

GOVERNMENT OF INDIA  
MINISTRY OF RURAL DEVELOPMENT  
DEPARTMENT OF RURAL DEVELOPMENT

**RAJYA SABHA**  
**UNSTARRED QUESTION NO. 721**  
TO BE ANSWERED ON 05/12/2025

**QUALITY AND MAINTENANCE OF RURAL ROADS UNDER PMGSY**

721 Shri Sanjay Raut:

Will the Minister of Rural Development be pleased to state:

- (a) whether Government has examined instances of substandard materials, underbidding contractors, and premature damage in rural connectivity projects implemented under the Pradhan Mantri Gram Sadak Yojana (PMGSY);
- (b) the details of State-wise quality monitoring reports and the number of works found defective during the last three years;
- (c) whether the Ministry has proposed reforms in the contractor selection, third-party inspection, and maintenance guarantee period for PMGSY roads; and
- (d) the measures being adopted to ensure long-term durability, cost efficiency, and accountability in the construction and maintenance of rural roads?

**ANSWER**

MINISTER OF STATE IN THE MINISTRY OF RURAL DEVELOPMENT  
(SHRI KAMLESH PASWAN)

(a) & (b): **Quality Monitoring:** The Pradhan Mantri Gramin Sadak Yojana (PMGSY) roads are monitored by National Quality Monitoring (NQM) teams and State Quality Monitoring (SQM) teams from the inception till completion of the roads. In addition, the State Quality Control Unit at respective State Rural Road Development Agency and National Quality Control Unit at National Rural Infrastructure Development Agency (NRIDA) execute frequent quality control exercises like training of the contractors and the officials at the implementation agency (like PIU, Executive Engineers, etc.), improvements in quality assessment questionnaires, digital governance interventions and so on. The Quality Control is done through a detailed questionnaire at every stage of the road formation, and the quality control register is maintained for each road.

To improve the monitoring and quality of roads, the Ministry of Rural Development, has also introduced Quality One Application in which each stage of the road construction (4 stages) passes through Stage Passing Application, wherein all level of functionaries starting from the the Project Implementation Unit (AEE/JE/equivalent) till the Chief Engineer are made responsible to monitor the quality at each stage of the work. Such monitoring also includes capturing Geo-tagged photographs and other inspection reports.

PMGSY envisages a three tier Quality Assurance Mechanism to ensure quality of road works during construction. First-tier of this mechanism is in-house quality control at Programme Implementation Unit (PIU) level. Second-tier is structured as an independent quality monitoring at State level through State Quality Monitors (SQMs) in which provision of regular inspection of PMGSY works has been envisaged. The third-tier is an independent monitoring mechanism at the Central level. Under this tier, independent National Quality Monitors (NQMs) are engaged for inspections of PMGSY roads, selected at random. To promote transparency in the Scheme, it

is being ensured that independent monitors at the second and the third tier take at least 10 digital photographs at the work site including one of the field laboratories, for each road work inspected and upload the inspection reports on PMGSY programme management & monitoring website i.e. OMMAS, to facilitate public viewing of quality of road works being executed under the programme. Also the abstract of the said Inspection Report is uploaded on OMMAS.

The details of State wise inspections conducted by National Quality Monitors (NQMs) and unsatisfactory quality grading reported, during last three years and current year, is given at **Annexure**.

**Maintenance:** All PMGSY road works are covered by initial five-year Defect Liability Period (DLP). The State is mandated to enter into maintenance contracts along with the construction contract, with the same contractor, as per the Standard Bidding Document of PMGSY. Maintenance funds to service the contract are required to be budgeted by the State Governments and placed at the disposal of the State Rural Roads Development Agencies (SRRDAs) in a separate maintenance account. On expiry of DLP period, PMGSY roads are required to be placed under Zonal maintenance contracts consisting of 5-year maintenance including renewal as per cycle, from time to time.

Maintenance of the rural roads during the DLP are monitored through eMARG application wherein the PIUs conduct routine inspections every two months and upload the geo-tagged photographs. The data is used for further appraisal with the State Government.

