

NOTIFICATION

No. PL-7 (4)/57-III

Dated the 4th April, 1957

S.R.O. 1182. In exercise of the powers conferred by section 9 of the National Highways Act, 1956 (48 of 1956), the Central Government hereby makes the following rules, namely:

1. Short title— These rules may be called the National Highways Rules. 1957

2. Definitions— In these rules, unless the context otherwise requires

(a) "Act" means the National Highways Act. 1956.

(b) ¹ ~~["approved work" means any original work on a national highway in respect of which the Central Government has accorded technical approval and financial sanction]~~ ["approved work" means any work relating to, or connected with, the development, maintenance, and repair of a national highway in respect of which the Central Government has accorded technical and administrative approval and financial sanction under rule 3] ;

(c) "completion report" means a report required to be furnished under rule 8;

(d) "executive agency" means —

¹ ~~[(i) in the case of a Union Territory the Administrator thereof to whom the functions of the Central Government in relation to the execution of works pertaining to national highways are delegated under article 239 of the Constitution; and~~

~~(ii) in any other case the State Government to which such functions are delegated under section 5 of the Act;]~~

[(i) in the case of a union territory, the administrator thereof to whom the functions of the Central Government in relation to the execution of works pertaining to national highways are delegated under article 239 of the Constitution.; and

(ii) in any other case, any officer or authority subordinate to the Central Government or the State Government to which such functions are delegated under section 5 of the Act;] and

(e) ¹ ~~["progress report" means a report required to be furnished under rule 7]~~

[(e) "inventory" means a record as required to be prepared, maintained and furnished under sub-rule (2) of rule 7;

(f) "progress report" means a report required to be furnished under sub-rule(1) of rule 7.

(g) "work under delegated powers" means any work referred to in the sub-rule (2) of rule 3];

3. ¹ *Detailed estimates of original work:* ~~[A detailed estimate for the execution of any original work on a national highway shall be forwarded by the executive agency to the Central Government in such form as the Central Government may require and that Government may accord technical approval and financial sanction to such estimate subject to any conditions it may think fit to impose. Unless authorised by the Central Government no original work on any national highway shall be undertaken by the executive agency until technical approval and financial sanction have been accorded by that Government except in cases of emergency, such as flood, earthquake or any other force majeure which shall be immediately reported to the Central Government and the Audit Officer concerned, indicating the approximate amount of liability involved.]~~

~~² [(1) Where the estimates of the cost for the execution of any original work on a National Highway exceeds Rs. 10.00 lakhs, a detailed estimate of the cost for the execution of the work shall be forwarded by the executive agency to the Central Government in such form as the Central Government may specify in that behalf and that Govt. may accord technical approval and financial sanction to such estimate subject to such conditions as it may think fit to impose.~~

~~(2) Where the estimate of the cost for the execution of any original work on a national highway does not exceed Rs 10.00 lakhs, technical approval and financial sanction to the plan and estimate for the execution of such work may be accorded by the executive agency concerned subject to the conditions specified in the Schedule annexed to these rules.~~

~~(3) No original work on any national highway shall be undertaken by the executive agency until technical approval and financial sanction to the estimate for the execution of the work have been accorded by the Central Govt. or the executive agency, as the case may be, except in cases of emergency, such as flood, immediately reported to the authority competent to sanction the estimate and the Audit Officer concerned indicating the approximate amount of liability involved.]~~

[Estimate of work, its commencement, completion, etc
(1) where the estimates of the cost for the execution of any original work on a national highway exceeds ³ ~~[Rs 25 lakhs]~~ [Rs 50 lakhs], a detailed estimate of the cost for the execution of the work shall be forwarded by the executing agency to the Central Government
may specify in that behalf and that Government may accord technical approval and financial sanction to such estimate subject to such conditions as it may think fit to impose.

(2) where the estimate of the cost for the execution of any original work on a national highway does not exceed ³ ~~[Rs 25 lakhs]~~ [Rs 50 lakhs], technical approval and financial sanction to such estimate for the execution of such work may be accorded by the executing agency concerned subject to the conditions specified in the Schedule annexed to these rules.

