

12  
HARYANA VIDHAN SABHA

PUBLIC ACCOUNTS COMMITTEE

(1977-78)

(Twelfth Report)

Report

ON THE

*Supplementary Report of the Comptroller and Auditor General of India  
for the year 1973 74 relating to the Public Works Department  
(Buildings and Roads Branch)*



VIDHAN SABHA SECRETARIAT  
CHANDIGARH

March, 1978

## TABLE OF CONTENTS

### Composition of Public Accounts Committee

		Paragraph(s)	Page(s)
	<b>Introduction</b>		(iv)
	<b>Report—</b>		
1	Road Development	1	1—2
2	State Road Development Programme, 1969 70 to 1973 74	2—5	2—7
3	Planning	6	7—9
4	New State Highways	7—9	9—19
5	District Roads	10—13	19—26
6	Village Link Roads	14—15	26—30
7	General Observations	16	30—31
8	Appendices	—	32—36+

(iii)

**COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE**

**CHAIRMAN**

- 1 Sardar Lachhman Singh

**MEMBERS**

- 2 Swami Aditya Vesh
- 3 Chaudhri Bhag Mal
- 4 Shri Baldev Tayal
- 5 Rao Dalip Singh
- 6 Shri Devender Sharma
- 7 Shri Hira Nand Arya
- 8 Chaudhri Khurshid Ahmed
- 9 Shri Sumer Chand Bhatt

**SECRETARIAT**

Shri Raj Krishan Secretary

Shri Sant Ram Sharma Accounts Officer

## INTRODUCTION

1 The Chairman of the Public Accounts Committee having been authorised by the Committee in this behalf present its Twelfth Report on the Supplementary Report of the Comptroller and Auditor General of India for the year 1973 74

2 The Committee framed the questionnaire on the Audit paragraphs contained in the Supplementary Report of the Comptroller and Auditor General of India for the year 1973 74 pertaining to the Revenue Department also but could not scrutinise them because of the non receipt of replies thereto from the Government in time

3 The Committee also framed the questionnaire in respect of the material appearing in the Report of the Comptroller and Auditor General of India for the year 1974 75 The paragraphs relating thereto however, could not be subjected to scrutiny by it for want of adequate time at its disposal

4 The Committee took up the examination of the paragraphs relating to the P W D (B & R Branch) contained in the aforesaid Supplementary Report The Committee held 13 sittings during the months of November December 1977 January and March 1978 The Report has been completed after examining the written replies to the questionnaire framed by the Public Accounts Committee and the oral evidence of the P W D (B & R Branch)

5 A brief record of the proceedings of the meetings of the Committee held in this behalf has been kept in the Haryana Vidhan Sabha Secretariat

6 The Committee place on record their appreciation of the valuable assistance given by the Accountant General Haryana and his staff and the Finance Department The Committee are thankful to the representatives of the P W D (B & R Branch) who appeared before it in connection with the examination of the aforesaid paragraphs and also to the Secretary Haryana Vidhan Sabha and his officers and staff for the whole hearted co operation and assistance given by them

Chandigarh  
The 22nd March, 1978

LACHHMAN SINGH,  
Chairman

In order to achieve the object envisaged in the Scheduled Roads Act, the Committee recommend that sufficient number of signboards should be displayed invariably on the sides of the roads indicating that no construction of any residential house, etc, should be undertaken within the area prescribed by the Government

The Committee recommend that necessary steps be taken so that the P W D (B & R) and the Town and Country Planning Department work in close co-ordination with each other in future so as to ensure that grievances in respect of roads in the municipal areas are settled expeditiously

#### STATE ROAD DEVELOPMENT PROGRAMME 1969 70 to 1973 74

*Paragraph 3 2 of the Supplementary Report of the Comptroller & Auditor General of India for the year 1973 74*

2 The Fourth Five Year Plan of Haryana State for road development was drawn up on the following considerations —

- (i) to narrow disparities among different areas by an even distribution of transport facilities
- (ii) to link the maximum number of villages with the nearest market centres tehsil and district headquarters
- (iii) to link rural areas with industrial and training centres
- (iv) to provide missing links between important roads
- (v) to complete roads started as relief measure for people living in drought or flood affected areas and
- (vi) to ensure early completion of roads the construction of which had been taken up during the preceding plan programme and widening of existing roads to make them suitable for increased traffic loads

To a question of the Committee as to how far the objectives for road development in the State of Haryana during the Fourth Five year Plan period were achieved and the assessment in respect thereof made the Department in its written reply stated as under —

We had set before us a target of constructing 11 400 Kms of rural link roads in addition to the work of widening existing roads, construction of important missing bridges construction of over bridges by passes near important towns and villages etc Against this a length of 7 980 Kms of rural link roads could be constructed due to slowing down of the progress In addition the work of widening to 5 5 metres of 800 Kms or the strengthening of existing State Highways was carried out The total No of villages connected by roads increased from 1 942 to 4 408 and thus 66% of the total No of 6,669 villages came on metalled roads Assessment is made by the Department every month by monitoring information from the field offices which are submitted to the Government for their information

During oral evidence the representative of the Department stated that a total number of 5 310 villages have so far been connected by roads while 1 421 villages (including 86 big villages each having a population exceeding 1 500) are yet to be connected

The Committee feel that there are certain villages which have been connected with main roads by constructing link roads on both the sides but some gaps have been left in between as a result of which buses, etc, cannot ply through such villages This causes a considerable inconvenience to the inhabitants thereof The Committee recommend that TOP PRIORITY be given to construct the missing portions

*Paragraph 3.3 of the Supplementary Report of the Comptroller & Auditor General of India for the year 1973-74*

3 The Fourth Plan originally provided for a sum of Rs 12 00 lakhs for construction and development of State roads This provision was subsequently revised to Rs 15 00 lakhs (June 1969) Rs 17 00 lakhs (July 1970) and Rs 20 00 lakhs (October 1970) In April 1971 the Haryana Government chalked out a programme for linking all the 6 669 inhabited villages in the State with a metalled road To achieve this target the outlay approved in October 1970 was increased to Rs 92 crores (Rs 85.26 crores for new works and Rs 6.74 crores for spill over works) of which Rs 75 crores were expected to be spent during the Fourth Five Year Plan

Outlay and expenditure on construction or improvement of various categories of State roads during Fourth Five Year Plan are mentioned in Appendix C

When asked to state the reasons for incurring the actual expenditure amounting to Rs 45.62 crores during the years from 1969-70 to 1973-74 against the proposed outlay of Rs 92 crores approved in October 1970 the Department replied that the expenditure incurred depended upon the extent of funds made available by the Government

According to the Department's reply the road construction programme received a set back in the middle of the year 1972 when priorities with the Government changed and Plan allocation made for the road sector was drastically cut and funds were diverted to the projects of Irrigation and Power with the result that the Department was able to link only 4 408 inhabited villages out of 6 669 with a metalled road

The Committee feel that the village link roads are in a very bad shape and, therefore, recommend that immediate steps be taken to ensure proper and timely maintenance/repair thereof so that further damage is avoided

The Committee further recommend that early steps be taken to link the remaining villages with metalled roads and the progress so achieved be intimated to them (the committee) from time to time

The Committee also feel that some villages were linked in such a way that the villagers did not derive optimum benefit from the roads The Committee, therefore, recommend that such villages should be provided with alternate links which should be more useful to the villagers,

*Paragraph 3 4 of the Supplementary Report of the Comptroller & Auditor General of India for the the year 1973 74*

4 The physical targets fixed and achieved during the Fourth Five Year Plan were as under —

Classification of roads	Target Achievement	
	(in kilometres)	
State Highways	734	1,615
District Roads	408	(—)210
	Decreased due to change of classification of roads (increase 770 kms decrease 980)	
Other district roads and village roads	10 258	6,525
Total	11,400	7,930

Amounts required to complete works in progress at the end of the Third Five Year Plan and at the end of the Fourth Five Year Plan were Rs 6 74 crores and Rs 17 00 crores respectively Details of such works in progress are as under —

Sr No	Name of Scheme	At the end of Thurd Plan			At the end of Fourth Plan		
		Amount required yet to be done of (in lakhs of rupees)	Works yet to be done (in Kms)	No of bridges or roads	Amount required yet to be done of (in lakhs of rupees)	Works yet to be done (in kms)	No of bridges or roads
1	2	3	4	5	6	7	8
1	Main roads including missing links	182 56	341 41	33	120 44	77 37	27
2	Central Road Fund Schemes including missing links	42 21	29 79	5	13 66	10 98	4
3	Rural roads						
	(i) Other district roads	219 28	413 94	80	1 098 15	1 289 00	1 706
	(ii) Village roads	162 90	338 33	171	23 69		
4	By Passes	1 38	2 46	1	1 97	8 75	3
5	Over bridges	45 04	0,57	11	17 00	—	1

1	2	3	4	5	6	7	8
6	Missing bridges	—	—	—	62 15	—	11
7	Widening of existing roads	16 78	104 07	7	64 39	280 00	18
8	Reconditioning & Strengthening of roads	3 83	7 00	3	48 55	218 50	21
9	Market Committee roads	—	—	—	250 00	236 00	423
Total		673 98	1 237 57	311	1,700 00	2,120 60	2,214

Certain roads the construction of which was started during the Third Plan, were incomplete at the end of the Fourth Plan and have been taken as spillover works into the Fifth Plan Period. Details of a few such roads are mentioned in Appendix D.

