

PART I

**RATIONALISATION
OF THE
FUNCTIONS, ACTIVITIES AND
STRUCTURE OF THE
MINISTRY OF
ROAD TRANSPORT AND HIGHWAYS**

**RATIONALISATION OF THE FUNCTIONS, ACTIVITIES AND
STRUCTURE OF THE MINISTRY OF ROAD TRANSPORT
AND HIGHWAYS**

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Executive Summary

1. The continuing division of responsibility for national highway development between the Ministry of Road Transport and Highways and the National Highway Authority of India (NHAI) has resulted in different approaches to the delivery of road projects, including on technical and quality issues. It also hampers an integrated approach to the planning and development of NH network. It would seem logical, especially, when an officer of the rank of secretary to the government heads NHAI, to transfer the entire national highway network to the NHAI for development and maintenance. Such integration would provide for single-point responsibility and avoid duplication of facilities and divided loyalties in the cadre of engineers. A single file system could be implemented whereby files could be directly submitted by Chairman, NHAI to the Minister on matters pertaining to NHAI and its projects. The ministry and the government should only be responsible for policy formulation, budgetary allocation and monitoring, and should not be responsible for direct implementation of projects.

2. Ideally, the ministry should have the Director General (Roads) to assist in policy formulation in regard to the national highways, and a chief engineer for planning and a superintending engineer for budget and monitoring to assist him. There could also be, if necessary a chief engineer to deal with the state governments for up gradation of state roads, including state roads of inter-state economic importance. As for the other chief engineers and superintending engineers in the ministry, NHAI should be allowed to choose incumbents according to its needs and their suitability; the remaining posts should be abolished. The NHAI could then bring to bear an integrated and comprehensive approach to national highway development using either the consultant route or the state PWDs as appropriate. The transfer of NH network to NHAI should, however, be

done in a phased manner over a period of time, say, five years. Corridors could be progressively transferred on the basis of traffic density. This would enable NHAI to gear itself up for the additional responsibilities and also enable government to prioritise the corridors for development. Care should also be taken to ensure that NHAI does not become a behemoth, by itself wanting to develop and maintain the entire network. It should as far as possible resort to special purpose vehicles (SPVs) and the BOT and annuity routes for implementing projects. It should also encourage State Road Development Corporations to participate in the development of National Highway projects and use the state PWD, where appropriate, so that their expertise is also availed of. In developing and implementing projects, NHAI should as far as possible adopt a corridor approach and develop an entire corridor instead of small stretches at different places. NHAI should also establish arrangements for the maintenance and management of the highways instead of focussing only on construction.

3. For the development of the golden quadrilateral, government has given NHAI an overall project approval and has left it to the Board of NHAI to accord approval for each sub-project within the overall project. The Board has been so constituted to function as a 'mini PIB'. This approach of empowering the Board to accord project approvals within a framework of an overall project approval has very considerably facilitated the expeditious award of contracts for the NHDP and their implementation. It would be desirable to continue this arrangement, and accord project approval for the development of the other corridors of the NH network in future to facilitate the speedy improvement of the network. With the role of NHAI being enhanced, the NHAI Board should be expanded to include three or four outside experts with experience in fields such as road development, road transportation, transport economics and road safety.

4. Declaration of national highways should be strictly according to the criteria and procedure prescribed.

5. The Road Transport Wing, which is currently headed by a Joint Secretary, assisted by one Deputy Secretary and two Under Secretaries should be restructured and equipped with the necessary expertise to administer the Motor Vehicles Act 1988 (MVA) efficiently. The restructured Road Wing should be re-named as the National Transport Directorate and empowered to administer the MVA. To begin with this Directorate should, through the help of experts, lay down the norms, specifications and other requirements as are necessary for the effective implementation of the MVA. Thereafter, the Directorate should evolve arrangements with the assistance of state government authorities, to monitor adherence to the standards/norms prescribed.

6. The Motor Vehicles Act should be reviewed urgently to do away with provisions with which the ministry or for that matter the Government of India are not concerned. For instance, the Ministry of Road Transport is required to prescribe emission standards for motor vehicles whereas emission control and environmental protection are subjects of the Ministry of Environment and Forests. Not having any expertise in the matter, M/o RT&H merely notifies emission norms on the basis of the advice received from the Ministry of Industry (which is responsible for the automobile industry) and the Ministry of Environment and Forests. But it takes on the responsibility of defending public interest and other litigation on air pollution caused by motor vehicles. This clearly is not a satisfactory arrangement and MoEF, which administers the Air Protection Act, should also have the responsibility for dealing with vehicular emissions. Similarly, the Motor Vehicles Act calls upon the ministry to prescribe the formulae for awarding compensation in respect of fatalities in road accidents. All that the Motor Vehicles Act should say is that no vehicle should be registered or operated without a valid third party insurance policy and leave it to the insurance companies to settle claims. There are several such provisions in the Motor Vehicles Act that should be removed or transferred to the

appropriate ministry of the Government of India or to the state governments.