(3) The executing agency shall undertake detailed survey and investigations with regard to the work specified in sub-rules (1) and (2), as the Central Government may specify and a certificate to that effect shall accompany all proposals.

1-Amended vide S.O.680 (E) dated 18.10.1976

2- Amended vide circular dated 20.08.1986

3- Amended vide circular dated 05.11.1993

(4) The estimates relating to the acquisition of land, shall be prepared by the executing agency and submitted for sanction to the Central Government well in advance of the estimates for the work component.

(5) For the work referred to in sub-rule (1), the proposals shall be sent to the Central Government in stages in the following order:

(a) a technical appraisal notes indicating the proposal in the form specified by the Central Government in this behalf:

(b) a project estimate on the basis of the technical parameters laid down by the Central Government in this regard

(6) (a) The Central Government shall, on receipt of the documents referred to in clauses (a) to (b) of sub rule (5), examine the same and if it is of the opinion that they are in accordance with approved standard, shall accord technical approval and financial sanction for such work subject to such conditions as it may think fit to impose.

(b) The technical approval and financial sanction accorded under clause (a) shall lapse after ¹ [~~two years~~] [one year] from the date of its issue in case the work is not commenced within that period.

Provided that where the Central Government is of the opinion that the technical appraisal note or project estimate is not in accordance with the approved standard, it may return the same to the executing agency for bringing it in accordance with the approved standard

(7) For the work referred to in sub-rule (2), a detailed estimate shall be prepared by the executing agency and only the general abstract of cost along with detailed information as the Central Government may specify, shall be forwarded to that Government for accord of administrative approval subject to the conditions specified in the Schedule annexed to the rules.

(8) Save in exceptional cases, where acquisition of land is necessary for the execution of any work referred to in sub-rule (1) and (2), sanction to such work shall not be accorded by the Central Government or, as the case may be, by the executing agency, unless such acquisition has been given effect to, or on acquisition of such section of land which in the opinion of the Central Government or the executing agency as the case may be would facilitate traffic even if work is completed on such section of land.

(9) No original work on any national highway shall be commenced by the executing agency until technical approval and financial sanction thereon have been accorded by the appropriate sanctioning authority.

Provided that in cases of work arising out of emergency, such as flood, earthquake or any other *force majeure*, the commencement of which cannot be postponed, may be commenced immediately but the executing agency shall immediately report to the Central Government the nature of the emergency and the approximate expenditure involved

(10) The project estimate referred to in clause (b) of sub-rule (5) shall contain a time schedule in calendar months for execution of the project in the following manner and a list of activities shall be related thereto:

(a) Pre-construction stage
Issue of notice inviting tender;

receipt of tender; and
finalization of tender from the date of sanction of estimate.

(b) Construction stage
Period of completion of various activities forming part of the work from the date of award of work.

(11) (a) The tenders for the execution of work shall be invited by the Officers empowered by the Central Government or the executing agency, as the case may be, to accept them

(b) The work shall be tendered in the form specified by the Central Government in this regard

(c) Save as exceptional cases with the prior approval of the Central Government, the executing agency shall ensure that the work of all components in the project estimate is awarded to a single contractor and that the components in the project estimate are not split horizontally.

(12) Classification of Contractors

(a) The executing agency shall ensure that contractors are classified for jobs of various sizes, taking into consideration, employment of qualified engineers, kind of machinery and expertise available with them and the total workload which they can handle at a given time;

(b) The contractors for works of intricate nature or costing more than a specified amount as specified from time to time by the Central Government shall be considered- for pre qualification.

(13) Quality Control

The executing agency shall follow the directions issued by the Central Government from time to time for exercising quality control of national highway Works as also the modes of utilising the quality control provisions made in the estimates of work sanctioned by the Central Government or the executing agency as the case may be

(14) (a) The machinery wherever supplied by the Central Government shall be used in the execution of the work for which it was supplied

(b) The executing agency shall be responsible for maintenance of records, history sheets, plant data sheets and log books for the machinery supplied by the Central Government as well as hire charge account, expenditure account on maintenance and repairs, as specified from time to time by the Central Government

(c) The executing agency shall maintain accounts of the machinery provided by the Central Government as per PWD Code.

(d) The machinery supplied by the Central Government and the records referred to in clause (b) and (c) shall be made available for inspection by the officers of the State Government and the Central Government at all reasonable times.]