To an enquiry as to the details of the works left incomplete, it was intimated that on 974 roads (2 030 Kms) the work was partly completed and on 474 roads (1,112 Kms) only earth work was done.

In order to get an idea of the extent of loss that might have been incurred by the Govt. in leaving the works incomplete at that time and completing them now the Committee desired to have the following information in respect of the incomplete works, village wise and road wise:

- (i) the original estimate of the road
- (ii) the actual expenditure incurred on the road when it was left incomplete,
- (iii) the material lying on the road at present and
- (iv) the expenditure likely to be incurred in completing the work now.

The required information was not received till the writing of the report.

The Committee strongly disapproves the negligence on the part of the department in this respect.

The required information be supplied duly certified either by the Superintending Engineer concerned or the Chief Engineer without any further delay.

The Committee would also like to know whether all the roads shown as incomplete in Appendix D to the Supplementary Audit Report have now been completed.



*Paragraph 35 of the Supplementary Report of the Comptroller & Auditor General of India for the year 1973 74*

5 Works outlay and establishment charges from the year 1968 69 till 1973 74 were as under —

Year	Works outlay	Establishment charges	Percent age
(In lakhs of rupees)			
1968 69	628 14	51 18	8 15
1969 70	894 44	73 06	8 13
1970 71	1 610 88	101 30	6 29
1971 72	3 102 77	152 48	4 91
1972 73	1,815 21	205 05	11 29
1973 74	1 860 50	220 71	11 86

*Note* This does not include expenditure relating to National highways

It would be seen from the table that during 1971 72 outlay on works increased by Rs 1,491 89 lakhs and expenditure on establishment by Rs 51 18 lakhs over that of 1970 71. In June 1972 Haryana Government stopped construction of new roads due to financial stringency. As a result of this works expenditure decreased by Rs 1 287 56 lakhs in 1972 73 and Rs 1 242 27 lakhs in 1973 74 but establishment charges increased by Rs 52 57 lakhs and Rs 68 23 lakhs during the years 1972 73 and 1973 74 respectively as compared with 1971 72.

On a question being asked as to why the establishment charges increased during the years 1972 73 and 1973 74 when the works expenditure decreased, the Department in its written reply stated as under —

From the year 1968-69 to 1973 74 the total outlay of the department works out to Rs 9 923 94 lakhs and assets of comparable cost were created during this period. These assets after their construction required maintenance also. In case of maintenance works whereas the cost outlay is comparatively less the incidence of Establishment required for the same is rather more due to obvious reason. Moreover during this period an ambitious road construction programme was launched whereby the linking of 100% villages in the State was aimed at. But before this programme could be completed a very severe budgetary cut was applied on the road sector of the Plan. The position of road projects at that stage was that hundreds of rural link roads were at various stages of completion and with the imposition of the budgetary cut the problem arose of saving the investment which had already been sunk in this project. To control all this project work,

which was lying scattered throughout the length & breadth of the State, with the reduced quantum of funds available, establishment personnel were essentially required. Moreover, the percentage of 11.86 on a/c of establishment charges which is the maximum in the series is very much in accordance with the norms fixed by the Government and is just enough for the total works outlay. In previous years when this percentage was comparatively less that was much lower than the norms and in those years our officers and staff were strained with over work.

Further reasons for the increase were attributed by the Department to the following factors —

The establishment sanctioned for 1971-72 could not be suddenly reduced as there was reasonable anticipation of the revival of the workload in the succeeding years. However a number of civil charges were closed as under —

- (i) Circle 1 Division 9 Sub divisions 57 The works already initiated had to be carried out till completion on the improvement of ways and means position
- (ii) A part of the alleged increase in the establishment expenditure is due to the grant of adhoc relief to employees by the Government
- (iii) The works expenditure shown in para 4 does not include the expenditure incurred on National Highways works whereas the cost of establishment provided for the National Highways works has been included in working out the percentage of establishment expenditure. If the expenditure incurred on National Highways works is also included then the establishment percentage will become lower
- (iv) A separate circle for constructing and maintaining the National Highways was created during 1972-73 in pursuance of the policy decision of the Government of India and therefore, the cost of opening and running a separate circle office, including rent of office accommodation pay and allowances of the circle was added thereto

The Committee are not satisfied with the Department's reply and feel that the establishment charges should not have increased further when the works expenditure decreased considerably due to financial stringency. The Committee recommend that all efforts should be made to keep it to the minimum possible.

#### PLANNING

*Paragraph 37 of the Supplementary Report of the Comptroller & Auditor General of India for the year 1973-74*

- 6 From records made available to Audit, it appeared that roads

were constructed improved or widened without any assessment of the volume or type of traffic or likely traffic. No inventory of deficiencies on State road had been taken nor had any long term programme for improvement etc suitably phased been prepared.

It was stated that a survey of deficiencies and requirements was a continuous process depending on policies and requirements from time to time.

The department also explained that basically there was no difference between a State highway and a district road so far as their pavement specifications were concerned and the classification of a road depended on its relative importance. In fact while the carriage way of district roads was 12 feet wide the carriage way of State highways varied from 12 feet to 18 feet. Similarly the thickness of the pavement crust on the carriage way varied from highway to highway on the new State highway mentioned in paragraph 4.1 below the bitumenous macadam crust is 8 inches thick on the section from Barwala to Nandna Choe and 4 inches thick from Barwala and Nandna Choe to the terminals of the highway near Ambala and Chandigarh respectively.

For maintenance of roads in the State the Government had not evolved any clear system of allocation of funds based on traffic volume, width of roads and cost of material and labour. It was however stated by the department that they were following the recommendations of the Chief Engineers committee as adopted by the Ministry of Transport but it was observed that no instructions in this regard were issued for the guidance of the executing units.

It was also observed that there was no system of technical audit of works by an independent authority. The department however stated that inspections were carried out by officers according to the provisions of Manual of the Public Works Department.

To a question of the Committee as to why the volume or type of traffic or possibility of increase in traffic was not taken into account while planning construction/improvement of existing roads, the Department stated that according to the policy of the Government for connecting all villages, the assessment of the volume or type of traffic was not required to be done.

During oral examination it was intimated that no technical audit is conducted by an authority other than the executing agency but the Superintending Engineers carry out the inspections of the Divisions to ensure compliance of provisions of the Public Works Department Manual of Orders.

The Committee observe that as a result of not taking the work of constructing roads in the crash programme in a phased manner, some very important roads could not be constructed or were left incomplete when the crash programme was slowed down and the real object underlying the policy could not be achieved. The construction work was undertaken in an unplanned manner and with undue haste.

The Committee recommend that in future proper planning should be done before initiating the construction of roads.

The Committee further recommend that the desirability of providing Technical Audit by an independent authority may be considered by the Government and the final outcome intimated to the Committee

### NEW STATE HIGHWAYS

*Paragraph 41 of the Supplementary Report of the Comptroller and Auditor General of India for the year 1973 74*

7 (a) The road from Ambala to Kalka (N H No 22) passes through Punjab at different points. When the new State was formed the Government of Haryana decided to construct a road which would pass through its own territory only. From the records made available it appeared that no survey of traffic likely to use the highway was attempted before the work was started nor later at any stage when the crust was strengthened to cope with the traffic.

The new Highway 62 kms long was to connect Panchkula on National Highway No 22 with Shahzadpur 28 Kms from Ambala. The entire Highway was to be newly constructed except for a stretch of 9 kms from Barwala to Mauli. Construction of the new State Highway was administratively approved for Rs 134.78 lakhs in January and February 1970 as given below —

	(Rupees in lakhs)
1 Road from Shahzadpur to Barwala (20.21 kms)	30.15
2 Road from Barwala to Panchkula (41.79 kms)	29.84
3 Bridges in section Barwala to Panchkula	74.79
Total	<u>134.78</u>

(b) Construction of the section from Shahzadpur to Barwala was administratively approved in January 1970. The rough estimate for Rs 30.15 lakhs contained provision for —

	(Rupees in lakhs)
(i) Construction of the road from Shahzadpur to Mauli	11.71
(ii) Bridges on the above stretch	13.04
(iii) Widening of the existing road from Mauli to Barwala	3.21
(iv) Reconditioning of the above stretch	2.19
Total	<u>30.15</u>

In this section, which is 20.21 kms long there were six major bridges and 41 culverts. A length of 10.61 kilometres, with a metalled carriageway 18 feet wide, from Shahzadpur to Mauli was constructed at a cost of

Rs 14.38 lakhs against a provision of Rs 11.71 lakhs. The carriage way of the existing road from Mauli to Barwala (9 kms long with metalled carriage way 12 feet wide) was widened to 18 feet and the formation from 24 feet to 30 feet. Expenditure on widening and reconditioning of the road was Rs 4.01 lakhs against Rs 5.40 lakhs provided in the rough cost estimate.