7. Road safety is a matter of serious concern; norms and schemes for road safety should be developed by an expert body and left to state governments for implementation.

8. The Indian Road Congress collects a variety of data on roads and road transport. There is now a need to identify the data requirements, and the existing arrangements for their collection to avoid duplication. Institutions and bodies which are already collecting and publishing data pertaining to a sector should be encouraged to meet all the data requirements in respect of that sector. There appears to be no need for a Directorate of Transport Research for the purpose of data collection and publication. As for research, there are well established and recognised research centres, academic bodies and industry associations like the CRRI, CIRT, Department of Transport in the University of Mumbai, AITD, TERI, etc. and research as necessary should be commissioned from these bodies. Funding research projects at these centres/organisations would be more cost effective and the quality of research would be superior as compared to research by an inadequately equipped research unit in the Ministry. The Directorate of Transport Research could be abolished.

9. The National Institute for Training Highway Engineers (NITHE) is now well established and trains officers of state governments, public and private sector organisations and engineers from SAARC and other countries. It is now self-reliant and is not funded by the Government of India. It should, henceforth, operate as a society and a centre for excellence in training highway engineers and should not be a part of the ministry.

10. The restructuring suggested in this report will result in

- (i) All vacant posts, i.e. 57 in the Road Transport and Highways and 58 in the Roads Wing, shall be abolished.
- (ii) With the transfer of project work for road development to the NHAI, the residual work of this wing would be handled by DG, Roads, assisted by two CEs and the support level staff.
- (iii) When the proposed National Transport Directorate becomes fully operational and converted into an independent and empowered regulatory agency to administer the MVA, and the Directorate of Transport Research is abolished, the officers and staff currently deployed for this work in the Road Transport Wing will be either absorbed in the National Transport Directorate or rendered surplus.

11. With the restructuring suggested above, project responsibility for road development would be transferred to the NHAI. The ministry would then be left free to focus on policy issues relating to road development and release of funds from the Central Road Development Fund to the state governments etc. This residual work can be handled by DG, Roads assisted by two chief engineers. As norms, standards and specifications are set under the MVA, and as the National Transport Directorate becomes fully functional, government should consider converting it into an independent and empowered regulatory agency to administer the MVA. The Authority could meet its fund requirements through the levy of fees.

12. The ministry would then be able to focus on policies relating to the development of roads and road transportation, on attracting public and private investment in road development and on enhancing the quality of road transportation. When the ministry shed its responsibilities for project implementation, and a National Transport Directorate is set up to

administer the Motor Vehicles Act, the possibility of merging the ministry with the Ministry of Shipping should be considered as that would help to bring about an integrated approach to the development of all modes of surface transport other than railways.

Rationalisation of the Functions, Activities and Structure of Ministry of Road Transport and Highways

1 Introduction

1.1 In July 1942, the Department of War Transport was established to look after major ports, railways, road and water transport, petrol rationing, etc. The functions of the department were broadly to coordinate the demand for all modes of transport during the Second World War. In 1957, the department was named as the Department of Transport, and placed in the Ministry of Transport and Communications. In 1966, the Department of Transport was once again renamed as the Department of Transport, Shipping and Tourism and placed in the Ministry of Transport and Aviation. A year later, the Ministry of Transport and Aviation was bifurcated into the Ministry of Transport and Shipping and the Ministry of Tourism and Civil Aviation. In 1985 when the combined Ministry of Transport was set up to look after railways, aviation and surface transport, the Ministry of Transport and Shipping became the Department of Surface Transport in the Ministry of Transport. A year later, the combined Ministry of Transport was abolished and the Department of Surface Transport became the Ministry of Surface Transport. In 1999 the Ministry of Surface Transport was bifurcated into two departments namely, the Department of Shipping and the Department of Road Transport and Highways. In 2000, the two departments were renamed as the Ministry of Road Transport and Highways and the Ministry of Shipping.

1.2 In short, the Department of Transport has in the last 50 years moved from being a department essentially intended to look after war time transport needs to two independent ministries, one in charge of road transport and highways and the other in charge of ports, shipping and inland water ways. As the brief history of the department traced above would show, there were periodic attempts to bring about an integrated

approach to all modes of surface transport, including the railways. But for one reason or the other these attempts were abandoned, and what was until recently a ministry looking after all modes of surface transport, except the railways, has now been bifurcated into a ministry looking after roads and road transport and another ministry looking after ports, and water transport.

2 The Present set up

2.1 The Ministry of Road Transport and Highways is responsible for road transport and the development and maintenance of national highways. The subjects allocated to the Ministry of Road Transport and Highways are at *Annex 1*. The ministry is headed by a Minister of State, and the Secretary in the ministry is assisted by a Joint Secretary for Road Transport, a Director General for Road Development, and an Advisor on Transport Research. The Joint Secretary, Road Transport is assisted by one Deputy Secretary and two Under Secretaries while DG, Roads is assisted by 16 Chief Engineers and 40 Superintendent Engineers and other technical and administrative staff. A statement showing the sanctioned staff strength of the Ministry is at *Annex 2*.

