end processing of bills is achieved through the system, thus drastically reducing the administrative friction and making routine payment of small ticket bills both attractive and efficient. After the introduction of e-MARG, one of the major transformations was that the entire process was fully digitized.”

When asked about the details of payments made through e-MARG, the Ministry in its replies submitted as under:

“e-MARG is currently getting utilized by 1,856 district PIUs and 14,022 contractors all over India to perform inspections, generate and approve single click bills and make payments, substantially easing out the manual and tedious tasks. Payment of Rs.2,487 crore has been released through e-MARG upto 19th June 2023 for maintenance of PMGSY roads under DLP since 1st October, 2019.”

State/UTs wise details in terms of payment made through e-MARG

6.8 “Since inception of e-MARG, performance in terms of payment made through e-MARG for maintenance of roads by the States/UTs is given as below:

S. No.	State	Amount (in crore)
1	Bihar	319.53
2	West Bengal	292.64
3	Odisha	265.57
4	Uttar Pradesh	253.49
5	Madhya Pradesh	222.68
6	Rajasthan	147.15
7	Chhattisgarh	131.28
8	Assam	130.61
9	Tamil Nadu	100.36
10	Jharkhand	85.98
11	Uttarakhand	68.76
12	Himachal Pradesh	57.50
13	Kerala	49.63
14	Maharashtra	43.97
15	Punjab	41.35
16	Karnataka	39.89
17	Jammu And Kashmir	38.83
18	Tripura	37.48
19	Arunachal Pradesh	35.54
20	Meghalaya	26.08
21	Andhra Pradesh	19.66
22	Manipur	17.04
23	Haryana	16.75

24	Telangana	14.28
O 25	Bihar (RCPLWEA)	7.40
26	Gujarat	6.60
27	Sikkim	5.56
28	Ladakh	3.18
29	Odisha (RCPLWEA)	2.58
30	Nagaland	2.06
31	Mizoram	1.68
32	Chhattisgarh	1.68
33	Telangana	0.61
	Total:	2487.42

6.9 Further, in regard to difficulties being faced in operation of e-MARG App and action taken by the Ministry to remove the same, the Ministry stated that :

“Most of the rural areas are facing an acute shortage of mobile network and due to which the uploading of geo-tagged photographs was not properly done in e-MARG App. To remove this kind of difficulty faced by the State, NRIDA/ MORD made the feature of uploading the photographs in off-line mode.”

6.10 On further enquiry by the Committee for non-maintenance of roads as long as 7 years particularly in Bihar, Uttar Pradesh and West Bengal that were damaged by flood and also non-fixation of responsibility against the concerned Contractors, the Ministry has submitted the following reply:

“There is no provision under PMGSY Guidelines for reconstruction and restoration of roads damaged due to natural calamities”.

CHAPTER-VII

USE OF NEW TECHNOLOGIES IN PMGSY

New technology guidelines were issued in 2013 to use local, non-conventional and green technologies in road construction. Under which the States were advised to use new technologies in 15% of total proposal (10% using IRC mainstreaming technologies and 5% IRC accredited technologies).

7.2 In order to promote and disseminate large scale adoption of New/Green Technologies in rural roads in a much systematic manner, NRIDA has revised the existing guidelines in the year 2022 and brought a “Vision Document on New Technology Initiatives and Guidelines-2022” Under New Technology Vision 2022, the following guidelines have been made applicable under PMGSY for surface course of roads:

- 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 (MSD) 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 prioritized in climatically suitable areas.

7.3 Also, following guidelines have been made applicable for base course, sub-base course and subgrade:

- 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 (Paneled 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 sub-base course, base course and embankments in adequate quantity.
- g. Construction and demolition (C&D) waste, duly processed, shall be used in sub-base/base course in atleast 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.

7.4 On being asked about the new technologies mainly used under PMGSY, the Ministry submitted as under :

(a) Technology-wise Road Length sanctioned and completed till 31stMarch 2023

Sl. No.	Technology	Length Sanctioned (in Km)	Length Completed (in Km)
1	Waste Plastic	46,789	32,225
2	Cold Mix	28,547	20,537
3	Panelled CC	7,063	2,939
4	Jute/ Coir/ Geotextile	1,647	1,126
5	Terrazyme	1,696	1,270
6	Nanotechnology	8,256	5,598
7	RCCP	1,108	1,072
8	Others	43,216	20,921
	Total	1,38,322	85,688

(b) Year-wise sanctions and completion of works under new Technology

**Year wise sanctions & completion of works under New Technology
(Pre 2013) (Post 2013)**

Year	Road length sanctioned (in km)	Road length completed (in km)
2000-2001	49	-
2001-2002	133	1
2002-2003	-	62
2003-2004	81	44
2004-2005	104	122
2005-2006	299	30
2006-2007	919	71
2007-2008	820	95
2008-2009	1,421	336
2009-2010	60	432
2010-2011	92	307
2011-2012	599	235
2012-2013	1,993	242
TOTAL	6,568	1,976

Year	Road length sanctioned (in km)	Road length completed (in km)
2013-2014	6,380	263
2014-2015	1,120	1,289
2015-2016	1,145	2,681
2016-2017	15,809	4,995
2017-2018	19,472	6,488
2018-2019	13,911	15,442
2019-2020	12,538	8,870
2020-2021	19,669	11,225
2021-2022	18,959	16,020
2022-2023	22,752	16,438
2023-2024 (till 9 th June 23)	512	2,055
TOTAL	1,32,266	85,766

(C) Full Depth Reclamation (FDR) Technology

FDR Technology is a type of Soil-Cement and pavement rehabilitation method that involves recycling an existing deteriorated asphalt surface and its underlying base, sub-base materials into a new stabilized base layer. It is an economical rehabilitation process which saves raw materials, time and energy. FDR process reduces the carbon-footprint of roadway construction projects.

As regards the parameters for checking the roads already constructed under PMGSY by FDR Technology, Ministry has submitted as under:

“Looking to the advantages of recycling and using the existing distressed bituminous and its underlying layers for constructing a new stabilized base layer, many States had shown keen interest to take the advantage of constructing the base layer of the road through the process of Full Depth Reclamation (FDR) Technology. The existing road material is pulverized and uniformly blended with an additional stabilizing material such as

cement and/or commercial additives and compacted in place to provide a stiff homogenous base layer.

The projects constructed through FDR process have advantages on account of being cost-effective, have increased structural and durability capacity, shortened construction schedule, enable early opening of traffic and reducing adverse environmental impacts of conventional road construction. The projects constructed through this technology follow Indian Road Congress (IRC) guidelines prescribed for stabilized pavements. All quality parameters regarding strength and durability, as prescribed by IRC, for construction of stabilized bases are applicable for projects constructed through Full depth reclamation process.”

When asked as to why this technology is implemented in selected States only, the Ministry responded as under:

“At first stage, FDR projects were sanctioned in States like Uttar Pradesh, Bihar, Jharkhand, Kerala, Maharashtra, Madhya Pradesh, Meghalaya, Nagaland and Odisha who have shown keen interest for adopting this technology. Subsequently, based on the experience gained in some of the aforesaid States, other States are also coming up with the proposals for constructing roads through FDR technology, under PMGSY-III.”

On being asked about the measures taken to implement this technology in rest of the States, the Ministry replied as under:

“The Ministry of Rural Development had organized an international seminar on new technology at New Delhi during May, 2022 wherein the FDR technology and its advantages have been showcased to all the States. Further, as an initial hand-holding support to State officials as well as contracting agencies, the National Rural Infrastructure Development

Agency (NRIDA) under Ministry of Rural Development had carried out series of workshops and seminars in the States where FDR projects have been sanctioned. Dedicated documents containing the system and processes of implementing FDR projects, including required quality parameters, have been developed by NRIDA and disseminated to all States for their use.”