4. *Abstract of particulars of detailed estimate for maintenance of national highways:* ¹ ~~[(1) An abstract of the particulars of the detailed estimate for the maintenance of a national highway during each financial year shall be forwarded by the executive agency to the Central Government in such form as the Central Government may require not later than the 1st day of the month of May in that financial year.~~

~~Provided that the Central Government may, in any case or class of cases, require the executive agency to forward a detailed estimate or estimates for the maintenance of any national highway in such form as that Government may require.]~~

["(1) An abstract of the particulars of the detailed estimate for maintenance of each National Highway or a section thereof requiring maintenance during a financial year shall be forwarded by the executing agency to the Central Government in such form as the Central Government may require, not later than the 1st day of May or such other day as may be specified by the Central Government in that financial year.

(1)A The executing agency shall in the said abstract of particulars include an annual renewal programme supported by bar charts in the form specified for each national highway or a section thereof approved by the regional officer of the Central Government dealing with national highways:

Provided that the Central Government may in any particular case or class of cases. require the executing agency to forward a detailed estimate for the maintenance of any national highway in such form as that Government may require."]

(2) The Central Government may accord approval to the abstract or the detailed estimate or estimate submitted to it under this rule subject to any conditions it may think fit to impose.

5. *Revised detailed estimate:* ¹ ~~[When the expenditure upon any original work on a national highway to the detailed estimate of which the Central Government has accorded technical approval and financial sanction exceed, or is likely at any time to exceed, the amount of such estimate by more than ten per cent thereof or by a sum of twenty-five thousand rupees, whichever is less, the executive agency shall forward a revised detailed estimate for such work to the Central Government in such form as the Central Government may require, and the Central Government may accord technical approval and financial sanction to such estimate subject to any conditions it may think fit to impose.]~~

[(1) Where the expenditure upon any original work on a national highway for the detailed estimate of the cost for which the Central Government has accorded technical approval and financial sanction, under sub-rule (1) of rule 3, is likely at any time to exceed or exceeds, the amount of such estimate by more than fifteen per cent thereof or by a sum of one crore rupees, whichever is less, the executive agency shall forward a revised detailed estimate of the cost for such work to the Central Govt in such form as that Govt may specify in that behalf, and the Central Govt, may accord technical approval and financial sanction to the revised detailed estimate subject to such conditions as it may think fit to impose.

- (2) Where the expenditure upon any original work on a national highway to the detailed estimate of the cost for which the executive agency concerned has accorded technical approval and financial sanction, under sub-rule (2) of rule 3, is likely at any time to exceed or exceeds, the amount of such estimate and the revised cost of the original work, including the excess, is likely at any time to exceed or exceeds by more than fifteen per cent of the original estimate or ² ~~[Rs 10.00 lakhs]~~ [Rs 50 lakhs], the executive agency shall forward a revised detailed estimate of the cost for such work to the Central Govt in such form as that Govt may specify and the Central Govt may accord technical approval and financial sanction to such revised estimate subject to such conditions as it may think fit to impose.

1-Amended vide S.O.680 (E) dated 18.10.1976

2- Amended vide circular dated 05.11.1993

- (3) Notwithstanding anything contained in sub-rule (2), where the expenditure upon any original work on a national highway to the detailed estimate of the cost for which the executive agency concerned has accorded technical approval and financial sanction, under sub-rule (2) of rule 3, is likely at any time to exceed, or exceeds, the amount of such estimate and the revised estimate of the cost for the original work, including the excess, is likely at any time to exceed, or exceeds, by more than fifteen per cent of the original estimate but by not more than fifteen per cent of the rough estimate of the cost for the original work which the executive agency had submitted to the Central Government and obtained the approval of that Government, technical approval and financial sanction to such revised estimate may be accorded by the executive agency concerned subject to the conditions specified in the Schedule annexed to these rules :

Provided that the amount of the revised estimate is not likely to exceed, or does not exceed, ² [~~Rs 10 lakhs~~] [Rs 50 lakhs].

Provided further that the excess of expenditure is caused only by routine factors such as increase in the cost of labour or material and not due to revision in the scope or enlargement of the work or specifications already approved.