2.2 The Finance Wing of the ministry, headed by an Additional Secretary and Financial Advisor, is common to the Ministries of Road Transport and Highways and Shipping.

2.3 The organisational chart of the ministry is at *Annex 3*.

2.4 The National Highway Authority of India (NHAI), which was established under the National Highways Act of 1988, is an autonomous body in the ministry. In addition, the ministry is also responsible for the National Institute for Training of Highway Engineers, which was set up in 1983, in a collaborative effort between the Centre and the state governments to train highway engineers. The Indian Road Construction Corporation Limited a public sector undertaking under the ministry has since been wound up.

2.5 The ministry is responsible for the administration of the following legislation:

- a) Road Transport Corporations Act, 1950
- b) The National Highways Act, 1956
- c) Motor Vehicles Act, 1988
- d) The National Highway Authority of India Act, 1988

2.6 The funds for border road development are also channelised through the Ministry of Surface Transport to the Border Roads Organisation (The BRO). The BRO is under the administrative control of the Ministry of Defence.

3 Road Development

3.1. In terms of list I of the Seventh Schedule of the Constitution, the Government of India is responsible for the national highways. As of 1st April 2001 India had a total national highway network of 57737 kms. The national highways suffer from serious deficiencies such as inadequate capacity, weak pavements, poor riding quality, and distressed bridges. Barely two per cent of the national highway network is four lane; 82 per cent is two lane and about 15 per cent, mainly in the North East, is still single lane. There is no stretch of expressway of international standards in the national highway network. India's first expressway is the Mumbai-Pune Expressway, which has been constructed by the Maharashtra government. The focus of road development now is to widen and strengthen the national highway network, to renovate and reconstruct bridges, and build bypasses on a selective basis around cities with a population of more than 1 million.

3.2. Given the requirement of funds to address the immediate needs for improving the condition of the national highway network, the government levied an additional excise duty and additional customs duty of Re. 1 per litre of petrol in the budget of 1998-99. Subsequently, the budget of 1999-2000 levied an additional duty of Re. 1 per litre on imported and domestic high-speed diesel (HSD). Revenues from these duties, which are

estimated at around Rs.6000 crore a year, are credited in the Central Road Fund, which through an Act of Parliament in 2000 has become a statutory fund outside the purview of the Consolidated Fund of India. The Central Road Fund is used to fund the development of rural roads, state roads and the development and maintenance of national highways. In addition, the Government of India has resorted to large borrowing programmes from the World Bank, Asian Development Bank and OECF to fund national highway development. The NHAI has also been permitted to leverage its funds to raise market borrowings. The Government of India had also decided in 1997 to levy tolls in perpetuity on roads that have been 4-laned in order to create a stream of revenue for road development. Tolls have, however, so far been levied only on the Jaipur 1- Kotputhli section of NH8. In 1997, the Government of India announced major policy initiatives, which included fiscal and financial packages, to attract private investment in national highway development. So far some 20 projects of bypasses and bridges have been awarded on a BOT basis to the private sector, and these projects have brought in approximately Rs.1000 crore by way of private investment.

3.3. The budget for road development has shown a significant increase in the last five years as would be seen from the statement below:

(Rs. In crore)

Year	M/o RTH budget	NHAI budget	Total
1996-97	683.75	271.79	955.54
1997-98	969.23	580.00	1549.23
1998-1999	1084.84	1173.17	2258.01
1999-2000	1380.22	1063.60	2463.82
2000-2001	1816.48	2272.80	4089.28
2001-2002	1588	3222	4811

3.4. The National Highway Authority of India was set up in 1988 and made operational in 1995. Section 11 of the Act envisages that the Government of India would transfer national highway projects to the NHAI for development and maintenance as deemed appropriate. However, it was the intention of the Act that the NHAI would ultimately be responsible for the development and maintenance of the entire national highway network. A chairman in the rank and pay of a secretary to the Government of India heads the NHAI. The Authority has a board comprising the chairman and not more than 5 full time members and not more than 4 part time members. At present, there are 3 full time members and 4 part time members. The organisation chart of NHAI is at *Annex 4*. The NHAI has 45 Project Implementation Units (PIUs) at different locations to oversee its projects.