Further, when asked about the efforts made to avoid unemployment being raised due to FDR technology, the Ministry submitted as under:

“At present only 7700 kms of rural roads are being constructed through FDR technology under PMGSY III out of a total target of 1,25,000 kms. FDR Technology has the following advantages:

- Most pavement distress can be treated satisfactorily.
- Significant structural improvements to pavement crust (Especially in base course)
- No requirement /minimum requirement of virgin road construction stone product.
- Shortened construction schedule
- Early opening to traffic
- Improves Ride Quality
- Minimal air quality problem.
- Reduce carbon foot print

Major proportion of the roads are still sanctioned/constructed using conventional way of construction, at present this Technology is implemented in few states keeping in view its suitability and benefits. FDR Technology requires sophisticated and high ended machineries and equipment for successful implementation along with required expertise and experience

which the local and small contracting agencies may not possess. However, considering the advantages of FDR as mentioned above, FDR is the sustainable, environment friendly and economical alternative as being adopted in other countries widely much earlier to India”.

Road length sanctioned using FDR and saving of Natural Resources (Aggregates)

SI No	State	Road length sanctioned (in km)	Total Aggregate savings (Lakh Tonnes)
1	Bihar	494	6.95
2	Jharkhand	1,010	14.21
3	Maharashtra	156	2.19
4	Madhya Pradesh	25	0.35
5	Meghalaya	47	0.66
6	Odisha	71	1.00
7	Uttar Pradesh	5,425	214.88
8	Nagaland	477	6.71
	TOTAL	7,705 km	246.95

CHAPTER-VIII

IT INITIATIVES AND RESEARCH AND EVALUATION STUDIES UNDER PMGSY

IT initiatives under PMGSY

8.1 Mobile Application ‘Meri Sadak’ for Citizen Feedback on PMGSY Projects

The Mobile application ‘MeriSadak’ has enabled citizen to register feedback/complaints about Non-PMGSY roads also. Such complaints are forwarded to Centralized Public Grievance Redressal and Monitoring System (CPGRAMS) for further necessary action. Till 31st March, 2023, 3496 feedback/complaints pertaining to Non- PMGSY works have been registered on ‘Meri Sadak’ application, all these complaints were forwarded to CPGRAMS and 2556 complaints have been disposed off.

8.2 Monitoring and Management Information System

8.2.1 On-line Management, Monitoring and Accounting System (OMMAS)

An On-line Management, Monitoring and Accounting System (OMMAS) for the PMGSY is in place to effectively monitor the entire Programme and bring about greater efficiency, accountability and transparency in implementation. The system is available at the website URL <https://omms.nic.in>.

OMMAS facilitates the operational requirements of planning, scheduling, monitoring, tracking, execution and accounting in implementing the PMGSY scheme. OMMAS is intended to serve the requirement of decision-making authorities at various levels, quality monitors, DPIU’s, NRIDA and MoRD.

Considering the period as well as usage of the OMMAS application and based on the user inputs including the changes in the level of operations and in view of the latest developments in terms of technology, OMMAS is improved and augmented from time to time.

8.2.2 Release of facility Data in Public Domain and collaboration with Gati Shakti Project

NRIDA has heavily invested in digitizing the DRRP road network and habitation data on GIS over the last few years. NRIDA has digitized on GIS about 24 lakh km. of road network. This data especially captures the rural roads, over 1 million habitations and facilities in rural hinterlands and remote areas which existing public and private mapping data sets do not cover meaningfully. Additionally, under PMGSY-III, more than 8 lakh rural facilities have been geo-tagged.

NRIDA released the above mentioned data in Public Domain on 22nd February 2022. This data is available at <https://geosadak-pmgsy.nic.in/OpenData>. Also, NRIDA has collaborated with Gati Shakti project where in NRIDA shared following Open data, which will be incorporated in their existing applications:

- i. Habitation Shape Files PAN India
- ii. Road District Rural Road Plan PAN India
- iii. Rural Facilities Data such as Markets, Schools, Health Centers, Gram Mandi, Banks, etc. PAN India
- iv. PMGSY Road Proposals proposed by States PAN India

8.2.3 Features of OMMAS 2.0

- **PMIS**–Project Monitoring Information System - The module is aimed at bringing in a project management methodology to the construction/upgradation of roads and bridges under PMGSY for a disciplined tracking and monitoring. In the first step, PIU staff defines project plans (with timelines) for their awarded works. Once the plan is formulated and finalized, the PIU is required to continuously report progress against the planned activities. The progress can be tracked through Gantt chart and reports. The tracking gives a sense of the overall progress versus the original plan and any corrective actions can be

taken proactively to finish the work without delays.

- **Quality Monitoring Mobile application** has been revamped for Inspection for National level Quality Monitors as well as State level Quality Monitors of all the States with new features of start and end point photograph, lab photograph and other parameters. Ticketing System is also integrated in QMS Application. Using this system Quality Monitors are able to raise their concern/ issues.
- **Quality Inspection E-Form**—Inspection form has been developed in digital format for PIUs & Quality Monitors i.e. NQMs & SQMs. It is useful for tracking the inspection status at all levels with different parameters such as earthwork, lab established, sub grade, CD structure, etc. Using this app Quality Monitors are able to provide their inputs digitally. This paperless inspection makes information more easily accessible, storable, maintainable, and shareable through the use of digital technology. The reports of monitors in digital format will be useful for analyzing the inspection reports.
- **State Brief & District Brief** -It provides the roads and bridges details, Sanction, Physical Progress, Financial Expenditure, Habitation Coverage, PMGSY-I, PMGSY-II, PMGSY-III, Completed, Ongoing work, Inspections by National Quality Monitors (NQMs) in the last three years, Maintenance Funds over the years for roads under Defect Liability Period (DLP) of 5 years details post construction, Quality Issues etc. of State and District. NRIDA has released It in the Citizen Section of OMMAS therefore citizens can view their State and District Road details.
- **Public Financial management System (PFMS)**:Single Nodal Account (SNA) implementation has been successfully completed in the REAT module. All payments in PMGSY of Programme, Admin & Maintenance funds are made through PFMS System.
- **Integration of OMMAS with other Applications**—To provide data like Project statistics, NSP Phase profile data, Pending Sanctioned Works, State wise abstract grading sanctioned Habitation, targeted habitations and achieved habitations to the Disha application.

8.3 Review Meetings

To monitor the implementation of the projects by the State Governments, review meetings are conducted on hybrid mode including the officials of MoRD, NRIDA and the officials from the States.

8.4 Centralized Public Grievance Redressal and Monitoring System (CPGRAMS)

Centralized Public Grievance Redressal and Monitoring System (CPGRAMS), which is accessible through <https://pgportal.gov.in> is an important tool of Government to strengthen the two-way communication with citizens for effective and time-bound monitoring and implementation of programme & schemes at the ground level.

The status of grievances received on CPGRAMS Portal from Ministry of Rural Development is regularly reviewed at NRIDA and forwarded to concerned SRRDA for necessary action at their end. It is also ensured that the grievances are disposed in time bound manner without compromising on quality aspects. Citizens are welcome to use this portal to express their concerns related to programme/schemes and administrative activities.”

8.5 Upon noticing that mobile App ‘Meri Sadak’ has been enabled to register, citizen feedback complaints, the Committee desired to know the type of complaints being registered about PMGSY, No. of complaints registered on this App and resolved pending so far, the Ministry in their written submission stated as under:

“The Meri Sadak Mobile Application offers seven distinct categories under which PMGSY road complaints can be registered: Road selection or alignment, Slow Progress, Abandoned Work, Poor Quality, Land Disputes, Bid/Tendering related issues, and Corruption-related issues. It is noteworthy that the feedback submitted through the Meri Sadak App is appropriately addressed. During the period from July 20, 2015, to March

31, 2023, a total of 1,37,132 feedback items were received, out of which 49,481 were related to PMGSY and 87,651 were related to non-PMGSY matters. Out of the received feedback, 47,023 final replies have been sent.”