- (4) Where the expenditure upon any original work on a national highway is likely at any time to exceed, or exceeds, the amount of the estimate of the cost for such work no funds shall be allotted to the work by the Central Govt in the cases provided for in sub-rules (1), (2) or (3), unless the provisions of those sub-rules are complied with except in cases where the Central Government directs otherwise".

Explanation:- For the removal of doubts, it is hereby declared that in cases where the excess of expenditure is less than the percentage or amount specified in sub-rule (1) or sub-rule (2), it is not necessary to obtain technical approval and financial sanction of the Central Government for the revised estimate in accordance with these sub-rules only if the excess of expenditure is caused by routine factors such as increase in the cost of labour or material and not due to revision in the scope or enlargement of the work or specifications already approved.]

6. *Application for allotment of funds:* An application for the allotment of funds for meeting expenditure on any original work on a national highway or on the maintenance of a national highway during any financial year shall be made by the executive agency to the Central Government in such form as that Government may require and the Central Government shall communicate its decision to the executive agency on such application as soon as possible after such application is received.

7. ¹ [~~Monthly progress report: The executive agency shall furnish to the Central Government a monthly progress report on every approved work in such form as that Government may require.~~]

[*Progress reports and inventory:*

- (1) The executing agency shall establish monitoring cells for the purpose of monitoring the progress of sanctioned work on a national highway, in the office of the Chief Engineer

1-Amended vide circular dated 20.08.1986

2- Amended vide circular dated 05.11.1993

concerned with the works of such highway and the executing agency shall furnish to the Central Government progress reports in respect of such works in such form and at such intervals as may be specified by the Central Government from time to time.

- (2) (a) The executing agency shall prepare and maintain inventory of national highways and measurement of roughness of the roads in the form specified by the Central Government, which shall be updated periodically.
- (b) The inventory prepared and updated under clause (a) shall be furnished to the Central Government at such intervals as may be specified by it"]

8. ¹ [~~Completion report: As early as possible after the completion of any approved work, the executive agency shall furnish to the Central Government a full and correct report on such completion in such form as that Government may require.~~]

[Deviation in work, sub-standard work and completion report:

- (1) The executing agency shall not, without the prior sanction of the appropriate sanctioning authority, deviate from the scope of the specifications and design or the project, failing which the expenditure on the component of the deviated work and the other components of the works affected thereby shall be debited to the executing agency.

- (2) The responsibility for the sub-standard work, if any, shall rest with the executing agency and all defects arising out of such sub-standard work shall be rectified by the executing agency at its own cost, within the period to be specified by the Central Government

- (3) (a) The executing agency shall furnish to the Central Government a completion report along with the drawings of the completed work in such forms as the Central Government may specify within six months of the actual date of completion, or from opening to traffic whichever is earlier.

- (b) The report shall also be accompanied by a certificate to the effect that the project has been completed according to the prescribed scope, specifications and approved designs.

- (c) As early as possible and after furnishing of the report and certificate specified in clauses (a) and (b) the executing agency shall furnish a financial report giving *inter alia*, the expenditure figures.]

9. *Inspection of works:* ² [~~The Consulting Engineer to the Government of India (Road Development) or any officer authorised by him in this behalf may inspect at any time any approved work in progress or completed A report of every such inspection shall be submitted to the Central Government.~~]

[Director General (Road Development) to the Government of India or any officer authorized by him in this behalf may inspect at any time any approved work in progress or completed work and a report of every such inspection shall be submitted to the Central Government"]

1-Amended vide circular dated 20.08.1986

2-Amended vide circular dated 20.08.1986

¹ [10. Utilisation of space beneath the Road Overbridges or Flyovers:

The Central Government, where it deems fit, may accord permission to the State Government or the Government of a Union Territory, as the case may be, for utilisation of space beneath the Road Overbridges or Flyovers on National Highways for which a yearly licence fee which shall be either-

- (i) A percentage of capital cost: consisting of the cost of land and the cost, if any, incurred by the Central Government for covering or enclosing the space beneath the approach spans of Road Overbridges or Flyovers and for providing sanitary, water supply and electric installations, equal to such rate of interest as may from time to time be fixed by the President under F.R. 45 A plus an addition for house or property tax, if any, payable by Government in respect of the covered space and for maintenance and repairs of the covered structure, or
- (ii) six per cent annum of such capital cost, whichever is less, shall be fixed and levied on the terms and conditions as may be laid down by the Central Government in this respect. The rate of licence fee to be levied as above, shall be subject to revision after every five years to take into account any change in the market value of the land.]