3.5. In 1999, the Prime Minister announced a National Highway Development Project as a priority project. The Project envisages 4 / 6 laning of 5952 kms. of the golden quadrilateral, namely, NH2 connecting Delhi with Kolkatta, NH5 connecting Kolkatta with Chennai, NH4 connecting Chennai with Mumbai and NH8 connecting Mumbai with Delhi. In addition, the project also envisages 4 / 6 laning 7300 kms. of the North-South corridor connecting Srinagar with Kanyakumari and the East-West corridor connecting Silchar to Porbandar. The total project, which involves 4 / 6 laning of 13252 kms. is estimated to cost about Rs.54,000 crore. The entire project has been entrusted to the NHAI for implementation. In addition, a length of 614 kms. consisting of stretches and bypasses on other national highways have also been entrusted to the NHAI for improvement. Thus, of the total length of 57737 kms. of national highways a length of 13866 kms. has been vested in the NHAI for development and maintenance and the remaining 43,871 kms. continue to be looked after by the Ministry of Road Transport and Highways through Director General (Roads).

3.6. The ministry is also currently implementing major works on various stretches of the national highways aimed at improving the network and strengthening and rebuilding bridges. Some 860 kms. 2 lane roads have been strengthened, 360 kms. of single lane stretches have been converted into 2 lanes, 42 kms. of 2 lanes to 4 lanes up to January 2001. Thirteen major bridges and 68 minor bridges have also been rebuilt. The ministry had launched in 1997 a Riding Quality Improvement Programme at an estimated cost of Rs.573 crore covering about 3700 kms. of national highways. This programme has been continued in the current year, and a provision of Rs.890 crore has been made for improving the riding quality of 5200 kms. of national highways. The ministry is implementing these various works through the state PWD establishments. Each state PWD has one or more chief engineers in charge of national highways running through the state concerned. Proposals for road development are developed by the chief engineer of the State PWD and forwarded to the regional office of the ministry. The ministry has 13 regional offices located at: Bangalore, Mumbai, Kolkata, Chandigarh, Jaipur, Hyderabad, Patna, Bhubaneswar, Shillong, Gandhinagar (Gujarat), Guwahati, Bhopal and Tiruvananthapuram.

3.7. The regional offices then forward the proposals to the chief engineer in charge of the concerned state in the office of the DG, Roads in the ministry. Of the total number of 13 chief engineers, in the office of the DG, 11 are responsible for two or more states each. The concerned chief engineer then processes the proposals received from the regional office for investment approvals. Thereafter, the concerned chief engineer in the ministry oversees, both directly and through the R.O., the award of contracts and the implementation of the project.

3.8. The NHAI on the other hand uses consultants to prepare detailed project reports, invites and evaluate bids and awards contracts directly for the implementation of projects, and, again uses independent consultant engineers to oversee the implementation of the projects. The NHAI also

sets up special purpose vehicles (SPVs) in equity partnership with State Government entities or private parties for implementing road projects. In addition, it attracts private investment in road development through the BoT route or the annuity scheme. In short, the ministry continues to rely on the state PWDs to develop and implement projects on national highway stretches which remain within its jurisdiction, whereas the NHAI has made a clear break from the state PWDs and has established a new paradigm for the delivery of road projects.

3.9. The continuing division of responsibility for national highway development between the ministry and the NHAI has resulted in different approaches to the delivery of road projects, including on technical and quality issues. It also hampers an integrated approach to the planning and development of NH network. It would seem logical, especially, when an officer of the rank of secretary to the government heads NHAI, to transfer the entire national highway network to the NHAI for development and maintenance. Such an integration would provide for single-point responsibility and avoid duplication of facilities and divided loyalties in the cadre of engineers. The focus of attention of the ministry should be policy formulation, mobilising resources and monitoring. This is the arrangement in UK where the implementation of highway projects is left entirely to the Highway Authority, and the permanent secretary, assisted by a small team, is responsible only for policy and interface with other ministries and Parliament.

3.10. Ideally, the ministry should have the DG to assist in policy formulation in regard to the national highways, and a chief engineer for planning and a superintending engineer for budget and monitoring to assist him. There could also be, if necessary a chief engineer to deal with the state governments for upgradation of state roads, including state roads of inter-state economic importance. As for the other chief engineers and superintending engineers in the ministry, NHAI should be allowed to choose incumbents according to its needs and their suitability; the

remaining posts should be abolished. The NHAI could then bring to bear an integrated and comprehensive approach to national highway development using either the consultant route or the state PWDs as appropriate. The transfer of NH network to NHAI should, however, be done in a phased manner over a period of time, say, five years. Corridors could be progressively transferred on the basis of traffic density. This would enable NHAI to gear itself up for the additional responsibilities and also enable government to prioritise the corridors for development. Care should also be taken to ensure that NHAI does not become a behemoth, by itself wanting to develop and maintain the entire network. It should as far as possible resort to (SPVs) and the BOT and annuity routes for implementing projects. It should also encourage State Road Development Corporations to participate in the development of National Highway projects and use the State PWD, where appropriate, so that their expertise is also availed of. In developing and implementing projects, NHAI should as far as possible adopt a corridor approach and develop an entire corridor instead of small stretches at different places. NHAI should also establish arrangements for the maintenance and management of the highways instead of focussing only on construction.