The work was started in September 1969 in anticipation of technical sanction of the estimate. It was completed by March 1973. In the rough cost estimate of Rs 5.40 lakhs there was provision for stone soling. But the department started construction with brick soling. In December 1970 the Executive Engineer submitted a detailed estimate for Rs 7.00 lakhs for metalling of this road for sanction which was accorded by the Chief Engineer in August 1971. This estimate prepared on the basis of work as actually executed contained provisions for soling with river bed material for a distance of 4 kms and brick soling for a distance of 2.4 kms. By the time this estimate was prepared reconditioning of the existing 12 feet wide road for a stretch of 2.4 kms had already been completed with brick soling at a cost of Rs 0.53 lakh. Subsequently, reconditioning of the remaining stretch 4 kms long and widening of the whole road from 12 feet were done with river bed material as in the technical estimate.

(c) Work on Barwala to Panchkula section 41.79 kms long, was started in January 1970 and an expenditure of Rs 115.65 lakhs had been incurred thereon (March 1975). During execution of the work, it was noticed that the original provision of Rs 104.63 lakhs for construction of the road and bridges was inadequate to meet the actual cost of construction. Consequently a revised estimate of Rs 120.40 lakhs was administratively approved by the Government in September 1971 after completion of the work.

Increase of 15 per cent in the cost of this section of the road was stated to be due to the following reasons —

- (i) Change in alignment from Barwala to Nangal
- (ii) Change of classification of soil from ordinary soil to hard soil
- (iii) Provision of extra lead
- (iv) Increase in height of embankment
- (v) Provision of cross drainage
- (vi) Increase in cost of major bridges due to change in design and high cost of construction and
- (vii) Provision of by pass at Barwala

Ten bridges with spans over 20 feet and 42 culverts were to be constructed on this section. Of this only 5 bridges were completed before the road was opened to traffic in September 1971. All the culverts were, however, constructed before the road was completed.

This section of the road was constructed to a width of 12 feet during January to June 1970 and was widened to 18 feet in 1971 (before the monsoon) at a cost of Rs 35.24 lakhs (excluding cost of bridges). The road could not withstand the first monsoon and was damaged in various reaches. The road remained damaged till August 1971 when it was again damaged by the 1971 monsoon. Expenditure of Rs 4.74 lakhs and 0.49 lakh was incurred on restoration work against eight estimates sanctions to which were still awaited (August 1975). The damage was attributed by the engineers to the road having been constructed within a short span of time. The road was also damaged in subsequent years and Rs 3.10 lakhs were spent on restoration of damage in 1972-73 and 1973-74. In April 1972 it was felt that stretches from Barwala to Ramgarh (13 kms) and Ramgarh to Nandna Choe (3.3 kms) might not withstand the increase in traffic. Accordingly in May 1972 two estimates for Rs 3.55 lakhs and Rs 0.75 lakh were prepared to provide an additional crust 4 inches thick on these stretches. Rupees 3.52 lakhs were spent from June 1972 to January 1974. In doing this work the original surfacing of the road (two coats) executed during 1970 and 1971 at a cost of Rs 1.78 lakhs was covered up and was executed afresh at an estimated cost of Rs 1.92 lakhs.

In September 1974 the Superintending Engineer prepared an estimate of Rs 2.92 lakhs after observing that the formation width in certain reaches and specially on the high embankment was not complete. The width of the berm as it existed between kms 2/2 to 2/8 and 3/4 to 4/6 was five feet on each side making the total formation 28 feet wide against the designed width of 32 feet with a side slope of 2:1 for high embankments. Moreover the slopes of the berms were not proper. On account of this deficiency the road berms got heavily damaged during rains every year and to repair the damage considerable expenditure had to be incurred. To avoid recurring damage, provision for formation of a full width of 32 feet with construction of three retaining walls each 16 feet high measuring 105.15 metres with side slope 1:2 where nullahs ran parallel to the road and damaged the berms in the past, were made. In December 1974 the estimate was revised to Rs 2.04 lakhs on the instructions to the Chief Engineer sanction is still awaited (August 1975). It contained provision for only one retaining wall measuring 22.86 metres in addition to earth filling. For completion of the berms an expenditure of Rs 0.46 lakh had been incurred upto December 1974. Thus in all the department had to spend Rs 14.09 lakhs within 3 years of completion of the road on restoration of damages (Rs 8.33 lakhs) laying of an additional crust (Rs 5.30 lakhs) and for bringing the formation width between the second and the fifth kilometres to the designed width of 32 feet (Rs 0.46 lakh incurred upto December 1974 excluding another Rs 1.58 lakhs likely to be incurred).

(d) As mentioned above the estimate for the section from Barwala to Panchkula was revised to Rs 120.40 lakhs from the Rs 104.63 lakhs. A review of the revised estimate indicated that brick soling was started in sub section Nangal to Ramgarh. Subsequently the department experienced difficulties in procuring bricks for work on other sections of the road. In view of this the specification of the road was changed from brick soling to river bed material soling. Meanwhile brick soling had already been completed on a 12 feet width from RD 13600 to RD 39800. The remaining work on the other three reaches (18 feet width)

and 6 feet wide portion of sub section Nangal to Ramgarh was completed with river bed material soling. As river bed material is cheaper the extra expenditure on brick soling was Rs 0.82 lakh.

(e) Construction of a bridge over river Ghaggar was administratively approved and included in the total administrative approval of 74.77 lakhs for all bridges on the New Haryana State Highway. Work on the Ghaggar bridge was started in August 1970 and completed in July 1971. In September 1971 revised administrative approval of Rs 82.49 lakhs was accorded for all bridges. The increase was attributed to change in design and higher cost of construction. In April 1972 the Chief Engineer sanctioned an estimate of Rs 45.45 lakhs for the Ghaggar bridge prepared on the basis of actual execution of work. Against this estimate Rs 44.89 lakhs were paid to the contractor for construction of the bridge.

Tenders for the above work were invited in September 1970 requiring the tenderers to quote either on a percentage basis of scheduled rates or lump sum on departmental design of the bridge or an alternative design of the tenderer. In September 1970 the work was allotted to a firm on a lump sum cost of Rs 32.75 lakhs for a bridge of their design with a time limit of nine months for completion. The firm did not start the work. After negotiation the lump sum offer of the firm was increased from Rs 32.75 lakhs to Rs 44 lakhs in October 1970. It was however observed that a comparative statement indicating the financial implication of each condition put forth was not prepared in the absence of which it could not be ascertained whether the accepted tender was the lowest.

A test check of records pertaining to this work maintained in the divisional office indicated that —

- (i) No test with regard to the load bearing capacity of the bridge originally estimated or finally attained had been carried out. Completion Report and Quality Control Certificate had not been furnished (1975).
- (ii) Contrary to instructions contained in the Standard Specifications and Code of practice for Road Bridges hydraulic data were not collected and examined and soil from each well was not tested to ascertain their bearing capacity. In March 1971 the Chief Engineer issued instructions that the bearing capacity of wells sunk to a depth of about 37 feet should be tested. By the time these instructions were implemented wells had been sunk to depths varying from 37.68 feet to 39.46 feet. The optimum depth at which the wells might have been sealed could not therefore be ascertained.
- (iii) The contractor was liable to return material issued to him by the department which remained unutilised or he was to pay at double the rate at which the material was supplied. It was, however, noticed that Rs 0.25 lakh on account of cost of cement and steel issued in excess of requirements were not recovered from the contractor.
- (iv) The difference between the store issue rate and market rate of high tensile steel to be utilised on the work was to be reimbursed to the contractor by the department, Rupees 0.59 lakh.

were accordingly paid to the contractor for purchasing 48 metric tonnes of high tensile steel from the market. The material consumption statement however did not indicate the quantity of high tensile steel utilised on the work. The department stated that the extra payment was made for 48 tonnes as provided in the estimate which was based on departmental design, whereas the contractor adopted his own design.

(f) Construction of guide bund for the bridge over the Ghaggar (estimate cost Rs 4.38 lakhs) was allotted to a contractor in December 1970 to be completed by the 2nd July 1971. The work was completed in September 1971 after the monsoons at a cost of Rs 4.39 lakhs.