THE SCHEDULE ¹
[See Rule 3 (2) and 3(7)²]

Conditions for the issue of technical approval and financial sanction to Plan and estimate for execution of any original work on a national highway costing an amount not exceeding ³ [~~Rs 10.00 lakhs~~] [Rs 50 lakhs] by the executive agency concerned.

(1) ² [~~The executive agency shall forward to the Central Government for approval rough cost estimates along with detailed information in respect of the particulars given below according to the tentative details given in the annual Plan works programme for a particular year, within a period of 3 months after the receipt of annual Plan works programme for the year~~] ³ [~~The executing agency shall forward to the Central Government for approval general abstract of cost along with detailed information in respect of the particulars contained in the tentative details given in the annual programme of works for a particular year. The executing agency shall accord technical approval and financial sanction to the detailed estimate already prepared within three months from the date of according administrative approval by the Central Government; and shall commence execution of the work within six months from the date of according technical approval and financial sanction failing which, the administrative approval accorded by the Central Government shall stand cancelled automatically and the executing agency shall approach the Central Government for fresh administrative approval for the said work~~] [The executing agency shall prepare detailed estimate and working drawings but forward to the Central Government for approval only the general abstract of cost in respect of the works contained in the approved annual programme of works costing up to Rs.50 lakhs for a particular year. However, for projects involving surveys and investigations and land acquisitions the detailed estimate and drawings in the form specified by the Central Government shall be forwarded for approval. The executing agency shall accord technical approval and financial sanction to the detailed estimate already prepared in advance within three months from the date of according administrative approval by the Central Government and shall commence execution of the work within one year from the date of according administrative approval failing which, the administrative approval accorded by the Central Government shall stand cancelled automatically and the executing agency shall approach the Central Government for fresh administrative approval for the said works];

- (a) Proposal in brief with a rough Plan of the area in which the work is to be executed.
- (b) Extent of preliminary survey and investigation done.
- (c) Broad features showing the existing position and the improvements desired
- (d) Traffic data.
- (e) Duration of execution.
- (f) Phasing of expenditure and also physical performance.

1-Inserted vide S.O.680 (E) dated 18.10.1976

2-Amended vide circular dated 20.08.1986

3-Amended vide circular dated 05.11.1993

(g) Rough quantities and estimated cost under broad headings such as:

(1) *Road works*

Land acquisition:
earth work;
road material

(2) *Bridge works*

foundations, super-
structure, guide bunds, etc.

(h) Detailed specification.

(i) List of equipments required for speedy execution of the work.

(j) Alignment plan and longitudinal section in case of roads; hydraulic data and outline designs of structures in case of bridges.

(k) Particulars for comparison of the similar works carried out in the same region.

(1) Special features, if any.

(2) (a) Permissible job sizes shall be regulated according to description given in the annual

Plan works programme mentioned under condition (1) and the work shall not be split up.

(b) ³ [~~In the case of items~~] [in the Annual Plan] having lumpsum provision (such as improvement of geometries, stabilizing slipping reaches, raising roads in submersible sections), each specific location supported by requisite details shall be treated individually.

(3) Technical approval and financial sanction shall be accorded only in respect of such items of works for which specific provision has been made in the budget during the year for the individual work on the basis of the approval given under condition (1).

(4) While sanctioning detailed estimates, the executive agency shall ensure that the rough cost estimate for the work appearing in the budget estimates accepted by the Central Government for presentation to Parliament is not exceeded by more than 15% or the total cost of detailed estimate to be sanctioned by that agency, in no case exceeds ² [~~Rs 10 lakhs~~] ³ [~~rupees~~ ~~twenty~~ ~~five lakhs~~][rupees fifty lakhs], whichever is less.