3.11. For the development of the golden quadrilateral, government has given NHAI an overall project approval and has left it to the Board of NHAI to accord approval for each sub-project within the overall project. The NHAI has as its part time members, Secretary, Ministry of Road Transport and Highways; DG, Roads; Secretary, Expenditure; and Secretary, Planning Commission. The Board has been so constituted to function as a 'mini PIB'. This approach of empowering the Board to accord project approvals within a framework of an overall project approval has very considerably facilitated the expeditious award of contracts for the NHDP and their implementation. It would be desirable to continue this arrangement, and accord project approval for the development of the other corridors of the NH network in future to facilitate the speedy

improvement of the network. With the role of NHAI being enhanced, the NHAI Board should be expanded to include three or four outside experts with experience in fields such as road development, road transportation, transport economics and road safety.

3.12. The total road network in India should improve and grow as good roads facilitate economic growth and promote national integration. But only those roads that fall strictly within the criteria laid down for declaring a road as a national highway should be so declared as bringing a State road to the national highway standards and maintaining it is expensive. Declaration of national highways should be strictly according to the criteria and procedure prescribed.

4 Road Transport

4.1 Ministry of RTH is also responsible for the administration of the Motor Vehicles Act 1988 (MVA) and the Road Transport Corporations Act, 1950. The Motor Vehicles Act deals with all aspects of road transport industry and inter alia covers licensing and registration of vehicles, licensing of drivers, issue of type approvals for vehicles, laying down specifications and standards for the various components of a motor vehicle and prescribing standards for exhaust emissions. Since road transport is in the Concurrent List the provisions of the Act relating to licensing and registration, issue of driving licenses etc. are left to the state governments to implement. However, functions such as laying down of specifications for motor vehicles, granting of type approval, prescription of emission norms, etc. remain with the M/o RT&H. Although, all these subjects are highly technical, the ministry does not have any technical officer familiar with automobile or fuel technology. As a result, the ministry has to depend for advice on technical matters on one of the test agencies like the Automobile Research Association of India (ARAI). As ARAI and other test agencies are funded by the automobile industry or the oil industry, the ministry does not always have the benefit of unbiased advice;

nor does it have the benefit of continuity or of a data base. With rapid advances in auto and fuel technologies, there is an urgent need to provide for technical capability in the ministry. The Motor Vehicles Act also regularly throws up legal issues in regard to freight transportation, inter-state movement of vehicles, national permits, insurance etc. The ministry has no law officer and has to depend on the Ministry of Law, which does not provide for continuity. The Road Transport Wing, which is currently headed by a Joint Secretary, assisted by one Deputy Secretary and two Under Secretaries should be restructured and equipped with the necessary expertise to administer the MVA efficiently. The restructured Road Wing should be re-named as the National Transport Directorate and empowered to administer the MVA. To begin with this Directorate should, through the help of experts, lay down the norms, specifications and other requirements as are necessary for the effective implementation of the MVA. Thereafter, the Directorate should evolve arrangements with the assistance of state government authorities, to monitor adherence to the standards/norms prescribed.

4.2 The Motor Vehicles Act should be reviewed urgently to do away with provisions with which the ministry or for that matter the Government of India are not concerned. For instance, the Ministry of Road Transport is required to prescribe emission standards for motor vehicles whereas emission control and environmental protection are subjects of the Ministry of Environment and Forests. Not having any expertise in the matter, M/o RT&H merely notifies emission norms on the basis of the advice received from the Ministry of Industry (which is responsible for the automobile industry) and the Ministry of Environment and Forests. But it takes on the responsibility of defending public interest and other litigation on air pollution caused by motor vehicles. This clearly is not a satisfactory arrangement and MoEF, which administers the Air Protection Act, should also have the responsibility for dealing with vehicular emissions. Similarly, the Motor Vehicles Act calls upon the ministry to prescribe the formulae for

awarding compensation in respect of fatalities in road accidents. All that the Motor Vehicles Act should say is that no vehicle should be registered or operated without a valid third party insurance policy and leave it to the insurance companies to settle claims. There are several such provisions in the Motor Vehicles Act that should be removed or transferred to the appropriate ministry of the Government of India or to the state governments.

4.3 The ministry is also responsible for road safety. The Road Safety Cell in the ministry mainly formulates schemes for road safety and leaves them to be implemented by the state governments or select NGOs. There is an advisory board which helps the ministry to develop road safety schemes. Lacking, technical background or expertise in road safety, the Cell has been, over the years primarily engaged in printing literature and other publicity material and distributing them under the banner of Road Safety Awareness Programmes. Road safety is a matter of serious concern. It is necessary that norms and schemes for road safety are formulated without delay, so that these can be adopted and implemented by the State Governments. It is therefore necessary to constitute an expert group to undertake this work in a time bound manner – say to be completed in six months time.