Research and Evaluations Studies

8.6 NRIDA plays a critical role in defining excellence in construction of roads in rural sector and setting up benchmark by using various types of new environmental friendly materials. Performance evaluation of these roads are carried out from various reputed institutes like IITS, CRRI, PTA and STAS. New R&D project proposals are submitted by PTAs, STAs or any Govt. aided Research Institute/ Engineering/ Science/ Management Institutions of the country having credentials of established research facilities and manpower to deliver time bound research projects. These project proposals are being reviewed and selected by an Expert Group which is having the overall authority to finalize the selection of the research proposal and finally, disseminate the outcome of R&D projects through its publications, guidelines and advisories for the benefit of field engineers, researchers, engineering professionals and the society.

The following are the Research & Evaluation Studies undertaken under PMGSY:

S. No.	Name of Project	Institute
1	Rural Road Pavement Performance Study (RRPPS)	IIT Madras
2	Preparation of Data Base on Conventional/Waste/Marginal Materials for Construction of Embankment and Pavement Layers in Bihar and Madhya Pradesh	CRRI New Delhi
3	Development of Technology for Use of Fly ash as an alternate material in Pavement Construction through Accelerated Pavement Testing Facility (APTF)	CRRI New Delhi
4	Performance Evaluation of some selected PMGSY road sections in the State of Chhattisgarh	NIT Raipur
5	Feasibility studies on use of Non standard local materials in rural road in Bishnupur district of Manipur.	NIT Silchar, Assam
6	Life cycle and Performance Assessment of Rural Road constructed using Waste Plastic	IIT Madras and various other institutes
7	Life cycle and Performance Assessment of Rural Road constructed using Cold Mix Technology	IIT Madras and various other institutes

Several other Research & Evaluation studies of PMGSY which are under progress in various renowned institutes of India is given as **Annexure – VII**.

Observations/Recommendations

1. Role of NRIDA

The Committee note that NRIDA, nodal implementation agency and technical arm of PMGSY Scheme, has been indentified as the vehicle of Ministry of Rural Development for steering the rural road projects by availing funds from international financial institutions like ADB, World Bank etc. NRIDA also plays a crucial role in setting benchmarks for excellence in rural road construction and is expected to explore potential smart solutions to improve delivery capacity of PMGSY on the ground by promoting cost effective Green/New Technologies without time overruns and cost overruns. Taking into account the role of NRIDA, the Committee would urge the implementing agency to explore and utilize IT enabled tools like e-MARG, Meri Sadak APP to enhance transparency across the system.

The Committee have further noted that Meri Sadak App has been enabled to register citizen feedback/complaint about non-PMGSY roads also. The Ministry has submitted that such feedback/complaints are forwarded to Central Public Grievances Redressal and Monitoring System (CPGRAMS) for necessary action. The complaints are forwarded to State Governments for redressal. The Committee feel that there should be a proper mechanism at the nodal Ministry level for analyzing the nature of complaints about PMGSY road registered on 'Meri Sadak App' and therefore, desire a strong redressal mechanism at central level too. As Research is fundamental requirement for excellence in any activity, the

Committee further urge Ministry of Rural Development to augment funds for the research and IT solutions so as to uplift the efficiency of the agency.

2. Financial sufficiency

The Committee note that under PMGSY, NRIDA is the vehicle for execution of road projects and leveraging funds from different financial agencies like World Bank, Asian Development Bank etc. Ministry of Rural Development in their written submissions has furnished figures of grant in aid received by NRIDA (from ADB & World Bank RRP-II). Grants in Aid from ADB stood at Rs. 1.5 crores (BE) for 2021-22 while there was no expenditure incurred for the same period. Further there has no allocation for World Bank for 2021-22 and 2022-23. The Committee would urge the Ministry of Rural Development to explore the way out for restoration of financial assistance from international agencies like World Bank and ADB etc. The Committee would like to be apprised of the steps taken by the Government in this regard.

3. Need for dedicated PDs (Project Directors)

In the matters of national highways, Project Implementation Units (PIUs) are headed by a Project Director (PD), who, in turn, is supported by various other technical and accounts officers to oversee timely completion of the projects as per prescribed parameters. However, the Committee note that similar is not the case with PMGSY; roads being a State subject. The Committee have observed that the scheme of PMGSY is for rural roads where the implementing agencies are the respective State Governments, who play a major role in selection of roads, processing bids for selection of

contractors, construction of roads and oversee the construction of roads/bridges. Taking cognizance of this, the Committee recommend the Ministry to bring a system of appointment of PDs for PMGSY ; dedicated leadership for a geographically demarcated area for proper construction vis-à-vis completion of projects. For this the Committee also recommend that the guidelines of PMGSY should be amended to that effect.

4. Focus on all round development

The Committee have been informed that Under PMGSY-I, a total of 6,45,189 kilometers of road length (comprising 1,64,686 roads and 7,484 bridges) has been sanctioned to provide all-weather road connectivity to previously unconnected habitations and 6,22,296 kilometers of road length (1,62,558 roads and 6,805 bridges) have already been completed leaving a backlog of 2,128 roads with a total road length of 22,893 kilometers and 679 bridges. Out of this, 981 kilometers of road length and 5 bridges in Chhattisgarh, 659 kilometers of road length and 88 bridges in Bihar are pending for completion. Similarly, under the PMGSY-II, launched in 2013 with the objective of consolidating 50,000 kilometers of eligible rural roads to facilitate more cost-effective transportation of goods and services, a total of 49,856 kilometers of road length (including 6,692 roads and 763 bridges) has been sanctioned. Out of this, 48,609 kilometers (comprising 6,439 roads and 711 bridges) have been completed by July 12, 2023. However, 253 roads covering a distance of 711 kilometers and 52 bridges are awaiting completion with the deadline of March, 2024. The Ministry has cited various factors contributing to this backlog, including inadequate

execution and contracting capacity, challenging terrain, adverse weather conditions and security concerns, etc.

The Committee have observed that both under PMGSY-I&II, the roads that are yet to be constructed, are mostly either in North East/Hilly regions or in States like Chhattisgarh and Bihar etc. The Committee are of the strong view that for a balanced development in a country like India full of different terrains, the onus lies on of the Ministry to ensure that schemes are well framed/modulated for those “special” regions as well. The Committee, therefore, urge the Ministry to take up the matter of pendency in the construction of roads in the hilly/North East regions with MoDONER and should resolve the issues in conjunction with the State Governments. The Committee also emphasis the need to focus on completion of roads and bridges under PMGSY I&II in the States like Chhattisgarh and Bihar without further delay.

5. Need to expedite Road Connectivity Project for Left Wing Extremism Affected Areas (RCPLWEA)

The Committee are informed that out of 12,100 Km. of road length sanctioned in different years since the inception of the scheme in 2017-18 under this vertical, 7851 Km. road length have been completed which account for 65% (approx.) of the target and the rest is to be completed by March, 2024. The Committee are of the view that establishing rural connectivity to bridge the gap in Left Wing Extremism Affected Areas (RCPLWEA) with the mainstream regions is a challenge for the implementing agencies. However, any delay in completing the pending

work would have adverse implications not only on the overall development of the region, but also in containing the Left Wing insurgency in those areas. Therefore, the Committee desire that the nodal Ministry should collaborate with the Ministry of Home Affairs and the concerned State Government for better coordination and for completion of the sanctioned work within the targeted timeline.