(5) Abstract of cost of sanctioned detailed estimates in all cases shall be submitted by the executive agency in respect of the works sanctioned by that agency and in the case of bridge estimates, in addition, a general outline drawing shall also be submitted. Abstract of cost of sanctioned detailed estimates shall give justification for excess, if any, referred to under condition (4).

(6) Progress reports in respect of all works sanctioned by the executive agency shall be submitted to the Central Government, in such form and at such periodicity as may be required by the Central Government from time to time.

(7) Technical approval and financial sanction to plans and estimates for execution of any original work on a national highway shall be accorded by the executive agency only after the approval of an officer of the rank of Chief Engineer or Additional Chief Engineer or Principal Engineer In charge of national highway works has been obtained.

[2-Amended vide circular dated 20.08.1986](#)

[3-Amended vide circular dated 05.11.1993](#)

³ ~~[(8) In case the executive agency considers it necessary to accord technical approval and financial sanction after the approval of officers of the rank of Superintending Engineer possessing requisite technical, administrative and financial powers, the prior approval of the Central Government shall be obtained but in all such cases they shall have to consult the Regional Officer concerned of the Ministry of the Central Government dealing with the National Highways.~~

~~(9) In the cases of projects concerning bye-passes, realignment and improvement of geometries as also designs for bridges of length up to 100 meters and of individual spans not exceeding 30 meters where cost may be within ²[Rs 10 lakhs] [rupees twenty five lakhs], no work shall be sanctioned by the executive agency without prior approval of the Regional Officer concerned of the Ministry in the Central Govt dealing with national highways.]~~

³ ~~[(10)]~~ [(8)] In the matters relating to technical approval and financial sanction, the following procedure shall be followed namely:

- (i) In case of the works where standards and designs adopted in the estimates are in accordance with the Indian Roads Congress Code and specifications and any other relevant instructions, guidelines, standard bridge designs, etc., issued by the Central Government from time to time, copies of the sanctions accorded by the executive agency shall invariably be endorsed to the Regional Officers concerned of the Ministry in the Central Government dealing with national highways alongwith complete copy of the estimate so that even after sanction, they could examine the matter and bring to the notice of executive agency deviations from such code, specifications, instructions, guidelines, standard bridge designs, if any.

- (ii) ³ ~~[Where for any work, deviations from approved standards, specifications, instructions, guidelines issued by the Central Government have to be made due to local conditions, no work shall be sanctioned by any executive agency unless a complete copy of the estimate is furnished to the Regional Officer concerned of the Ministry in the Central Government dealing with national highways and his approval has been obtained in accordance with the general instructions issued by them from time to time governing the disposal of such cases. A brief mention of these deviations shall also be made by the executive agency in the abstract estimates to be sent to the Central Government quoting the reference of approval of the Regional Officer concerned.]~~ [where for any work, the deviations from approved standards, specifications, instructions and guidelines issued by the Central Government have to be made due to the local conditions, no work shall be sanctioned by any executing agency unless a complete copy of the estimate is furnished to the Regional Officer concerned of the Ministry in the Central Government dealing with National Highways, who shall forward the same to the Central Government with his comments thereon for approval. Technical approval and financial sanction may be issued by the executing agency only after such approval]

- ~~[(iii) In all other cases where proposed deviation do not fit in with the general instructions issued by the Central Government or are not necessitated due to~~

~~local conditions, technical and financial sanction thereto may be accorded by the executive agency with the prior approval of the Central Government on a reference being made in this behalf along with a copy of the detailed estimate through the regional officer of the Ministry of the Central Government dealing with the national highways who shall forward the same to the Central Govt, with his comments thereon.]~~

- ³ ~~[(iv)]~~ [(iii)] After the budget estimates have been accepted by the Central Government, the funds likely to be available for the work shall be intimated to the executive agency concerned. Workwise allotment of funds shall be made by the Central Government and the same shall also be communicated to the executive agency concerned for further necessary action as soon as the budget is passed by the Parliament. Sanction for entering into financial commitments may be accorded by the executive agency only after the budget is passed by the Parliament and the same is intimated to the executive agency. All other actions including technical sanction to the project, calling and receipt of tenders, negotiation for their settlement, etc., may, however, be taken by the executive agency as soon as the acceptance of the budget estimate by the Central Government has been intimated to it.