Meanwhile in August 1971 195 cement concrete blocks, some wire crates and loose boulder fillings were washed away by floods. The loss sustained in this account was estimated at Rs 0.50 lakh.

In July 1972 the guide bund was again damaged in reaches 700 feet up stream and 200 feet down stream of the bridge. The damage was not repaired till June 1973. When the rainy season started (July 1973) the department spent Rs 0.35 lakh on repairs and protection to the guide bund. The guide bund was again damaged in same reaches on the 25th and 26th July 1973 and all the works on which Rs 0.35 lakh were spent were washed away.

From July 1973 to March 1974 Rs 0.79 lakh were spent on protecting the remaining guide bund by providing wire crates, loose boulders and stone pitching etc. In addition Rs 0.27 lakh were spent till August 1974 on restoration of damage to the guide bund (caused during the rains of 1973).

(g) Construction of a high level bridge over Bhanu nadi was included in the estimate for major bridges falling on the Highway. Accordingly a detailed estimate for the construction of bridge over Bhanu nadi, designed by the department was technically sanctioned by the Chief Engineer for Rs 4.05 lakhs in September 1970.

In August 1970 tenders for construction of this bridge were invited. The work was allotted to the lowest tenderer in October 1970 for Rs 4.80 lakhs. The work with a time limit of nine months was started in October 1970 and completed in August 1971. As the estimate was found to be inadequate because of the higher rate tendered and to insufficient provision of non schedule and non agreement items, a revised estimate was prepared in November 1974 for Rs 5.66 lakhs which was yet to be sanctioned (March 1975).

It was also seen that there was no record in the Divisional office to show that the load bearing capacity of the bridge was tested before taking over the bridge.

In July 1974 the Sub Divisional Engineer informed the Executive Engineer that the decking of Bhanu bridge had shown signs of distress. Besides there were cracks in slabs and in all four beams. The auxiliary beams were also cracked. The steel in the slabs in the cracked portion



did not have adequate cover and concrete was porous. In August 1974 an estimate for Rs 0.49 lakh for strengthening the decking by means of gunting process was prepared. The work was got done on job order basis through Bhakra Management Board. The work was started in July 1974 in anticipation of technical sanction and Rs 0.40 lakh had been spent by August 1975.

When asked by the Committee, the Department stated in its written reply that it being not a commercial venture, no traffic survey was conducted on the State Highway from Ambala to Kalka. The road from Panchkula to Sahiwal provides communication to 75 recognised villages of Haryana State in addition to opening the entire Morni Hill tract.

It was also stated that traffic census conducted 1½ years back showed that even in the lightest section, the traffic ranged to about 500 commercial vehicles in addition to Cars, Scooters, Tractors, Bullock carts and it went up to nearly 1000 commercial vehicles in the heaviest traffic section apart from cars and other vehicles. This gave an equivalent rating of 2000 Passenger Car Units to 6000 Passenger Car Units. By all standards, this was a fairly good volume of traffic for a State Highway and its average would range between that of a village road and a heavy traffic catering National Highway. Taking into account the importance and the traffic passing on this road, the Government of India were moved to declare it a National Highway. The Committee set up for the Chandigarh Capital Region had also made similar recommendation as it provides a direct access from Delhi to Himachal Pradesh.

**The Committee recommend that the matter for declaring the State Highway as a National Highway may continue to be pursued with the Government of India and the result so achieved be intimated to them.**

To a question as to who was responsible for doing brick soling for a distance of 2.4 Kms instead of the stone soling as provided in the original estimate and thereby incurring extra expenditure on Shahzadpur Barwala Section, the Department stated during oral evidence that the bricks had been correctly used as provided in the estimate.

**The Committee desire that the Department should settle the matter with Audit Office and intimate the final outcome to the Committee.**

To a question of the Committee as to why the original provision for construction of section of road from Barwala to Panchkula was found inadequate and a revised estimate which was 15% in excess had to be framed, the Department stated as under —

For framing the project estimate for constructing a road in a hilly or sub-mountainous tract where bridges and culverts are involved, any variation (i.e. excess) between the rough cost and the actual cost up to 15% was natural and correct. This is because while framing the rough cost estimate, detailed surveys are not carried out (as already explained). Only alignment is fixed and some typical sections are taken and the cost is worked out on a rough basis. The actual

classification of the soil laing of proper surveys and detailed calculations for bridges and culverts are done later on. The alignment passed through highly broken up area involving cutting and filling of over 25. Even the Ministry of Transport allows 15% excess on estimates without referring cases to them. Only cases with more excess are referred to them.

On being pointed out that the relaxation of 15% cannot be made applicable to the State Government works the departmental representative during oral evidence stated that excess of 5% was allowed on the administrative approval and during the currency of the work the revised rough cost estimate was prepared and sanction obtained.

During the course of oral evidence the departmental representative stated that for Barwala to Panchkula section two estimates for Rs 16.08 lakhs and Rs 11.67 lakhs were sanctioned in addition to the original estimate of Rs 1.20 lakhs. On being asked the reasons for doing so, the departmental representative stated that near Ram, aih there was a road for bullock carts and the Department constructed a culvert there. But the people of that area represented that the level of the culvert was so high that their carts could not pass over the same and consequently an under bridge had to be constructed which resulted in additional expenditure.

The Committee recommend that the difference between the rough cost estimates and detailed estimates should be narrowed down to the minimum extent possible and it should not exceed 5 per cent in any case.

The Committee is pained to note that the Department had not visualised the ability of the road even to withstand the rigours of the first monsoon and as such the Department had to spend lakhs of rupees on restoration of damages within three years of completion of this road. This could have been curtailed, if not avoided altogether, in case the Department had undertaken the construction work with proper planning and without undue haste.

The Committee observe that the additional expenditure could have been avoided had proper survey been conducted before undertaking the construction work.

In written reply the Department stated as under —

- (1) Three tenders were received for constructing a bridge over river Ghaggar. The tender of M/S Om Parkash Baldev Krishan did not conform to technical requirements of the Department as it provided shallow foundation against those required by the Government. This tender was therefore, technically invalid. The remaining two tenders generally conformed to the technical data. The lowest tender was from M/S Gammon India Ltd who quoted Rs 32.75 lakhs but with so many conditions. The other tender came from M/S Hindustan Constn Co Ltd, who offered to build for Rs 52.20 lakhs with certain conditions. The lowest valid tender, viz of Gammon India Ltd contained

several unpriced conditions whose financial effect was not clear. It was therefore necessary to discuss their offer which was done. Certain amendments were made by the Firm to their offer which still contained some vague conditions. The Department issued an Acceptance Letter with several terms & conditions arising out of the Firm's vague conditions in their offer.

The Firm in the meantime sent another letter claiming extra payment for dewatering (if required by the Department) for sinking the wells, etc. The Firm did not agree to the aforesaid acceptance given by the Department unless these items were also considered. The case was discussed with the legal Remembrancer who held that the Firm could not be bound down to the terms of our Acceptance Letter which amounted to a Counter offer.

It was therefore, decided by the Government to have negotiations done by a High Powered Committee consisting of Secretary PWD B&R, Joint Secretary Finance, Chief Engineer PWD B&R and Superintending Engineer PWD B&R, so as to remove the vagueness regarding strengthening of well curves, increase of diameter from 1600 to 1800, payment for any dewatering etc. The vagueness was thus, got removed by negotiation. The Committee worked out that the monetary effect of these vague clauses worked out to Rs 14 52 000 and therefore the original tender of M/S Gammon India was corrected to Rs 47 50 lakhs. After a lot of negotiations and hard bargaining, this cost was got reduced to Rs 44 lakhs.

It will therefore be seen that the tender of M/S Gammon India Ltd was got reduced by about Rs 3½ lakhs.

(ii) The lump sum offer of the Firm for Rs 32 75 lakhs was for construction of bridge along with certain conditions. The financial effect of these conditions was ascertained only during the negotiation held with the Firm. Considering the financial implication of the conditions in view, the lump sum offer of the Firm was found to be Rs 45 55 lakhs which was got reduced to Rs 44 lakhs during the course of negotiations. The only other firm ready to undertake the job was Hindustan Constn Co which were not prepared to reduce their earlier offer of Rs 52 20 lakhs.

(iii) Load bearing test of a bridge is not carried out. There was no such condition in the contract agreement requiring the carrying out of such a Test. The depth of foundation designed by the Government was 40 feet. This was also covered by the lump sum contract. Where sinking was found to be very difficult, the depth could be kept to 38 and the advantage of the rebate for less sinking taken. Nevertheless the original intention of the Government was to take well to a depth of 40. It is highly satisfying that the well could be sunk to a depth of 39—42 feet.