6. Need for stringent Quality Assurance Mechanism

The Committee note that PMGSY envisages a three tier Quality Assurance Mechanism to ensure quality of roads and bridges constructed under the scheme. The first two tiers by PIU and independent Quality Monitors under respective State Governments and the third tier under NRIDA by independent National Quality Monitors (NQMs). The National Quality Monitors inspect projects selected on random basis. To ensure credibility of inspections, independent monitors at second and third tier have to take at least 10 geostamped digital photographs including one of the field laboratories for each work and to upload it on OMMAS-MIS portal. They also have to ensure that mandatory tests are carried out at specified intervals. In addition, district laboratories and state laboratories have also been established. The Committee note that the first stage of quality assurance undertaken by PIU through an in-house mechanism by supervising the site quality control laboratory set up by the contractor for each package is crucial. Further, the Committee view that inspection by NQM for quality control mechanism at national level under NRIDA from 2017-18 to 2022-23 has been drastically reduced from 23% to 13.61% in

terms of number of inspections undertaken by State level Quality Monitors under SRRDA during that period. The Committee observe that in a comprehensive scheme like PMGSY, there is no unified quality monitoring mechanism, instead there are different quality assurance mechanism with no proper dimensions. In view of this, the Committee urge the Ministry to relook into the PMGSY guidelines and come with a unified monitoring mechanism which encompasses different parameters in place of existing fragmented monitoring mechanism. The Committee are of the view that a unified quality monitoring mechanism shall be indicative of the flaws in the initial stages of construction so that roads and bridges constructed under PMGSY remain navigable till end of its life span of 10 years. The Committee underlines the need for increase in number of field inspections by NQMs in proportion to the inspections undertaken by SQMs. They also strongly recommend that the nodal Ministry and NRIDA should strictly monitor action taken against contractors, who compromise on quality of roads and bridges constructed under PMGSY. The Standard Bidding Document (SBD) should be revised in such a way so as to include stringent provision for reconstruction/ maintenance of damaged roads and bridges at the risk and cost of contractors during its life span. The nodal Ministry and NRIDA should play a proactive role in ensuring due diligence by contractors, instead of leaving it entirely on the State Government.

7. Need for participation of stakeholders.

The Committee note that various provisions have been included in the PMGSY guidelines to ensure consultations with Hon'ble Member of

Parliament in the implementation of the scheme including selection and construction of roads. These consultations have been provisioned both at the District Rural Roads Plan (DRRP) finalization and Annual Proposals stages. In addition, at the stage of preparing DPRs, the PIU conducts a transect walk along the road alignment. 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. Further, Comprehensive Upgradation cum Consolidation Priority List (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 and 15 clear days to be given for the purpose. During the deliberations, the Committee have expressed their concern that though representatives of people are to be taken on board while finalizing the proposal. It has not been the practice. Rather representatives are made to play, merely, a signatory role at the fag end of submission of final list to the nodal Ministry, leaving no time to study and propose changes by Members of Parliament. The Committee, therefore, urge the Ministry to evolve a mechanism to ensure that the procedures are scrupulously followed and proposals received by Ministry of Rural Development from Members of Parliament which are in conformity with the needs of the region are finally included in the list of roads selected for construction under PMGSY. The Committee would like to be apprised of the steps taken by the Ministry in this regard.

8. Need for promotion of FDR Technology.

The Committee are informed that major portion of the roads under PMGSY are still constructed using conventional way, which is costlier in those regions where the lead/haulage charge of aggregates is on the higher side and also in those roads where traffic intensity is relatively higher and require substantial granular overlays. On the other hand, the roads constructed through Full Depth Reclamation (FDR) have increased structural durability, cost effectiveness, shortened construction schedule, minimal air pollution and reduced carbon footprint. The Committee note that the use of FDR technology is limited to certain states like Uttar Pradesh, Bihar, Jharkhand, Kerala, Maharashtra, Madhya Pradesh, Meghalaya, Nagaland, Odisha and only 7700 Km. of rural roads have been/are being constructed using this technology. The Committee, therefore, strongly recommend that the nodal Ministry and NRIDA should extend expert training and technological support to states for faster adoption of FDR technology for construction/reconstruction of roads under PMGSY.

9. Need for planting of trees on the flanks of roads.

The Committee note that out of the sanctioned road length of 6,45,189 Km, 6,22,003 Km. has been completed till 31st March, 2023 under the new connectivity and upgradation component of PMGSY-I. There is no mandatory provision for planting of trees on both sides of the roads being constructed under PMGSY-I&II launched in 2000 and 2013 respectively. The reason for non inclusion of tree plantation along the roads constructed

under PMGSY, as submitted by the Ministry, is that there is no land acquisition for PMGSY roads and the land on both sides of PMGSY roads belong to the farmers. Therefore, plantation can be done on land to be donated by farmers.

The Committee have, however, observed that planting of fruit bearing and other substantial trees has been made mandatory under PMGSY-III launched in 2019. The responsibility for planting of trees has been assigned to State/UT Governments by using funds under MGNREGA and other Central State Schemes. Guidelines of Indian Road Congress are to be followed for plantation of trees on flanks of roads constructed under PMGSY-III. The Committee note that construction of majority of rural roads have been completed under PMGSY-I&II, but there is no mandatory provision for planting of trees along the roads constructed under it. Planting of trees along the roads have multifarious advantages like controlling vehicular pollution, checking soil erosion and consequent damage to roads etc. Therefore, the Committee urge the Ministry and NRIDA to amend the guidelines to include monetary support to State/UT Governments for mandatory planting of trees along rural roads constructed under PMGSY-I&II, rather than relying on guidelines of Indian Road Congress and MGNREGA officers. The Committee would like to be apprised of the action taken in this regard.

10. Need for proper maintenance of roads.

The Committee note that PMGSY guidelines stipulates that maintenance of roads constructed under PMGSY is the responsibility of

State Governments. All roads are to be mandatorily covered by initial 5 years of maintenance contract by the same contractor as per Standard Bidding Document. Maintenance fund to service the contract are required to be budgeted by State Governments and placed at the disposal of State Rural Roads Development Agency (SDRRAs) in separate maintenance account. After 5 years, the roads are required to be placed under Zonal Maintenance Contracts for a further period of 5 years. Under PMGSY-III, Ministry signs MOU with the States for providing maintenance funds for 10 years. NRIDA has also prepared a Policy Framework and Guidance Note for maintenance of rural roads, which needs to be adopted and notified at State level. Financial incentives under PMGSY-III are given to best performing States, which are used for maintenance of roads constructed under PMGSY. The Committee are also informed that e-MARG and Performance Based Maintenances Contracts (PBMC) are also used for ensuring regular maintenance of rural roads. During deliberations, the Committee expressed dissatisfaction over bad condition of rural roads due to lack of maintenance. In certain cases, the roads are caved in or washed away due to floods and other natural calamities during Damage Liability Period (DLP) and the contractor is not liable under contractual terms for reconstruction of such roads. The Committee, therefore, are of the view that Ministry of RD and NRIDA should conduct a survey/data collection regarding all those rural roads constructed under PMGSY-I&II, which are not navigable due to natural calamities during DLP and those which are damaged or abandoned after 5 years of completion of construction. The Committee, further, recommend that the Ministry should include all those

roads which are damaged due to natural calamities during DLP for reconstruction under PMGSY-III. The Ministry should ensure that stringent action is taken against the contractors for unscientific and sub-standard construction.

11. Amalgamation with State policies

The Committee note that rural road connectivity is a key component of sustainable economic activity and poverty alleviation in rural India. To achieve this objective, several State Governments have also launched schemes like Mukhya Mantri Gram Sadak Yojana (MMGSY) and Chief Minister Gram Sadak Yojana (CMGSY). The Committee have observed that the objectives of these State sponsored schemes and PMGSY are in the tune of rural road construction itself. Ministry of Rural Development has submitted that they do not have status /role in State policies and hence cannot synchronise activities with State specific policies. Taking cognizance of the fact that some States have their own Gram Sadak policies, which are similar to that of PMGSY, the Committee urge the Ministry to work in liaison with State Governments in a bid to simplify and holistically select and ensure the construction of rural roads and its hassle free maintenance. The Committee are of the firm view that Ministry of Rural Development being the nodal Ministry can take a lead role and work with State Governments in the overall interest of building all-weather road network in rural areas.

