GOVERNMENT OF INDIA
MINISTRY OF ROAD TRANSPORT AND HIGHWAYS

RAJYA SABHA
UNSTARRED QUESTION NO. 2835
ANSWERED ON- 12/08/2026

TRANSPARENCY IN TOLL COLLECTION ON NATIONAL HIGHWAY

2835. SHRI SANJAY RAUT:

Will the Minister of ROAD TRANSPORT AND HIGHWAYS be pleased to state:

(a) whether Government has assessed the justification for continued toll collection on National Highways after recovery of project costs and whether any independent audit of toll plazas, FASTag collections and concession agreements has been conducted during last five years;

(b) the number of National Highway projects delayed, project-wise, reasons therefor and penalties imposed and recovered from defaulting contractors;

(c) whether Government has assessed the impact of rising toll charges and fuel costs on transport operators, farmers and inflation; and

(d) whether Government proposes to rationalise toll charges and introduce a transparent, time-bound toll policy with public disclosure of toll revenues and concession periods?

ANSWER

THE MINISTER OF ROAD TRANSPORT AND HIGHWAYS

(SHRI NITIN JAIRAM GADKARI)

(a) As per the Rule 6(6)(b) of National Highways Fee (Determination of Rates and Collection) Rules, 2008, amended vide G.S.R. 725(E) dated 06.10.2023, user fee for the use of a section of National Highway (NH) is continued to be collected in perpetuity at fee plaza. In case of concessionaire operated fee plaza, the fee notified as per concession agreement is collected by the concessionaire till the end of the concession period, and after the concession period is over, the fee plaza is handed over to the Government and thereafter the fee is collected by the Central Government or the executing authority as per the fee specified under the provisions of NH Fee Rules, 2008. In respect of fee plaza under public funded project, the fee levied shall continue to be collected for such section of the National Highway. The revenue collected by the Central Government from user fee collection is deposited in Consolidated Fund of India (CFI) and the funds provided through budgetary allocation from the Consolidated Fund of India (CFI) are utilised for further maintenance, development and augmentation of National Highways.

Further, regular audit of user fee plazas are conducted by the Comptroller & Auditor General (C&AG) including user fee plazas operated by concessionaire. The observations and recommendations made by the C&AG are duly examined by the Government and necessary corrective measures are taken, wherever required, to address the issues highlighted in the audit reports.

In addition, regular inspections and monitoring of User Fee Plazas are conducted through executing authority, in accordance with the provisions of the Contract/ Concession Agreement and extant operational guidelines.

(b) The State/UT-wise details of NH projects that have extended beyond their original scheduled completion date, without attaining any of the various stages of project completion and excluding projects under consideration for termination/ foreclosure are at Annexure.

The primary reasons for delay in National Highways (NHs) projects are issues/ bottlenecks relating to land acquisition, statutory clearances / permissions, utility shifting, encroachment removal, law & order, financial constraints of Concessionaire / Contractor, poor performance of Contractor / Concessionaire, and Force Majeure events like heavy rainfall, floods, cyclone, landslides/avalanches, etc.

The standard contract agreement document for NHs projects have provisions for imposing penalties on defaulting contractors / concessionaires for delays in achieving project milestones or completion timelines, attributable to them in the various forms, inter-alia, liquidated damages, termination of contract etc., subject to the limits prescribed in the contract. Such actions are taken on a case-to-case basis, with the objective of ensuring timely completion of projects.

79 under-construction NH projects were terminated during last three Financial Years, inter-alia, including delay in project implementation, prior to achieving any of the completion stages.

(c) to (d) User fee (Toll) at a NH/NE fee plaza is collected for the use of section of National Highways/Expressways as per the provisions of National Highways Fee (Determination of Rates and Collection) Rules, 2008 and the respective Concession Agreements. The NH Fee Rules provide a transparent framework for levy and collection of user fee, with rates linked to the length of the highway and type of vehicle uniformly across the country with annual revision of toll rates. The revision is linked to the Wholesale Price Index (WPI), which is based on fixed formula as per NH Fee Rule 2008 and is implemented uniformly across National Highway fee plazas.