- (iv) The material worth Rs 0 25 lakh said to have been issued in excess was within the permissible variation of 5% and was reduced from the final bills of the contractor as per details given below —

334 bags of cement @ Rs 10/	Rs 3 340
16 37 M T of steel @ Rs 1300/	Rs 21 281
Total	<hr/> Rs 24 621

The recovery was not required at penal rates as it was within 5%

The Committee observe that the Department should have prepared a detailed estimate of the work as required by the P W D Cqde before inviting tenders. The Department should also have reinvited tenders when the tenders received did not conform to the conditions laid down by it in this respect. The Committee observe that the construction of such a big bridge involving the expenditure of more than Rs 45 lakhs was undertaken in an uncalled for hurry and by doing away with all the necessary formalities resulting in extra expenditure and adversely affecting the desired standard thereof.

The Committee desire that the matter regarding the recovery from the contractor of the price of unconsumed and unreturned material at penal rate be sorted out by the Department with the Audit Office and the Committee be apprised of the result thereof.

In a written reply the Department stated as under —

The perusal of the record has revealed that there were no cracks in the beams. There were however some cracks in slabs and the same have been repaired. The work was originally done according to proper planning and designs.

The Committee feel that in case the bridge had been constructed properly, the damage would not have occurred. The Committee recommend that the matter may be got investigated through the departmental Executive Engineer (Enquiry) and results intimated to them.

*Paragraph 4 2 of the Supplementary Report of the Comptroller and Auditor General of India for the year 1973 74*

8 State Highway No 10 The Highway (118 Kms) starts from Gohana and links Jind Barwala Adampur (Haryana) with Bhadia in Rajasthan. This road was declared as a State Highway by the Chief Engineer B & R Haryana in April 1974. The road provides links to three districts viz Jind Rohtak and Hissar. The work in two sections of the road namely from Barwala to Kheri Jalab and Kheri Jalab to Jind (District boundary) was taken up separately in September 1970 and November 1970 at an estimated cost of Rs 23 64 lakhs and Rs 7 93 lakhs respectively. Both sections were initially taken up as link roads with a carriage way 12 feet wide formation 32 feet wide and land width 60 feet wide and in April 1974 were declared as a part of the State Highway. The detailed estimate for the section Barwala to Kheri Jalab was not sanctioned upto December 1974.

Work on these sections was started in September 1970 and November 1970 and was suspended in July 1972 due to paucity of funds and change of priorities. Of the total length of 32 kilometres, only 15 kilometres was completed by the time the work was suspended. The road could not be opened to traffic as earthwork had not been done in some reaches. On the remaining length earthwork (7.95 kms) and brick soling (7.55 kms) were done. Thus Rs 13.40 lakhs spent till March 1975 on these sections has not served the purpose for which the construction was started.

In written reply the Department stated that the road was still incomplete and that the up to date expenditure on the completed work was Rs 12.28.196. It was further stated that the incomplete work will be completed within this year.

The figures of expenditure given by the Department do not tally with those given in the Audit Report. The Committee, therefore, recommend that the figures be reconciled by the Department with the Audit Office and the result thereof intimated to the Committee. The Committee may also be informed whether the road has been completed now as per approved design.

*Paragraph 4.3 of the Supplementary Report of the Comptroller and Auditor General of India for the year 1973-74*

**9 Deoban Nakuran Road State Highway No. 21 A**—With the formation of Haryana State it was regarded as essential to provide the shortest possible road link from the Capital to the far flung areas of the State. Earlier Jind was connected with Chandigarh via Assandh, Rajaund road and Kaithal Ambala road. To reduce the distance between Chandigarh and Jind by about 32 kilometres, construction of the above road was taken up.

In anticipation of technical sanction to the estimate, construction of this road was started in February 1969 to be completed within a year. The estimate was technically sanctioned for Rs 23.14 lakhs in May 1974. The road was completed upto the first coat of surfacing by June 1971. Although Public Works Department specifications provide that the second coat of surfacing should be completed immediately after the first coat, the second coat of surfacing on this road was not laid for almost two years thereafter. The delay in execution of second coat of surfacing resulted in many pit holes on the road due to heavy traffic and the department had to carry out heavy patch work before laying the second coat of surfacing. The repair work and laying of second coat was started simultaneously. Rupees 0.21 lakh were spent on special repairs. In addition Rs 0.41 lakh were spent on maintenance and repairs in 1973-74. The department however stated that the second coat of surfacing could not be provided immediately as the road rollers were busy in the tarring and consolidation of the first coat of other approach roads under construction and due to paucity of funds.

From the road metal return of the road it was seen that 309.03 tonnes bitumen was consumed on two surface coats on 30.15 kms of the road against the theoretical consumption based on the estimate of 290.80 tonnes, value of bitumen consumed in excess was Rs 0.10 lakh.

In written reply the Department stated that against the total provision of 290 80 tonne bitumen in the sanctioned estimate the actual consumption was 309 03 tonne resulting in an excess consumption of 18 23 tonne which works out to 6% and slightly above the permissible variation of 5%. It is thus clear that the actual excess consumption of bitumen on this road was negligible. There was no mis utilisation of bitumen on this road.

The Committee are not satisfied with the reply given by the Department and desire to know the circumstances under which excess bitumen costing Rupees ten thousand was consumed.

### DISTRICT ROADS

*Paragraph 5 1 of the Supplementary Report of the Comptroller and Auditor General of India for the year 1973 74*

**10 Panchkula Morni Road**—Village Morni is situated in the lower Shiwalik Hills in Ambala district. The only means of communication being bridle roads from Tirolokpur and Chandigarh the area remained inaccessible and backward.

The Government of Haryana decided in July 1969 to develop Morni village as a tourist resort and therefore accorded administrative approval of Rs 65 16 lakhs for the construction of Panchkula Morni road (section Nadah Sahib to Morni) in August 1970. The work was to be completed within two years from the date of its commencement.

The New State Highway from Panchkula to Shahzadpur via Nadah Ramgarh and Barwala was already under construction. The Panchkula Morni road starts from Nadah on the Highway. From Nadah to Bund it is a new road 21 kilometres long. From Bund to Morni a *Katcha* jeepable track (9 9 kms long) already existed which was to be improved and widened.

The original administrative approval of Rs 65 16 lakhs was not based on the actual cross section of the road. Since this was likely to be revised due to observation of actual cross section, the Department approached the State Government in February 1972 for according revised administrative approval of Rs 145 21 lakhs, sanction has not been given so far (August 1975).

While work was started in March 1970 administrative approval was given in August 1970 the technical estimate is yet to be sanctioned (August 1975). Till March 1975 an expenditure of Rs 71 25 lakhs (including Rs 3 12 lakhs spent on restoration of damages) had been incurred on this road. Besides for the development of Morni Hills an expenditure of Rs 6 69 lakhs had also been incurred on the following works —

	(Rs in lakhs)
(i) P W Rest House	4 29
(ii) Civil Dispensary	2 01
(iii) Horticulture Building	0 39

Till October 1974, 10.70 kilometres of this road was completed. Soling had been completed on another 7.80 kilometres and earth work only on 7.70 kilometres. Thus no work at all had been done on 4.70 kilometres due to difficulties in acquiring land.

In the original rough cost estimate of Rs 65.16 lakhs on which administrative approval was accorded by the State Government the specifications were to be —

Formation width	24 feet
Metalled width	18 feet
Formation width for curved portion	28 feet
Metalled width for curved portion	22 feet

But in a revised estimate submitted to the Chief Engineer in August 1972 the above specifications were changed as under —

Formation width	18 feet
Metalled width	12 feet
Formation width for curved portion	22 feet
Metalled width for curved portion	16 feet

Instructions regarding changes in specifications were issued to Sub Divisional Engineers in June 1972 but by that time earthwork measuring 3.14 lakh cubic metres had been done for the 24 feet formation width on 9.45 kilometres of the road in four reaches. Rupees 2.89 lakh spent on 0.77 lakh cubic metres of earthwork (calculated pro rata) has, thus, served no purpose.

In the rough cost estimate of Rs 65.16 lakhs Rs 8.00 lakhs were provided for 4 bridges. In fact 6 bridges were constructed two departmentally and four through contractors. No detailed estimates were prepared. In June 1971, tenders for construction of four bridges were called for and accepted in July 1971. The bridges were to be completed within 6 months. The contractors did not complete the work within the stipulated period as the department could not supply the drawings of the bridges before January 1972. By the time the drawings were supplied the cost of construction had increased due to a rise in the cost of cement and iron. As a result of this and also due to inclusion of additional wing walls not included in the agreement the amount payable in accordance with agreement was subsequently enhanced as given below —

Particulars	Tendered amount	Enhanced amount	Percentage of enhancement
RD 12300	1,50,000	2,40,000	60
RD 108000	1,50,000	2,90,000	93.33
RD 11300	1,50,000	2,00,000	33.33
RD 28000	1,00,000	2,50,000	150

The two bridges constructed departmentally were completed by June 1972. The main object of the road was to facilitate tourist traffic from Chandigarh to Morni. Rupees 78.64 lakhs had been spent up to March 1975 but the expenditure incurred was not commensurate with the results achieved as the road from Panchkula to Morni was still incomplete though all bridges had been built. Because of gaps in the road, traffic (including a single bus plying between Chandigarh and Morni) was using longer route *via* Ratian and Jalla, which is a *katcha* road of the Forest Department (March 1975).