12. Other issues

The Committee have observed certain issues inherent in the PMGSY guidelines related to selection of roads and bridges constructed but rejected on the basis of inspection report of NQM due to unscientific and defective construction. The Committee are of the firm view that Ministry should investigate the status of old roads and bridges before choosing the new ones for construction under the scheme. A firm overview/status check of already constructed roads/bridges (under previous schemes/phases) would be a decisive factor in the matter. A road or bridge “chosen” before hand but yet to be completed should be carried forward under the scheme rather than inclusion of new ones. Similarly, the Ministry should evolve a mechanism to ensure that the roads/bridges constructed, but rejected due to unscientific/defective construction by the contractor are reconstructed by the same contractor at his own risk and cost.

**NEW DELHI
20 December 2023
29 Agrahayana 1945 (Saka)**

**DR. SANJAY JAISWAL
CHAIRPERSON
COMMITTEE ON ESTIMATES**

State/UTs wise details of works sanctioned, completed and balance under PMGSY-I as on 12th July 2023

Status of implementation of PMGSY-I										
Road length in Km										
Sr. No.	State Name	Sanctioned			Completed			Balance		
		No. of Roads	Road Length	No. of Bridges	No. of Roads	Road Length	No. of Bridges	No. of Roads	Road Length	No. of Bridges
1	A&N Islands	67	103	0	59	89	0	8	13	0
2	Andhra Pradesh	4,438	13,768	254	4,419	13,243	247	19	89	7
3	Arunachal Pradesh	1,308	13,833	230	1,205	12,844	174	103	955	56
4	Assam	8,365	26,943	1,333	8,303	26,738	1,297	62	59	36
5	Bihar	17,565	55,138	1,212	17,335	52,638	1,129	230	631	83
6	Chhattisgarh	7,825	34,672	346	7,563	32,541	341	262	978	5
7	Goa	70	156	0	70	155	0	0	0	0
8	Gujarat	4,413	11,535	48	4,413	11,397	48	0	0	0
9	Haryana	426	4,572	0	426	4,565	0	0	0	0
10	Himachal Pradesh	3,466	20,603	103	3,307	19,660	93	159	634	10
11	J&K	3,094	18,374	232	2,717	17,152	184	377	903	48
12	Jharkhand	7,234	25,540	499	7,179	24,766	471	55	157	28
13	Karnataka	3,277	16,359	36	3,277	16,357	36	0	0	0
14	Kerala	1,374	3,308	1	1,359	3,236	1	15	44	0
15	Ladakh	128	1,124	2	116	956	2	12	72	0
16	Madhya Pradesh	18,950	75,945	658	18,935	72,951	619	15	44	39
17	Maharashtra	5,610	24,783	685	5,594	24,148	668	16	67	17
18	Manipur	1,858	11,348	208	1,696	10,499	137	162	841	71
19	Meghalaya	1,080	4,265	100	961	3,825	82	119	420	18
20	Mizoram	345	4,288	0	304	4,191	0	41	81	0
21	Nagaland	343	4,154	48	322	4,072	42	21	83	6
22	Odisha	15,808	60,961	523	15,787	58,526	509	21	48	14
23	Punjab	1,050	6,937	0	1,050	6,912	0	0	0	0
24	Rajasthan	16,804	66,046	26	16,804	63,773	26	0	0	0
25	Sikkim	961	4,795	99	882	4,500	57	79	232	42
26	Tamilnadu	7,678	16,320	97	7,678	16,168	97	0	0	0
27	Telangana	2,924	10,192	284	2,895	9,826	275	29	143	9
28	Tripura	1,361	4,931	63	1,319	4,591	53	42	165	10
29	Uttar Pradesh	17,577	50,332	0	17,575	49,427	0	2	10	0
30	Uttarakhand	2,298	19,371	361	2,099	18,616	183	199	556	178
31	West Bengal	6,989	34,491	36	6,909	33,990	34	80	195	2
Total		164,686	645,189	7,484	162,558	622,353	6,805	2,128	7,419	679

Annexure-II

State/UTs wise details of works sanctioned, completed and balance under PMGSY-II as on 12th July 2023

Status of implementation of PMGSY-II										
Sr.No.	State Name	Road length in Km								
		Sanctioned			Completed			Balance		
		No. of Roads	Road Length	No. of Bridges	No. of Roads	Road Length	No. of Bridges	No. of Roads	Road Length	No. of Bridges
1	A&N Islands	48	97	0	0	12	0	48	84	0
2	Andhra Pradesh	174	1,331	2	174	1,290	2	0	0	0
3	Arunachal Pradesh	80	551	7	76	518	7	4	27	0
4	Assam	250	1,721	65	233	1,716	58	17	6	7
5	Bihar	345	2,456	103	336	2,428	98	9	17	5
6	Chhattisgarh	179	2,241	0	179	2,201	0	0	0	0
7	Gujarat	109	1,180	40	109	1,172	40	0	0	0
8	Haryana	88	1,042	18	88	1,016	18	0	0	0
9	Himachal Pradesh	112	1,251	1	96	1,183	1	16	62	0
10	J&K	121	680	7	98	651	7	23	17	0
11	Jharkhand	165	1,642	6	165	1,633	5	0	0	1
12	Karnataka	314	2,241	11	314	2,218	11	0	0	0
13	Kerala	149	583	3	139	560	1	10	18	2
14	Ladakh	13	79	1	11	78	1	2	2	0
15	Madhya Pradesh	374	4,984	245	369	4,885	237	5	14	8
16	Maharashtra	385	2,619	108	384	2,586	108	1	2	0
17	Manipur	55	325	3	40	275	1	15	52	2
18	Meghalaya	94	490	12	68	421	1	26	66	11
19	Mizoram	6	194	0	1	69	0	5	125	0
20	Nagaland	13	228	5	4	121	4	9	106	1
21	Odisha	636	3,672	30	634	3,648	29	2	3	1
22	Pondicherry	45	106	0	21	50	0	24	55	0
23	Punjab	123	1,343	7	123	1,331	7	0	0	0
24	Rajasthan	401	3,464	6	401	3,469	6	0	0	0
25	Sikkim	34	121	0	24	111	0	10	9	0
26	Tamilnadu	860	2,940	34	860	2,936	34	0	0	0
27	Telangana	114	944	17	114	896	17	0	0	0
28	Tripura	42	307	1	32	260	0	10	45	1
29	Uttar Pradesh	963	7,614	2	963	7,509	2	0	0	0
30	Uttarakhand	112	906	7	102	896	0	10	4	7
31	West Bengal	288	2,502	22	281	2,472	16	7	17	6
Total		6,692	49,857	763	6,439	48,609	711	253	731	52

The state-wise details of the Gramin Agricultural Markets, Higher Secondary Schools and Hospitals identified for rural connectivity under Phase III of PMGSY

Sr.No.	State	Facility Categories			
		Gramin Agriculture Markets	Higher Secondary Schools	Hospitals	Total
1	Andhra Pradesh	1043	614	561	2218
2	Assam	6790	5183	1527	13500
3	Chhattisgarh	1086	967	479	2532
4	Gujarat	645	547	399	1591
5	Haryana	360	1709	1325	3394
6	Himachal Pradesh	13	105	104	222
7	Jammu And Kashmir	231	1657	897	2785
8	Jharkhand	435	1646	753	2834
9	Karnataka	2794	2416	1602	6812
10	Kerala	1486	369	340	2195
11	Ladakh	35	22	22	79
12	Madhya Pradesh	3097	2596	1766	7459
13	Maharashtra	1648	2373	1682	5703
14	Meghalaya	126	351	119	596
15	Odisha	4948	6215	2209	13372
16	Punjab	1186	1261	1055	3502
17	Rajasthan	1110	3455	2162	6727
18	Tamilnadu	854	1220	818	2892
19	Telangana	1260	1385	698	3343
20	Tripura	504	419	82	1005
21	Uttar Pradesh	4937	6953	2806	14696
22	Uttarakhand	131	223	214	568
23	Bihar	856	1097	542	2495
24	West Bengal	908	891	209	2008
	Grand Total	36483	43674	22371	102528

54550/2020/RC

File No. P-17025/37/2013-RC (FMS No 331916)
 Government of India
 Ministry of Rural Development
 Department of Rural Development
 (Rural Connectivity (RC) Division)

Krishi Bhawan, New Delhi
 Dated the 2nd June, 2020

To,

All Additional Chief Secretaries/Principal Secretaries/Secretaries In-Charge
 of PMGSY of all the States/UTs

Subject: Role of Hon'ble Members of Parliament in planning and selection of road works under Pradhan Mantri Gram Sadak Yojana-III- reg.