The Government from time to time has reviewed the tolling policy with the objective of ensuring a balanced approach between revenue requirements for highway development and minimizing burden on road users. Further, in order to reduce the burden on road users, Government has made various provisions through following amendments:

(i) G.S.R. 437(E) dated 01.07.2025 to restrict user fee for highways with more structure length.

(ii) G.S.R. 01(E) dated 31.12.2025 for reduction of rates in case of up gradation from 2 lane paved shoulder highway to 4 or more lane. Already provision of such reduction of fee rate in case of upgradation work from 4 lane to 6 & above lane is available in NH Fee rule 2008.

(iii) G.S.R. 388 (E) dated 17.06.2025 introducing an Annual Pass for non-commercial cars, jeeps, and vans. This scheme offers 200 NH fee plaza crossings or one year validity, whichever is earlier, by payment of Rs. 3000/-(Revised to Rs. 3075/- in FY 26-27) since August 2025.

(iv) G.S.R. 734 (E) dated 03.10.2025 for reduction in applicable user fee for vehicles without FASTag or active FASTag vehicles from 2 times to 1.25 times, given the user opts for payment through UPI;

(v) G.S.R. 07 (E) dated 04.02.2026 for the fee payable for the use of a national expressway that is operational for only a part of its notified length shall be levied at a rate of one time of the applicable fee instead of 1.25 times.

(vi) Implementation of Multi-Lane Free Flow (MLFF) tolling: The Government has decided to implement Multi-Lane Free Flow (MLFF) Electronic Toll Collection system, which facilitates barrier-less tolling using integrated technologies including Automatic Number Plate Recognition (ANPR) with AI analytics and RFID-based Electronic Toll Collection (FASTag), where the user fee shall be charged from the vehicle users without having to stop, slow down or stay in a given fee plaza lane.

(vii) As per National Highways Fee (Determination of Rates and Collection) Rules, 2008, there are already various provisions for discounts in user fees and monthly passes for local and regular users of National Highways across the country.

(viii) The Government has also introduced measures for greater transparency in toll collection through FASTag-based Electronic Toll Collection, real-time monitoring, system audits, reconciliation, CCTV/surveillance and NHAI's Standard Operating Procedure dated 25.01.2024 requiring surprise checks and monitoring to ensure that transactions are processed through the TMS.

(ix) The Government has also amended the NH Fee Rules in 2026 to facilitate cashless transactions at user fee plazas with effect from 10.04.2026, thereby further enhancing transparency in toll collection.

ANNEXURE REFERRED TO IN REPLY TO PART (b) OF RAJYA SABHA UNSTARRED QUESTION NO. 2835 FOR ANSWER ON 12.08.2026 ASKED BY SHRI SANJAY RAUT REGARDING TRANSPARENCY IN TOLL COLLECTION ON NATIONAL HIGHWAY.

The State/UT-wise details of NH projects that have extended beyond their original scheduled completion date, without attaining any of the various stages of project completion and excluding projects under consideration for termination/ foreclosure:

Sr. No.	State/UT	No. of Projects
1	Andhra Pradesh	42
2	Arunachal Pradesh	5
3	Assam	26
4	Bihar	35
5	Chhattisgarh	12
6	Goa	6
7	Gujarat	14
8	Haryana	12
9	Himachal Pradesh	13
10	Jharkhand	17
11	Karnataka	47
12	Kerala	15
13	Madhya Pradesh	34
14	Maharashtra	60
15	Manipur	18
16	Meghalaya	3
17	Mizoram	4
18	Nagaland	16
19	Odisha	21
20	Punjab	20
21	Rajasthan	15
22	Sikkim	9
23	Tamil Nadu	23
24	Telangana	29
25	Tripura	6
26	Uttar Pradesh	44
27	Uttarakhand	31
28	West Bengal	19
29	Andaman & Nicobar Islands	3
30	Chandigarh	0
31	Dadra & Nagar Haveli and Daman & Diu	0
32	Delhi	0
33	Jammu & Kashmir	25
34	Ladakh	5
35	Puducherry	0

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