4.4 The ministry also has a wing known as the Directorate of Transport Research. This wing compiles data on shipping and road transport and publishes annual statistics in the form of Basic Road Statistics of India, Statistics on Inland Water Transport, Port statistics, Indian Shipping Statistics etc. In fact, the last edition of the Basic Transport Statistics of India pertains to the year 1997-98. The Transport Research Wing does not appear to have conducted any significant research programmes. Port statistics are maintained and published by the Indian Ports Association. Data on vehicles and on road transport are compiled by the state governments and after much time lag collated, and published by the Directorate of Transport Research. The Indian Road Congress also

collects a variety of data on roads and road transport. There is now a need to identify the data requirements, and the existing arrangements for their collection to avoid duplication. Institutions and bodies which are already collecting and publishing data pertaining to a sector should be encouraged to meet all the data requirements in respect of that sector. There appears to be no need for a Directorate of Transport Research for the purpose of data collection and publication. As for research, there are well established and recognised research centres, academic bodies and industry associations like the CRRI, CIRT, Department of Transport in the University of Mumbai, AITD, TERI, etc. and research as necessary should be commissioned from these bodies. Funding research projects at these centres/organisations would be more cost effective and the quality of research would be superior as compared to research by an inadequately equipped research unit in the Ministry. The Directorate of Transport Research could be abolished.

4.5 The National Institute for Training Highway Engineers (NITHE) is now well established and trains officers of state governments, public and private sector organisations and engineers from SAARC and other countries. It is now self-reliant and is not funded by the Government of India. It should, henceforth, operate as a society and a centre for excellence in training highway engineers and should not be a part of the ministry.

4.6 With the restructuring suggested above, project responsibility for road development would be transferred to the NHAI. The ministry would then be left free to focus on policy issues relating to road development and release of funds from the Central Road Development Fund to the state governments etc. This residual work can be handled by DG, Roads assisted by two chief engineers. As norms, standards and specifications are set under the MVA, and as the National Transport Directorate becomes fully functional, government should consider converting it into an

independent and empowered regulatory agency to administer the MVA. The Authority could meet its fund requirements through the levy of fees.

4.7 To sum up, the restructuring suggested above, will result in the following:

- (i) All vacant posts, i.e. 57 in the Road Transport and Highways and 58 in the Roads Wing, shall be abolished.
- (ii) With the transfer of project work for road development to the NHAI, the residual work of this wing would be handled by DG, Roads, assisted by two CEs and the support level staff.
- (iii) When the proposed National Transport Directorate becomes fully operational and converted into an independent and empowered regulatory agency to administer the MVA, and the Directorate of Transport Research is abolished, the officers and staff currently deployed for this work in the Road Transport Wing will be rendered surplus, except for those absorbed in the National Transport Directorate.

4.8 The ministry would then be able to focus on policies relating to the development of roads and road transportation, on attracting public and private investment in road development and on enhancing the quality of road transportation. When the ministry shed its responsibilities for project implementation, and a National Transport Directorate is set up to administer the Motor Vehicles Act, the possibility of merging the ministry with the Ministry of Shipping should be considered as that would help to bring about an integrated approach to the development of all modes of surface transport other than railways.

**SUBJECTS ALLOCATED TO THE MINISTRY OF ROAD TRANSPORT
AND HIGHWAYS (SADAK PARIVAHAN AUR RAJ MARG
MANTRALAYA)**

**I The following subjects which fall within list 1 of the seventh
schedule to the Constitution of India:**

1. Compulsory insurance of motor vehicles
2. Administration of the Road Transport Corporations Act, 1950 (64 of 1950)
3. Highways declared by under law made by Parliament to be national highways.

II In Respect of the Union Territories:

4. Roads other than National Highways.
5. Tramways including elevated high speed trams within municipal or any other contiguous zone.
6. Administration of the Motor Vehicles Act, 1988 (59 of 1988) and taxation of motor vehicles.
7. Vehicles other than mechanically propelled vehicles.

**III Other subjects which have not been included under the
previous parts:**

8. Central Road Fund.
9. Coordination and Research pertaining to Road Works.
10. Road works financed in whole or in part by the Central government other than rural roads and the road works in the tribal areas in the states of Assam and Meghalaya specified in parts I and II of the table appended to paragraph 20 of the sixth schedule to the Constitution.
11. Motor vehicles legislation
12. Promotion of Transport Cooperatives in the field of motor transport and inland water transport.

13. Development of townships of Gandhidham.
14. Formulation of the privatisation policy in the infrastructure areas of roads.