Sir/ Madam,

I am directed to refer to the subject cited above and to say that the PMGSY has an inbuilt mechanism for consultation with public representatives at various stages of planning and implementation of the programme. Advisories have been issued and reiterated from time to time to the State Governments/State Rural Road Development Agencies, giving emphasis, *inter-alia*, on strict compliance of these provisions. In this regard, attention is invited again to various provisions of the PMGSY-III guidelines, which provide detailed procedure for consultation with the Members of Parliament during the process of planning and selection of roads. Some important guidelines in this respect are reproduced below:

Para 3.6: The suggestions given by the Members of Parliament are to be given full consideration while finalizing District Rural Roads Plan (DRRP).

Para 5.5: The Annual proposals will be based on the CUCPL following the Order of Priority (subject to PCI). However, it is possible that there are inadvertent errors or omissions, particularly in the selection of Through Routes. Accordingly, it is desirable to also associate public representatives while finalizing the selection of road works in the annual proposals. 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 would be ensured 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 up gradation.

- 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.

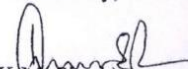
Para 7.1: After the approval by the District Panchayat, the proposals would be forwarded by the PIU to the SRRDA. The PIU will at that time prepare the details of proposals forwarded by the Members of Parliament and action taken thereon, in proforma MP-I and MP-II and sent it along with proposals. In all cases where the proposals of an MP has not been included, cogent reasons shall be given based on the reasons given by the District Panchayat.

Para 7.3: 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 Member of Parliament have been given full consideration.

2. In view of this, all the State Governments are once again requested to follow the guidelines relating to consultation with the Members of Parliament in letter and spirit, and the following needs to be ensured:

- (i) Hon'ble MPs may be briefed about the PMGSY-III planning process, overall allocation and inter-se Block/District allocation etc. at the beginning of the planning exercise.
- (ii) Hence, it is reiterated that final list of proposals, in order of priority, would be communicated in writing to the Member of Parliament with reasons for non-inclusion of such proposals in each case. It would be preferable if this communication is made by a senior official and their recommendation/ consent be obtained in writing on the overall proposed list. It should be ensured that the Member of Parliament receives such communication and a reasonable time of 15 days is given to them to respond with their recommendation.
- (iii) Such recommendation should also be included along with MP-I and MP-II formats. If such response/ recommendation is not received in 15 days, a clear note to this effect is recorded in the proposal. Proposal to the Ministry may be sent by SRRDA along with a note regarding the process adopted by the state in dealing with the recommendations of Members of Parliament.

Yours faithfully,



(K.M. Singh)

Deputy Secretary to the Government of India
Tel No: - 011- 2307 0308

Copy to: All CEOs/Chief Engineers of PMGSY implementing States/UTs

F.No. P-17025/34/2016-RC (FMS No – 350567)

Government of India

Ministry of Rural Development
Department of Rural Development
Rural Connectivity (RC) Division

Krishi Bhavan, New Delhi

Dated the 16th December, 2019

To,

**The Principal Secretary/Secretary,
In-Charge of PMGSY of all the States.**

Subject: Role of Hon'ble Members of Parliament and other elected representatives in Planning and Implementation of road works under Pradhan Mantri Gram Sadak Yojana (PMGSY)-reg.

Sir,

I am directed to refer to this Ministry's Circular issued vide letter No. P.17025/2/2014-RC dated 27th July, 2017 reiterating the provisions in the Pradhan Mantri Gram Sadak Yojana (PMGSY) guidelines on the role of Hon'ble Members of Parliament and other elected representatives in planning and implementation of PMGSY works. As you are aware 1,25,000 kms of road length are to be sanctioned under PMGSY-III. The PMGSY-III guidelines include a detailed planning procedure for selection of eligible roads. In continuation paras 5.5 and 5.6 of PMGSY-III guidelines also reiterate the role of people's representatives in the planning process and mandatory approval of the Hon'ble Members of Parliament at the time of submission of the proposals. Various advisories issued in the past on this subject are referenced herewith:-

- i) Advisory dated 28th January, 2015 regarding priority in the selection of roads for new connectivity and upgradation of existing roads leading to eligible habitations in the Gram Panchayats/villages identified by the Members of Parliament under Sansad Adarsh Gram Yojana (SAGY).
- ii) Circular dated 23rd July, 2015 regarding consultation with Hon'ble Members of Parliament and other elected representatives in the rural road construction under PMGSY.
- iii) Letter dated 31st July, 2015 regarding consultation with Hon'ble Members of Parliament and other elected representatives in the rural road construction under Pradhan Mantri Gram Sadak Yojana.
- iv) Circular dated 25th July, 2016 regarding Quality Control and Supervision of works-Joint Inspection of PMGSY works.
- v) Letter dated 27th July, 2016 regarding Foundation Stone/Inauguration of PMGSY works.

vi) Letter dated 27th July, 2016 regarding proposals of Members of Parliaments regarding selection of roads under PMGSY-II-clarification.

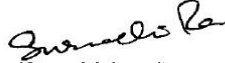
vii) Letter dated 29th July, 2016 regarding inspection of SQMs/NQMs on the complaints received from Hon'ble MPs regarding implementation of PMGSY-intimation of their visits to MPs.

vii) Circular dated 20th April, 2017 regarding role of Hon'ble Members of Parliament and other elected representatives in Planning and Implementation of road works under PMGSY.

2. All the State Governments are once again requested to ensure compliance of the provisions of the programme guidelines and advisories issues from time to time in letter and spirit. The State Governments are also requested to issue suitable advice to the State Rural Road Development Agency at the State level and Project implementation Units at District level to ensure strict compliance of the advisories. This would be important for according sanctions to states, for the upcoming proposals of PMGSY III.

3. This issues with the approval of the competent authority.

Yours faithfully,


(Surabhi Rai)
Director (RC)
Tel. No. 2338 3006

Distribution:

1. The Engineer-in-Chief/Chief Engineer of the PMGSY (All States/UTs).
2. All Directors, NRIDA.

Copy also to:

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

Annexure-V**State/UTs wise details of works sanctioned and completed under PMGSY-III as on 12th July 2023**

Status of implementation of PMGSY-III										
Road length in Km										
Sl. No.	State Name	Sanctioned			Completed			Balance		
		No. of Roads	Road Length	No. of Bridges	No. of Roads	Road Length	No. of Bridges	No. of Roads	Road Length	No. of Bridges
1	Andhra Pradesh	298	2,309	2	244	1,878	0	54	365	2
2	Assam	584	3,756	56	340	2,744	0	244	1,005	56
3	Bihar	712	6,001	195	110	2,125	18	602	3,872	177
4	Chhattisgarh	534	5,606	112	529	5,581	22	5	0	90
5	Gujarat	304	3,015	191	193	2,243	0	111	748	191
6	Haryana	259	2,496	0	212	2,178	0	47	294	0
7	Himachal Pradesh	45	440	0	0	5	0	45	435	0
8	J&K	155	1,272	0	4	55	0	151	1,217	0
9	Jharkhand	444	4,085	143	17	551	0	427	3,534	143
10	Karnataka	826	5,608	116	586	4,841	72	240	687	44
11	Kerala	255	1,281	0	18	162	0	237	1,116	0
12	Ladakh	50	418	0	0	0	0	50	418	0
13	Madhya Pradesh	1,077	12,365	806	675	10,816	250	402	1,439	556
14	Maharashtra	842	5,478	0	43	1,279	0	799	4,196	0
15	Meghalaya	55	443	0	0	0	0	55	443	0
16	Nagaland	40	511	0	0	0	0	40	511	0
17	Odisha	1,404	9,376	149	610	5,911	20	794	3,391	129
18	Punjab	206	2,084	16	62	998	1	144	1,083	15
19	Rajasthan	880	8,222	41	587	5,670	3	293	2,500	38
20	Tamilnadu	1,154	4,449	55	893	3,391	0	261	1,036	55
21	Telangana	361	2,423	138	91	1,134	1	270	1,266	137
22	Tripura	32	232	0	0	0	0	32	232	0
23	Uttar Pradesh	2,502	18,524	4	1,321	10,985	4	1,181	7,424	0
24	Uttarakhand	104	1,091	0	0	0	0	104	1,091	0
25	West Bengal	144	857	0	0	0	0	144	857	0
Total		13,267	102,342	2,024	6,535	62,548	391	6,732	39,161	1,633