**Other issues:** ‘Rural Roads’ is a State subject. As PMGSY guidelines, maintenance of roads constructed under the programme is the responsibility of the State Governments. The matters relating to substandard materials, underbidding of contractors and premature damage works under PMGSY fall within the purview of the respective State/UT Governments, which are responsible for procurement of materials, quality control during execution and tendering processes. States/UTs prepare cost estimates based on their Schedule of Rates (SoR), which are vetted by National Rural Infrastructure Development Agency (NRIDA) for standardization and technical adequacy.

Underbidding is addressed at the State/UT level, as bid evaluation and award of works are undertaken by the State implementing agencies. The Ministry of Rural Development does not intervene in contractor selection. However, the Ministry of Rural Development in co-ordination with other agencies is actively engaged in developing standards and special monitoring mechanisms for such low-bid contracts.

(c) & (d): As per PMGSY guidelines, maintenance of roads constructed under the programme is the responsibility of the State Governments. However, the Ministry on its part has taken the following measures to ensure proper maintenance of roads constructed under PMGSY:

(i) All road works sanctioned under the scheme are covered by initial five-year maintenance contracts to be entered into along with the construction contract, with the same contractor, as per the Standard Bidding Document.

(ii) Maintenance funds to service the contract are required to be budgeted by the State Governments and placed at the disposal of the State Rural Roads Development Agencies (SRRDAs) in a separate maintenance account. On expiry of this 5-year post construction maintenance, PMGSY roads are required to be placed under Zonal maintenance contracts consisting of 5-year maintenance including renewal as per maintenance cycle, from time to time, to be funded by the State Governments.

(iii) Further in order to ensure that States provide required maintenance funds during the design life of the road being constructed under PMGSY, a provision has been added in the programme guidelines under which the States have to enter into a Memorandum of Understanding (MoU) with the Ministry of Rural Development, Government of India before launching of the scheme in the concerned State for providing adequate funds for the maintenance of roads constructed/upgraded under PMGSY for initial five years routine maintenance, and for further five year routine maintenance including periodic renewal as per requirement.

(iv) Release of maintenance funds is required to be certified by the State, as per PMGSY guidelines, while submitting fund release proposals to the Central Government.

(v) Electronic Maintenance of PMGSY roads (e-MARG), an online platform, has been implemented in all the States to monitor maintenance of PMGSY works for five years from the date of completion (i.e. under Defect Liability Period- DLP). Consequent upon the introduction of e-MARG i.e. software module for maintenance payments to the contractor during the defect liability period, such payments have been made commensurate with the quality of roads through a performance-based contract management system.

(vi) To strengthen the quality check mechanism, the establishment of a geo-tagged field laboratory has been made compulsory. To ensure that people engaged in quality checks are adequately proficient and well trained, National Rural Infrastructure Development Agency (NRIDA), a technical arm of the Ministry of Rural Development, has been conducting mandatory proficiency tests of NQMs, and SQMs, The skills of NQMs, SQMs and PIUs are also being developed through training programmes, etc.

(vii) Further, to ensure that quality monitoring is being done properly on the ground, it has been made mandatory to set up a Quality Monitoring Cell under each State Rural Road Development Agency (SRRDA) and State Quality Coordinators (SQC)s have been entrusted with the task of scrutinizing all reports of SQMs and give a certificate to this effect to the Ministry. Concerned CEOs have also been asked to scrutinize the quality control registers periodically and submit a certificate to this effect to the Ministry while submitting proposals for fund release. The Action Taken Reports on observations made by the NQMs are reviewed with the States for compliance. Performance of the NQMs as well as SQMs are also reviewed and such NQMs/SQMs are de-empaneled whose performance is not found satisfactory or who give satisfactory inspection reports in majority of the cases without proper verification. The quality of PMGSY works is also reviewed regularly by the Ministry in various review meetings like the Performance Review Committee, Regional Review Meetings, and Empowered Committee.

(viii) Further, to promote transparency and effective monitoring, the PMGSY programme guidelines provide that the Superintending Engineer of a zone/region will request the concerned Honorable Member of Parliament and Zila Panchayat Pramukh representing the zone/region, once in six months, to select any PMGSY project(s) for joint inspection. Similarly, the Executive Engineer in-charge of a division will request the Honorable MLA/Chairperson of the Intermediate Panchayat concerned, once in three months for joint inspection and the Assistant Engineer in-charge of the sub-division will similarly request the concerned Sarpanch of the Gram Panchayat once in two months to select any PMGSY project(s) for joint inspection.