The Department stated in written reply that the road was not yet complete. Out of a length of 31 kms, 21 kms had been metalled/tarred. In another 7 kms earthwork had been done and for 3 kms more even soling had been laid. The actual upto date expenditure was about Rs 90 lakhs.

It was further stated that the road could not be completed as per time schedule mainly owing to paucity of funds and also intimated the reasons on account of which the administrative approval had to be revised.

The Committee are not satisfied with the reasons given for the revision of the administrative approval and recommend that estimates should have been framed on more realistic basis.

The Committee recommend that the road be completed at the earliest and the Committee be informed as and when it is completed together with the expenditure incurred thereon and whether it is according to the sanctioned estimate.

*Paragraph 5.2 of the Supplementary Report of the Comptroller & Auditor General of India for the year 1973-74*

**11 Road from Naraingarg to Raipur Rani**—Construction of this road (estimated cost Rs 9.27 lakhs) was completed in March 1969. The above estimate provided for a water bound macadam surface. The formation and metalled carriageway of the new road were to be 32 feet and 12 feet wide respectively. Till March 1969 Rs 10.81 lakhs were spent.

In October 1970 widening of the carriageway from 12 feet to 18 feet and reconditioning the surface were considered necessary because of the heavy traffic. Accordingly administrative approval for Rs 6.81 lakhs was accorded by the Chief Engineer in October 1970. The work was started in 1970-71 in anticipation of technical sanction. Till January 1975 Rs 8.01 lakhs had been spent. The Executive Engineer in charge submitted a detailed estimate for Rs 9.20 lakhs in September 1973 for technical sanction of the Chief Engineer. It provided for spray grout surface. By the time the estimate was considered in the Chief Engineer's Office, the department had already spent Rs 6.72 lakhs on widening and strengthening the road from kms 1 to 9.8 and providing kms 14.2 to 16.4 with the spray grout surface. In April 1974 the Chief Engineer desired that the remaining work should be done for a water bound macadam surface. A revised estimate of Rs 8.69 lakhs was prepared on the basis of work actually done at site with spray grout specifica-



tions for two stretches (kms 1 to 9.8 and kms 14.2 to 16.4) and water bound macadam specifications on the remaining length. The extra expenditure on spray grout instead of water bound macadam surfacing was Rs 1.34 lakhs. In July 1975 the department stated that water bound macadam specifications were followed due to rise in the price and scarcity of bitumen.

Incidentally reconditioning of the surface of the carriageway meant that the metalling completed by March 1969 only a year and a half earlier at a cost of Rs 3.41 lakhs was covered up.

The Department stated in written reply that the change in specification was necessitated by the exigencies of work and the abnormal rise in the price of bitumen.

It was further stated that the excessive expenditure would be regularised when the revised estimates are approved.

During the course of oral evidence the departmental representatives stated that spray grouting was done from Kms 9 to 12 in excess of the sanctioned estimate.

The Committee would like to be informed as and when the revised estimates are approved, and would urge that in future such approval should be accorded without delay.

The Committee recommend that responsibility for spray grout surfacing of road in excess of the sanctioned estimate be fixed, and the final outcome intimated to the Committee.

*Paragraph 5.3 of the Supplementary Report of the Comptroller & Auditor General of India for the year 1973-74*

**12 District Road No 104—Sirsa to the Rajasthan border via Ludesar**—The road was to provide inter state link between Sirsa in Haryana and Bhadra in Rajasthan. The road from Sirsa to Ludesar already existed. The new construction was to be from Ludesar to the State border (13 kms). Administrative approval for the construction of this section was accorded by the Government in March 1968 for Rs 6.22 lakhs. The detailed estimate was sanctioned in March 1970 for Rs 6.30 lakhs.

Construction commenced in November 1967 and was to be completed within two years. The work of surfacing (first coat) was commenced in May 1969 and completed in April 1971. Patchwork had however to be done on this road from May 1971 to January 1972 at a cost of Rs 0.10 lakh. The records did not indicate reaches and the expenditure was charged to the original work. The work on the second coat was stated to have been completed in June 1972.

It was understood that the Rajasthan Government had no plans at present to build a road from the Haryana border to Bhadra. Thus an expenditure of Rs 7.02 lakhs incurred by Haryana State with the object of providing an inter state link had not yet served its purpose. The first 9 kilometres of the road constructed to a formation width of 32 feet and land width of 80 feet was serving as a village link road.

In written reply the Department stated as under —

The original work was not defective. The second coat could not be done due to other pressing problems as the construction of other roads was taken up under Crash Programme. The patch work having been done before the work was finally completed the cost was correctly charged to the original work vide Article 22 of Account Code Vol III.

The patch work was necessitated as the second coat could not be done within the prescribed period as priority had to be given to the construction of other roads under the Crash Programme. The road was damaged at some places due to constant use by traffic and this necessitated the patch work. The question of making provision in estimate did not arise. However the cost was less than the normal maintenance charges.

The road is not being used only as a village link road but it is serving as a main road for providing links to other villages also as per details given below —

- (1) Nathusari Kalan to Ghusiya
- (2) Nathusari Kalan to Shenpurian
- (3) Kagdana to Chaharwala ,
- (4) Kagdana to Jasania and
- (5) Kagdana to Khumbarian

Secondly this road is being used for inter state traffic to and from Rajasthan border. Though the road in Rajasthan portion is not yet metalled it is being maintained as a Katcha road by them.

The expenditure of Rs 7.02 lakhs is thus fully justified.

The Committee feel that the second coat of the road should have been done within the prescribed period. Had the second coat been not deferred, the necessity of doing the patch work would have been avoided and the expenditure incurred on this account saved. The Committee hope that such delay would not be allowed to recur in future.

*Paragraph 5.4 of the supplementary Report of the Comptroller & Auditor General of India for the year 1973-74*

### 13 District Road No 102, Jakhal to Dharsul Via Bhuna Darba and Sarand—

(a) Construction of the road from Jakhal to Dharsul at a cost of Rs 16.10 lakhs was approved by the Punjab Government against the Central Road Fund (State Allocation) in October 1961. No decision was taken regarding the alignment of the road with the result that only a stretch 3 kms long could be constructed at a cost of Rs 0.54 lakh. In January 1970 the alignment of the road was revised so that it might pass through Haryana territory only. In November 1971 the Government of India approved the rough cost estimate of Rs 32.66 lakhs for the construction of the road portion only out of allocation to Haryana.

State from Central Road Fund In March 1972 an estimate of Rs 30 31 lakhs was technically approved by the Chief Engineer In February 1975 a revised estimate of Rs 35 06 lakhs was submitted to the Chief Engineer for sanction due to increase in rates of material and labour sanction is still awaited (March 1975) In March 1973 administrative approval for Rs 11 67 lakhs for a bridge on this road over river Ghaggar was accorded by the Haryana Government

Work on this road was started in January 1970 on the revised alignment without fixing a scheduled date for its completion The work on this road had remained suspended from 1966 to 1969 due to non approval of the revised alignment Till February 1975 13 kilometres of this road 18 78 kms long, was completed metalling had been completed on another 2 30 kilometres soling on 1 20 kilometres and earthwork only on another 1 kilometre Thus no work at all had been done on 1 28 kilometres Till February 1975 Rs 21 64 lakhs were spent against the unsanctioned estimate of Rs 35 06 lakhs Slow progress of the work was attributed to non approval of alignment for kilometre 15 The original alignment approved by the Chief Engineer in March 1972 was found to be unsuitable as it passed through cultivated fields, whereas in the drawings it was shown as passing through the consolidation path

According to the sanctioned estimate 122 culverts were to be constructed on this road Of these only 28 culverts were constructed till February 1975 The road could not withstand the first flood in August 1971 and the flood waters inundated the road in reaches from kilometres 5 to 7 The down stream berms and the metalled portion of the road were also damaged To prevent further damage seven cuts were made in the road as gaps for construction of the culverts had not been left initially The road remained in a damaged condition from December 1971 to January 1973 The damage was restored between February 1973 and March 1974 at a cost of Rs 0 57 lakh

(b) As mentioned earlier a bridge was to be constructed on this road over river Ghaggar The administrative approval was accorded in March 1973 and the detailed estimate was sanctioned by the Chief Engineer in October 1973 for Rs 11 67 lakhs

The bridge was to be completed within two years from the date of commencement of the work Construction was started in October 1970 in anticipation of technical sanction of the estimate but it was incomplete (February 1975) The estimate provided for the construction of the main bridge with 6 spans each 50 feet long the total length from aboutment to abutment being 300 feet (98 metres) The bridge was designed for a discharge of 45 000 cusecs and capable of taking single lane of I R C class AA loading The abutment and pier wells were to be sunk to a depth of 45 feet below water level In the estimate it was stated that the design of the bridge was evolved after collecting hydraulic data from the field But no report showing results of examination of soil strata etc, was made available to Audit

In January 1973 the Superintending Engineer expressed his inability to the Chief Engineer to sink Well No 3 beyond a depth of 42 feet below water level and sought permission in March 1973 to plug wells at that depth instead of 45 feet The Chief Engineer stated (March 1973)

that this situation had arisen because of lack of control and guidance by the Superintending Engineer and Executive Engineer. This necessitated downgrading of the bridge from a single lane of I R C class AA to two lanes of class A loading to bring the stresses at the critical section within permissible limits.