IV Autonomous Bodies:

15. National Highways Authority of India.

V. Societies/Associations:

16. National Institute of Training for Highway engineers.

VI Public Sector Undertakings:

17. Indian Road Construction Corporation.

VII Acts:

18. The Road Transport Corporations Act, 1950 (64 of 1950).
19. The National Highways Act, 1956 (48 of 1956).
20. The Motor Vehicles Act, 1988 (59 of 1988).
21. The National Highways Authority of India Act, 1988 (28 of 1993)

Annex 2

Staff Strength of Ministry of Road Transport & Highways

Road Transport & Highways

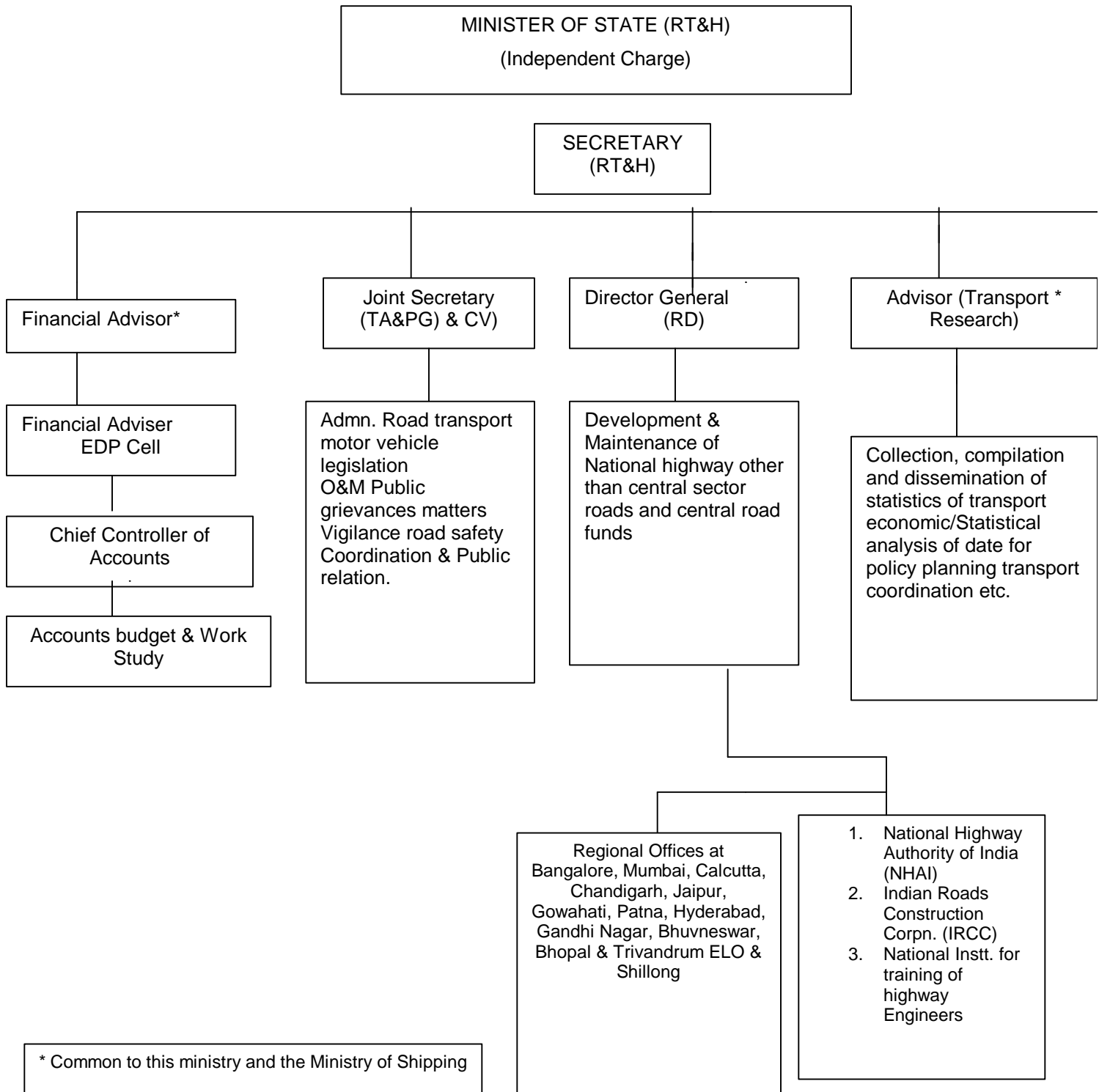
Group A	Sanctioned posts – 32				Vacant posts – 4	
	Secretary	1	Adviser (TR)	1	Sr. Analyst	1
	Additional Secy.	1	Director (T)	2	AD(TR)	2
	Joint Secretary	1	JD(T)	1	PPS	1
	Director/DS/DFA	4	DD(T)	4		
	Under Secretary	11	AD(T)	2		
	Sr. Analyst	1	PPS	3		
Group B	Sanctioned posts – 188				Vacant posts – 7	
	SO/AO	29	Res. Asstt.	1	Assistant	6
	Accountant	2	Desk Attache	1	PS	1
	AD(OL)	1	MMO	1		
	Sr. Investigator	9	PS	22		
	Assistants	71	Steno Gr.C	51		
Group C	Sanctioned posts – 187				Vacant posts – 35	
Group D	Sanctioned posts – 178				Vacant posts – 11	
Total	Sanctioned posts – 585				Vacant posts – 57	