Annexure-VI

Age-Wise Pendency of Un-awarded Works under PMGSY & RCPLWEA																		
(Length in KM)																		
S. No	State	Scheme	> 4 years			3-4 years			2-3 years			1-2 years			<1 year			
			No. of Roads	Length	Bridges	No. of Roads	Length	Bridges	No. of Roads	Length	Bridges	No. of Roads	Length	Bridges	No. of Roads	Length	Bridges	
1	Andaman And Nicobar	PMGSY-II							24	54.67								
		Total:	0	0	0	0	0	0	24	54.67	0	0	0	0	0	0	0	
2	Andhra Pradesh	RCPLWEA										2	24.584	6				
		Total:	0	0	0	0	0	0	0	0	0	2	24.584	6	0	0	0	
3	Assam	PMGSY-III							1	4.53		19	163.738	6				
		Total:	0	0	0	0	0	0	1	4.53	0	19	163.738	6	0	0	0	
4	Bihar	PMGSY-I	3	13.484	1							2						
		RCPLWEA			1							7	34.525	4				
		PMGSY-III								3	28.7					273	2523.946	79
		Total:	3	13.484	2	0	0	0	3	28.7	2	7	34.525	4	273	2523.946	79	

5	Chhattisgarh	PMGS Y-I	1	5														
		RCPL WEA				7	83.25								95	614.7	63	
		PMGS Y-III																16
		Total:	1	5	0	7	83.25	0	0	0	0	0	0	0	0	95	614.7	79
6	Gujarat	PMGS Y-III							14	161.706							191	
		Total:	0	0	0	0	0	0	14	161.706	0	0	0	0	0	0	0	191
7	Haryana	PMGS Y-III										8	77.48					
		Total:	0	0	0	0	0	0	0	0	0	0	8	77.48	0	0	0	0
8	Himachal Pradesh	PMGS Y-III													1	9.595		
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	0	1	9.595	0
9	Jammu And Kashmir	PMGS Y-III													13	194.185		
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	0	13	194.185	0
10	Jharkhand	PMGS Y-III													332	3054.756	137	
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	0	332	3054.756	137

11	Karnataka	PMGS Y-III							1	4.37	4				18	122.25	6	
		Total:	0	0	0	0	0	0	1	4.37	4	0	0	0	18	122.25	6	
12	Kerala	PMGS Y-II	3	13.001														
		PMGS Y-III							1	4.11		13	59.656		112	594.752		
		Total:	3	13.001	0	0	0	0	1	4.11	0	13	59.656	0	112	594.752	0	
13	Ladakh	PMGS Y-III													50	418.365		
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	50	418.365	0	
14	Madhya Pradesh	RCPL WEA										10	88.275				4	
		PMGS Y-III										1	8	10			200	
		Total:	0	0	0	0	0	0	0	0	0	0	11	96.275	10	0	0	204
15	Maharashtra	PMGS Y-I																
		RCPL WEA																4
		PMGS Y-III							1	7.19						412	2551.633	
		Total:	0	0	0	0	0	0	1	7.19	0	0	0	0	412	2551.633	4	

16	Manipur	PMGS Y-I									1						
		Total:	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0
17	Meghalaya	PMGS Y-III													55	443.2	
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	0	55	443.2
18	Nagaland	PMGS Y-III													40	511.4	
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	40	511.4	0
19	Odisha	PMGS Y-III							18	125.749	3	1	6.688				57
		Total:	0	0	0	0	0	0	18	125.749	3	1	6.688	0	0	0	0
20	Pondicherry	PMGS Y-II							14	39.76							
		Total:	0	0	0	0	0	0	14	39.76	0	0	0	0	0	0	0
21	Punjab	PMGS Y-III							7	55.11	3						
		Total:	0	0	0	0	0	0	7	55.11	3	0	0	0	0	0	0
22	Rajasthan	PMGS Y-III													182	1601.887	32
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	182	1601.887	32

23	Tamil Nadu	PMGS Y-III															55
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
24	Telangana	RCPL WEA									35	110.89	25				
		PMGS Y-III							1	6.513	6						
		Total:	0	0	0	0	0	0	1	6.513	6	35	110.89	25	0	0	0
25	Tripura	PMGS Y-III												29	213.986		
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	29	213.986	0
26	Uttar Pradesh	PMGS Y-III									58	434.46					
		Total:	0	0	0	0	0	0	0	0	0	58	434.46	0	0	0	0
27	Uttarakhand	PMGS Y-I	1	7.122													
		PMGS Y-III													104	1090.741	
		Total:	1	7.122	0	0	0	0	0	0	0	0	0	0	104	1090.741	0
28	West Bengal	PMGS Y-III												33	215.536		
		Total:	0	0	0	0	0	0	0	0	0	0	0	0	33	215.536	0

Grand Total:	8	38.6 07	2	7	83.2 5	0	85	492. 408	19	154	1008. 296	51	174 9	14161 .001	844
Summary of all works under all verticles															
PMGSY I	5	25.6 06	1	0	0	0	0	0	3	0	0	0	0	0	0
PMGSY-II	3	13.0 01	0	0	0	0	38	94.4 3	0	0	0	0	0	0	0
RCPLWEA	0	0	1	7	83.2 5	0	0	0	0	54	258.2 74	35	95	614.7	71
PMGSY III	0	0	0	0	0	0	47	397. 978	16	100	750.0 22	16	165 4	13546 .301	773
Grand Total:	8	38.6 07	2	7	83.2 5	0	85	492. 408	19	154	1008. 296	51	174 9	14161 .001	844

Research & Evaluation Studies (in Progress)

S. No.	Name of Project	Institute
1	Comparative analysis of use of additives Kiln Dust and Rice Husk Ash to improve performance of earthen shoulders	RCTRC, Assam
2	Evaluation and Performance Assessment of Rural Roads Constructed with Panelled Concrete	RCTRC, Odisha
3	Development of Accelerated Pavement Test facility to evaluate Pavements of Village roads (APTF)	IIT, Kharagpur
4	Proactive Safety Evaluation of Rural Roads: A Surrogate Safety Assessment	MPRRA, MANIT Bhopal
5	AI-enabled drone-based remote health assessment of PMGSY roads	BITS, Pilani
6	Exploration of Psychological Benefits to Indian Rural Women due to Pradhan Mantri Gramin Sadak Yojana	MANIT, Bhopal
7	Durability study of GGBS based cement free concrete pavements for rural areas	UIT RGPV, Bhopal
8	Evaluation of Bridge Approach Settlement Mitigation schemes through field application	IIT, Bhubaneshwar
9	Performance Evaluation of Cement Concrete Pavements in Rural Roads	Various Institutes

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Research & Evaluation Studies (in Progress)

Contd.....