The Chief Engineer while deciding (March 1973) to down grade the bridge also ordered that abutment wells and pier wells may be plugged at 42 feet below water level (RL 667) subject to test of soil strata but by that time seven wells had already been sunk to a depth of 45 feet and even thereafter one more pier well and two abutment wells were sunk to that depth without any tests of soil strata. Expenditure on sinking 8 pier wells and two abutment wells to depth beyond 42 feet was Rs 0 25 lakh.

In February 1975 work on the bridge was in progress but work on the wing walls and approaches had not yet been started.

(c) Materials valued at Rs 0 56 lakh issued from November 1970 to July 1972 to the above work were not accounted for in the divisional records.

The Department stated in its written reply that the construction of approaches to Ghaggar bridge was undertaken when the bridge was nearing completion in early 1974. At that time it was found that the consolidation path shown in the original plan was private land and that necessitated the change of alignment. This was finalised soon after vide Chief Engineer B & R No 2 R/73/9532/R1, dated 8 11 1974. It was not correct that a proper survey was not conducted before the proposal was framed and the mistake occurred only because this portion of land was being used as a path. It was also stated by the Department that all the culverts could not be completed earlier on account of the following reasons:

It was considered desirable to construct the road first so as to provide line of communication to the people of the area and secondly to fix the position of the culverts as per actual requirements. The whole area is exposed to floods and the exact position of culverts could not be located unless the road was constructed. Moreover the progress on the construction of culverts remained slow as collection of material became difficult on account of flooding of Rangol Nallah etc. Another reason for this is that construction of culverts had to be taken in a phased manner to avoid inconvenience to public due to dislocation of traffic. Now 52 culverts have since been completed and the work on the remaining ones is in hand.

It was further stated that difficulty was experienced to sink well No 3 beyond 42 feet because the strata below was very hard. This resulted in the reduction of bridge class loading i.e. class AA to two lanes of class A loading. The Superintending Engineer proposed to sink the well at 42 feet. The case was also examined in the Chief Engineer's office. There was no delay and normal time was taken to finalise revised design. In the meantime the other wells were sunk to the depth of 45 feet.

As regards the material pointed out in para 5 4 (c) of the Audit Report it was stated by the Department that the same had been accounted for in the relevant accounts

The Committee observe that no proper survey was conducted before the proposal for construction of approaches to Ghaggar bridge was framed

The Committee recommend that the construction of remaining culverts be expedited and the progress achieved in this behalf be intimated to it

The sinking of other well should have been withheld pending decision on the proposal of the Superintending Engineer concerned to sink the wells upto 42 feet level The Committee recommend that responsibility for incurring extra expenditure on account of sinking of extra depth of wells be fixed under intimation to it

### VILLAGE LINK ROADS

*Paragaph 6 of the Supplementary Report of the Comptroller & Auditor General of India for the year 1973 74*

14 In April 1971 753 villages in the State were already connected with metalled roads length 2,062 kms The Haryana Government launched a programme in April 1971 for connecting all the inhabited villages with the nearest pucca road work on some roads was in fact started a few months earlier This programme was to be completed by January 1973 Under this programme construction of 2 791 roads (length 8 196 kms) was undertaken in 30 Public Works Department divisions to connect 4 238 villages at an estimated cost of Rs 62 36 crores From 1971 72 to 1973 74 Rs 21 64 crores were spent The programme had to be stopped midway in June 1972 due to financial stringency

As against the target of construction of 10 258 kilometres of roads 6 525 kilometres were completed 3 305 kilometres were at different stages of construction while work on 428 kilometres had not yet been started (March 1974)

From a test check of records pertaining to more than 100 village roads it appeared that adequate attention had not been given to technical preparation including survey and planning as indicated below

(a) Work on some roads under construction had to be suspended or abandoned midway for reasons given below —

- (i) In seven divisions work on eight roads connecting 9 villages had to be abandoned after Rs 2 88 lakhs had been spent Seven of these villages were not included in the Directory of Villages based on 1961 census and population of another two villages was only 148 and 202
- (ii) Some proposed link roads started were to connect villages which were already connected to the road system or two link

roads were being constructed to the same village. In 16 divisions Rs 20 18 lakhs were spent on 50 duplicate roads by the time departmental instructions stopping further construction of such roads were issued in January 1971.

- (iii) In seven divisions construction on 79 roads out of 679 roads had to be stopped because the works had been taken up without prior acquisition of land. Subsequently disputes developed with the land owners during construction. It was also seen in Hissar district that gaps totalling 7 70 kms had been left for the same reason on 4 roads (total length 47 62 kms).
- (iv) Construction of 68 roads (estimated cost Rs 103 70 lakhs) was started without administrative approval.
- (v) In Ambala district estimates for 133 roads (estimated cost Rs 370 18 lakhs) and in Hissar district estimates for 28 roads (estimated cost Rs 193 43 lakhs) had not been sanctioned till January 1975. Works were started in anticipation of sanction of estimates.

(b) In Hissar Provincial Division administrative approval of Rs 4 13 lakhs accorded in March 1971 for the construction of a link road from Kemri to Singran (7 kms) was withdrawn by the State Government in April 1972 and instead administrative approval for the same amount was accorded for linking village Singran with Mangoli (5 kms). Government's decision was based on an understanding given by the Chief Engineer that no expenditure had been incurred on the original alignment from Village Kemri to Singran. It was, however, observed that Rs 0 11 lakh had been spent on earthwork on the original alignment which had gone waste. The work on new alignment was also stopped after Rs 0 25 lakh were spent on earthwork. The detailed estimate for the work had not been sanctioned till February 1975. Incidentally village Singran was also not included in the Directory of Villages (1961 and 1971).

(c) In Sirsa Provincial Division administrative approval for Rs 20 10 lakhs accorded in March 1971 for three roads (27 kms long) was withdrawn in September 1971 by the State Government and a revised administrative approval for five roads (23 10 kms) was accorded for Rs 17 32 lakhs in September 1971. The earlier administrative approval was withdrawn by the Government on the understanding given by the Chief Engineer that work had not been started against the original sanction. It was, however, observed that work on these roads had already been started and Rs 1 01 lakhs had been spent during May and June 1971. Rupees 0 29 lakh spent on earth work and stone metal worth Rs 0 18 lakh could only be utilised on the new roads. The remaining expenditure of Rs 0 54 lakh incurred on the original roads was infructuous. In August 1975 the department stated that the case of fixing responsibility for irregular expenditure was under investigation.

(d) Government approved in March 1971 construction of a link road from village Pahrka to village Mosli (4 kms) in Hissar district for Rs 2 71 lakhs. The approved alignment was not followed and a new alignment from village Bhartwala to Mosli via Kumthala (6 90 kms)

at an estimated cost of Rs 5.07 lakhs was followed. Kumthala was not an independent revenue estate according to revenue records and was also not included in the Directory of Villages (1961 and 1971). The alignment followed had not been approved till August 1975. Rupees 2.07 lakhs had been spent on the road till December 1974. The department stated that the new alignment was followed so as to link village Kumthala with a *pucca* road.

(e) According to Public Works Department's specification the width of stone-soling should be 12 inches more than that of wearing coat and brick on end edging is not to be provided. It was however noticed from records pertaining to 48 link roads under the control of Naraingarh division that brick edging was provided. As a result the department had to incur an extra expenditure of Rs 0.96 lakh. The extra expenditure has been worked out on the basis of difference between cost of laying of brick edging and 12 inches soling of river bed material. It is pertinent that even on National Highway No. 22 no brick edging had been provided where river bed material was used for soling.