(ix) To enhance durability and cost efficiency, PMGSY encourages the use of approved green and alternative technologies, including cold mix, waste-plastic mixes, fly ash, cement-stabilized bases, and locally available materials in hilly and remote areas. These technologies reduce energy consumption, improve performance in difficult terrains, and lower lifecycle costs.

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Annexure referred to in reply to parts (a) & (b) of Rajya Sabha Unstarred Question No. 721 for answer on 05.12.2025

State/UT-wise details of inspections conducted by National Quality Monitors (NQM) and unsatisfactory quality grading reported, during last three years and current year 2025-26 (as on 30.11.2025)

| Sl. No | State             | Completed works  |                                | Ongoing works    |                                | Bridge works     |                                |
|--------|-------------------|------------------|--------------------------------|------------------|--------------------------------|------------------|--------------------------------|
|        |                   | Total Inspection | Works graded as Unsatisfactory | Total Inspection | Works graded as Unsatisfactory | Total Inspection | Works graded as Unsatisfactory |
| 1      | Andaman & Nicobar | 5                | 0                              | 17               | 2                              | 0                | 0                              |
| 2      | Andhra Pradesh    | 171              | 2                              | 275              | 14                             | 45               | 5                              |
| 3      | Arunachal Pradesh | 95               | 22                             | 208              | 35                             | 21               | 9                              |
| 4      | Assam             | 242              | 53                             | 404              | 38                             | 150              | 14                             |
| 5      | Bihar             | 324              | 37                             | 578              | 43                             | 331              | 49                             |
| 6      | Chhattisgarh      | 177              | 16                             | 291              | 10                             | 154              | 15                             |
| 7      | Gujarat           | 68               | 1                              | 102              | 4                              | 39               | 0                              |
| 8      | Haryana           | 101              | 10                             | 62               | 5                              | 0                | 0                              |
| 9      | Himachal Pradesh  | 127              | 23                             | 301              | 40                             | 1                | 0                              |
| 10     | Jammu and Kashmir | 102              | 15                             | 267              | 22                             | 34               | 9                              |
| 11     | Jharkhand         | 170              | 34                             | 527              | 34                             | 182              | 12                             |
| 12     | Karnataka         | 153              | 21                             | 348              | 29                             | 7                | 1                              |
| 13     | Kerala            | 38               | 7                              | 241              | 20                             | 1                | 0                              |
| 14     | Ladakh            | 5                | 0                              | 16               | 0                              | 0                | 0                              |
| 15     | Madhya Pradesh    | 199              | 4                              | 631              | 19                             | 288              | 40                             |
| 16     | Maharashtra       | 114              | 13                             | 818              | 56                             | 67               | 0                              |
| 17     | Manipur           | 35               | 11                             | 101              | 27                             | 24               | 5                              |
| 18     | Meghalaya         | 146              | 32                             | 232              | 39                             | 27               | 3                              |
| 19     | Mizoram           | 59               | 12                             | 72               | 13                             | 0                | 0                              |
| 20     | Nagaland          | 25               | 17                             | 72               | 18                             | 0                | 0                              |
| 21     | Odisha            | 304              | 66                             | 765              | 83                             | 142              | 27                             |
| 22     | Puducherry        | 0                | 0                              | 12               | 0                              | 0                | 0                              |
| 23     | Punjab            | 72               | 6                              | 279              | 17                             | 1                | 0                              |
| 24     | Rajasthan         | 179              | 4                              | 153              | 8                              | 33               | 1                              |
| 25     | Sikkim            | 27               | 4                              | 104              | 12                             | 108              | 20                             |
| 26     | Tamil Nadu        | 196              | 4                              | 267              | 0                              | 26               | 22                             |
| 27     | Telangana         | 46               | 4                              | 363              | 28                             | 91               | 5                              |
| 28     | Tripura           | 46               | 5                              | 97               | 19                             | 1                | 0                              |
| 29     | Uttar Pradesh     | 479              | 35                             | 1,041            | 94                             | 0                | 0                              |
| 30     | Uttarakhand       | 143              | 33                             | 321              | 40                             | 110              | 15                             |
| 31     | West Bengal       | 138              | 19                             | 249              | 14                             | 5                | 0                              |
| Total  |                   | 3,986            | 510                            | 9,214            | 783                            | 1,888            | 252                            |

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