S. No.	Name of Project	Institute
20	Performance Assessment of Cell-Filled Concrete Pavements	IIT Guwahati, IEST Shibpur RASTA Bangalore, IIT Bhubaneswar
21	Performance Evaluation of Roads Constructed Using Jute Geo-Textiles in the State of Karnataka	RASTA Bengaluru
22	Performance Evaluation of PMGSY Roads constructed using Terrazyme in the State of Karnataka	RASTA Bengaluru
23	Laboratory and Field Performance Investigation of Rural Roads Stabilised with RBI Grade-81	RASTA Bengaluru
24	Laboratory and Field Performance Investigation of Rural Roads Stabilised with RBI Grade-81	NIT Trichy
25	Performance Evaluation of PMGSY Roads constructed using Terrazyme in the State of Chhattisgarh under PMGSY	NIT Raipur
16	Performance Evaluation of the Roads Constructed using Steel Slag Stabilization Technology in the State of Jharkhand	BIT Mesra
27	Evaluation of the Roads Constructed under PMGSY using New Technologies – Nanotechnology	SGSITS Indore
28	Evaluation of the Roads Constructed under PMGSY using New Technologies – Nanotechnology	IIT Guwahati
29	Performance Evaluation of the roads constructed using TerraZyme in the State of Odisha under PMGSY	BIT Mesra

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MINUTES OF FOURTH SITTING OF THE COMMITTEE ON ESTIMATES (2023-2024)

The Committee sat on Wednesday, the 14th June, 2023 from 1100 hrs. to 1230 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Dr. Sanjay Jaiswal – Chairperson

MEMBERS

2. Kunwar Danish Ali
3. Shri Nihal Chand Chauhan
4. Shri Srinivas Kensineni
5. Shri K. Muraleedharan
6. Shri S. S. Palanimanickam
7. Shri K. C. Patel
8. Shri Ashok Kumar Rawat
9. Shri Magunta Sreenivasulu Reddy
10. Shri Pratap Simha

SECRETARIAT

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

Representatives of the Ministry of Rural Development/NRIDA

- | | | |
|------------------------------|---|-----------------------------|
| 1. Shri Shailesh Kumar Singh | - | Secretary (RD) |
| 2. Dr. Ashish Kumar Goel | - | AS (RD) |
| 3. Shri Amit Shukla | - | JS (RD) |
| 4. Shri Devender Kumar | - | Director (RC & P-II), NRIDA |
| 5. Shri K. M. Singh | - | Director (RC), NRIDA |

2. At the outset, the Chairperson, Committee on Estimates welcomed the Members to the sitting of the Committee convened to have briefing by the representatives of Ministry of Rural Development and National Rural Infrastructure Development Agency (NRIDA) on the subject '**Review of performance of National Rural Infrastructure Development Agency (NRIDA) w.r.t. implementation of Pradhan Mantri Gram Sadak Yojana (PMGSY)**'.

3. After some discussion by the Members, the representatives of Ministry of Rural Development/NRIDA were called in and the Chairperson welcomed them to the sitting. Their attention was drawn to the Direction 55(1) of 'Directions by the Speaker, Lok Sabha' about confidentiality of the proceedings of the Committee. The Chairperson, then asked the Secretary, Ministry of Rural Development to brief the Committee on the salient features of the Pradhan Mantri Gram Sadak Yojana.

4. After a brief introduction on the subject by the Secretary, Rural Development, the Joint Secretary (RC), MoRD made a Power-Point Presentation highlighting inter-alia a brief introduction of Pradhan Mantri Gram Sadak Yojana-I, II & III containing the date of launching of the scheme, objectives thereof, target for upgradation of roads, timeline for completion, road length sanctioned/completed/balance and expenditure sanctioned/incurred during all the three phases of PMGSY, roads sanctioned/completed and balance under Rural Connectivity Project for Left Wing Extremism Areas (RCPLWEA), balance works under various verticals of PMGSY, States/UTs with maximum balance work under PMGSY-I & II, physical achievement over the years, objectives/functions and staff strength of NRIDA, Budget and Expenditure of NRIDA, use of new technologies in PMGSY, year-wise details of sanctions/completion of roads under new technology, process/benefits of Full Depth Reclamation (FDR) Technology, Road length sanctioned using FDR by the States, saving of National Resources, monitoring mechanism under PMGSY, Project Management Information System (PMIS) which brings project management methodology to road construction/upgradation under PMGSY, process for maintenance of roads through e-MARG, new initiatives taken in quality Monitoring, institutionalization of three tier quality management mechanism under PMGSY, details of NQM and SQM done and achievement thereof, unsatisfactory grading in completed works in various States based on NQM inspections during April 2020 to March 2023, IT initiatives in PMGSY, development of Dashboard for Monthly Progress Report Data Insights, Quality Assurance and Monitoring, sharing of 6 layers of PMGSY at Gati Shakti Portal, etc.

5. Thereafter, the Chairperson and Members of the Committee raised several queries on the issues related to the subject viz. need for having consultations with MPs concerned during

planning/construction of roads in their constituencies and also during proposal for formation of selection Committee headed by them for selection of roads, need to stop the trend of obtaining approval of the MPs at the very last minute of sending the proposal for construction of roads to the Central Government, not following up the proposals given by the concerned MPs, absence of critical roads in their constituencies, non-maintenance of roads for a very longer period of time; i.e. seven years or so particularly in Bihar, UP and West Bengal that were damaged by floods and non-fixation of responsibility against the concerned States/Contractors, reasons for not maintaining the roads through e-MARG, reasons for constructing rural roads under PMGSY as per data of 2011 Census and measures initiated to update the data keeping in view the growth in population during the last 12 years, steps taken towards third party inspection of roads, receipt of utilization certificate for completed roads, measures taken for removal of weeds along the roadside, parameter for checking the roads already constructed under PMGSY by FDR technology, present status of planting trees on both sides of roads constructed under this Scheme, details of the 21 Members of the General Body and Members of Executive Committee of NRIDA that are nominated by Chairperson. Chairperson/Members also desired to know the reasons for 16 vacancies in the staff strength of NRIDA and steps contemplated to fill the same, reasons for implementing FDR technology only in a few States and measures taken to implement it in rest of the States, efforts made to avoid unemployment due to implementation of FDR technology etc.

6. The representatives of the Ministry responded to the queries raised by the Members. Thereafter, Hon'ble Chairperson asked the representative of the Ministry of Rural Development to furnish the information that was not readily available with them alongwith the replies to the list of points being handed over to them by the Committee Secretariat within a fortnight.

7. The Chairperson then thanked the representatives of Ministry of Rural Development for appearing before the Committee and sharing valuable information on the subject.

8. The witnesses, then, withdrew.

9. A copy of the verbatim proceedings of the sitting has been kept on record.

The Committee, then, adjourned.

**MINUTES OF THE FOURTEENTH SITTING OF THE COMMITTEE ON
ESTIMATES (2023-2024)**

The Committee sat on Wednesday, the 20th December, 2023 from 1500 hrs. to 1530 hrs. in Main Committee Room Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Dr. Sanjay Jaiswal – Chairperson

Members

2. Shri P. P. Chaudhary
3. Shri Saikia Dilip
4. Shri Kesineni Srinivas (Nani)
5. Shri Mohanbhai Kalyanji Kundariya
6. Shri Ashok Kumar Rawat
7. Shri Magunta Srinivasulu Reddy
8. Shri Rajiv Pratap Rudy
9. Shri Jugar Kishore Sharma
10. Shri Prathap Simha

Secretariat

1. Shri Santosh Kumar - Joint Secretary
2. Shri Muraleedharan. P - Director
3. Smt. Anju Kukreja - Deputy Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee. The Committee, then, took up consideration and adoption of the draft Report on the subject 'Review of Performance of National Rural Infrastructure Development Agency (NRIDA) w.r.t. Implementation of Pradhan Mantri Gram Sadak Yojana (PMGSY)'.

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

4. xxx xxx xxx xxx

The Committee, then, adjourned.