(f) According to specifications of link roads the formation was to be 24 feet wide. It was however noticed that the formation of 8 roads was 32 feet wide. The extra expenditure on this account was Rs 2 lakhs (calculated pro rata).

Further the department had incurred an estimated liability of Rs 1.87 lakhs (calculated pro rata) on acquisition of land because the land width of certain roads was kept at 60 feet instead of 40 feet. However no land compensation has been paid so far (February 1975) as the cases under section 6 to the Land Acquisition Act were under process.

(a) It was stated by the Department that during 1972 first priority was given to Irrigation and Power and funds for roads even in the Central Sector were reduced and the road programme slowed down. At that time position of roads was as follows —

(a) Roads where part consolidation had been done or where part materials had been collected classified as category A roads  
3500 Kms

(b) Roads where only earth work partly or wholly had been done classified as B category 800 Kms

(c) Roads where no work had been done classified as C category 500 Kms

Works since then have been in progress on category A roads and MNP keeping pace with allotment of funds. During 1973-1977 2208 Kms had been built mostly of category A. By now about 80% villages have been connected which is the highest in whole of India. It is expected that by the end of the year about 700 Kms of category A will remain to be completed in addition to Category B roads. It is expected that this may take 3-5 years to complete depending upon size of annual plan decided every year.

As every welfare State has an obligation to provide communication to all inhabitants in the villages, this Committee recommends that the target

of linking all villages with the nearest *pucca* road be achieved at the earliest and the progress made in this behalf in each district be intimated to them from time to time

(b) On being asked as to why the original alignment of a link road from Kemri to Singran (7 KMs) was changed after Rs. 0 11 lakh had been spent on earth work and further to state the reasons for stopping the work on the new alignment for linking village Singran with Mangoli (5 Kms after spending Rs 0 25 lakh on the earth work the Department stated that Public Works Minister desired to change the alignment. Superintending Engineer, Hissar who was in Chandigarh informed that no work had been done on the original alignment. Proposal for change was sent to Government and change approved. Later on it was found out that Rs 11 000 had been spent on the original alignment. Government decided to charge this amount to Market Committee deposits. Since programme was slowed down in June 1972 it was ordered that only priority A programme should proceed and priority B programme would be taken up later on. Since only part earth work had been done, it is a B Category road and therefore it has not yet been proceeded further.

The Committee would like to know the action taken against the officer responsible for giving the wrong information to the effect that no work on the original alignment of the road from village Kemri to Singhran (7 Kms) had been done and thereby causing a loss of Rs 0 11 lakh to the State Exchequer.

(c) To a question of the Committee the Department stated as under —

On the demand of on M L A of the area alignment of certain roads were changed. S E incharge of area verbally informed at Chandigarh that no work on original alignments had been done. Government sanctioned change alignments and work started on these alignments. Later on it was found that earth work amounting to Rs 0 54 lakh had been done on original alignments now changed. Case was referred to Govt and it was ultimately decided by Govt to charge the expenditure on original alignments to Market Committee Deposits and sanction separate estimates for these roads. This was done and expenditure regularised. The roads when completed will make through routes for buses. As informed by Executive Engineer concerned this para stands dropped by the Audit Party.

The Committee would like the Department to sort out the matter with Audit Office under intimation to the Committee. In fact this should have been done earlier.

(d) The Department in its written reply stated as below —

‘Originally a road was sanctioned from Pahaurka to Mosli. The Panchayat and the Local M L A desired that the alignment for Mosli be changed via Kumthala. Government accordingly sanctioned revised estimate in 11/76 (Kumthala though not a revenue book village as a population of 400). The revised alignment therefore serves its population also.



Out of 6.9 Kms length, first 4.00 K M have been completed. Kumthala is in 3rd K M and has already been served. Soling and metal is collected in K M 5.00. Work is in progress. It is expected that entire work will be completed by the end of June 1978.

The Committee would like to be apprised of the stage of construction of the road.

*Paragraph 63 of the Supplementary Report of the Comptroller & Auditor General of India for the year 1973-74*

**15 Road from Tigrana to Mithathal**—Construction of a road from Tigrana to Mithathal (Bhuvani district) was started in March 1969 in anticipation of technical sanction. Meanwhile, it was decided by the department to remove zig zag curves on the alignment of the road. By the time the decision was taken, the department had already constructed 0.96 kilometre out of the total length of 5.92 kms at a cost of Rs 0.15 lakh. The department constructed the road on a new alignment (5.79 kms long) in 1970-71 at a cost of Rs 4.34 lakhs. As the section already completed did not fall on the new alignment, expenditure of Rs 0.15 lakh was infructuous.

In a written reply, the Department stated that the figure of extra expenditure of Rs 0.15 lakh given in the Audit Report was not correct. The actual amount of the extra expenditure involved in removing zig zag curves worked out to only Rs 7,966 as detailed below —

	Rs
(a) Extra cost on the improvement of curve No I (RD 787 to RD 1102)	3,664
(b) Extra cost on the improvement of curve No II (RD 2510 to RD 3215)	4,302
	<hr/> 7,966 <hr/>

The Committee would like the Department to reconcile the expenditure figures of Rs 7,966 with the Audit Office. The Committee recommends that responsibility for the extra expenditure may also be fixed.

#### GENERAL OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF CONSTRUCTION OF ALL TYPES OF ROADS

**16** The Committee recommends that the construction of road in future should be undertaken strictly in accordance with the norms laid down in the PWD code.

No work be undertaken with undue haste and without subjecting it to a proper planning except under abnormal circumstances caused by natural calamities or necessitated by war-like conditions.

The Committee further recommends that ordinarily no work should be undertaken without obtaining technical sanction. Where it is permitted,

specific reasons for doing so should be recorded in writing and the technical sanction obtained within one month of starting the work failing which the work should be stopped there and then till it is technically sanctioned

The Committee feel that actual expenditure on the works has invariably exceeded more than 5 percent over the original rough estimates. This leads to the conclusion that the original rough estimates are not based on adequate data. The Committee, therefore, recommend that the original rough estimates be so prepared that the difference between the original rough estimates and the detailed estimates does not exceed 5 percent except in very rare cases where cogent reasons therefor be recorded

STATEMENT SHOWING DISTRICTWISE LENGTH OF  
NATIONAL HIGHWAYS IN HARYANA STATE

<i>S No</i>	<i>Name of Distt</i>	<i>Name of National Higheay</i>	<i>Total length in Kms</i>
1	Ambala	National Highway No 1	21 361
		National Highway No 22	28 300
			} 49 661 Kms
2	Bhuwani	National Highway No 10	4 170
3	Gurgaon	National Highway No 2	75 030
		National Highway No 8	44 138
			} 119 168 Kms
4	Hissar	National Highway No 10	114 620
5	Karnal	National Highway No 1	86 800
6	Kurukshetra	National Highway No 1	87 800
7	Mohundergarh	National Highway No 8	39 255
8	Rohtak	National Highway No 10	82 510
9	Sirsa	National Highway No 10	84 550
10	Sonepat	National Highway No 1	36 905
Total			<u>655 439 Kms</u>

## APPENDIX II

List of Bridges on National Highways sanctioned by the Ministry of Shipping and Transport during Fourth Plan (1969-74)

<i>Sr No</i>	<i>Name of Distt</i>	<i>Name of Bridge</i>	<i>Date of sanction</i>	<i>Sanctioned cost</i>	<i>Remarks</i>
1	2	3	4	5	6
1	Ambala	Infantry bridge mile 121/5 of G T Road N H No 1	19 11 70	Rs 48350	Completed
2	Do	Constg of Tilla bridge in km 7/6 of Ambala Kalka road N H No 22	19 11 70	87180	Do
3	Do	Constg bridge in Km 6/6 of Ambala Kalka road N H 22	19 11 70	65500	Do
4	Do	Redecking bridge over Tangri Nadi at Km 195/8 of G T Road	12 3 72	811200	Do
5	Do	Construction of bridge in mile 5/5 of Ambala Kalka road N H 22 in Ambala Distt	17 11 72	105500	Do
6	Do	Reconstruction of the infantry bridge in Km 205/90 of G T road N H No 1 in Ambala Distt	11 6 73	282630	Do
7	Karnal	Reconstruction of bridge in mile 67/1 of G T road N H No 1	28 7 72	110200	Do
8	Kurukshetra	Replacement of existing damaged arches with R C C decking slab and stg of existing sub structures of bridge in Km 185/10 188/4 and 189/8 of G T Road N H No 1	25 9 70	161450	Do
9	Do	Do of Jainpura bridge in Km 184/8 of G T Road N H No 1	7 10 70	54000	Do

(©) 1978

Published under the authority of the Haryana Vidhan Sabha  
and Printed at Haryana Govt Press, Chandigarh