Roads Wing

Group A	Sanctioned posts – 141				Vacant posts – 42	
	Director General	1	Sup. Engineer	40	Addl. DG	2
	Addl. DG	2	Exe. Engineer	57	Sup.Engineer	8
	Chief Engineer	16	Asst.Exe.Engr.	25	Exe. Engineer	32
Group B	Sanctioned posts – 22				Vacant posts – 4	
	Asst. Engineer	11	Chief D/Man	8	Asst. Engineer	4
	Technical Assistant	3				
Group C	Sanctioned posts – 73				Vacant posts – 12	
Total	Sanctioned posts – 236				Vacant posts – 58	

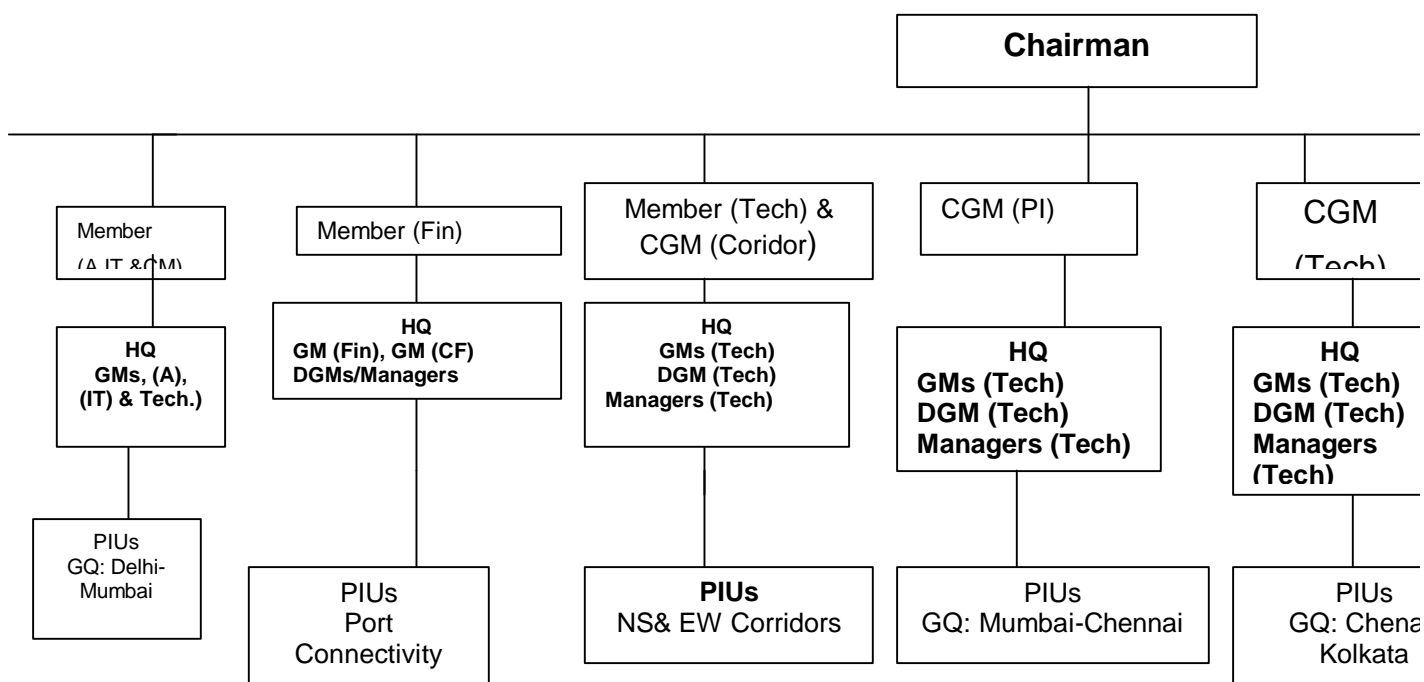
Annex 3

ORGANISATIONAL CHART OF MINISTRY OF ROAD TRANSPORT & HIGHWAYS



NATIONAL HIGHWAYS AUTHORITY OF INDIA

Organisational Structure



A	-	Administration
CM	-	Corridor Management
CGM	-	Chief General Manager
Tech.	-	Technical
PI	-	Private investment
WB-	-	World Bank
CVO	-	Chief Vigilance Officer
HQ	-	Headquarters
PIUs	-	Project Implementation Units

GM	-	General Manager
IT	-	Information Technology
MR	-	Media Relations
OSD	-	Officer on Special Duty
CF	-	Corporate Finance
DGM	-	Deputy General Manager
GQ	-	Golden Quadrilateral
NS&EW-	-	North South & East West