



भारतीय राष्ट्रीय राजमार्ग प्राधिकरण  
(पोत परिवहन, सड़क परिवहन और राजमार्ग मंत्रालय)  
**National Highways Authority of India**

(Ministry of Shipping, Road Transport and Highways)

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NHAI/13013/3/02-03/CMD-CO/Policy on Toll (Vol. IX)

4<sup>th</sup> January, 2006

**CIRCULAR NO: NHAI /COMMERCIAL OPERATIONS/070**

**Sub: Engagement of round the clock supervisors at the toll plazas.**

This is in supersession of circular no. NHAI/Commercial Operations/064 dated 08.09.2005.

2. As you are aware, collection of user fee (toll) on the Public Funded Projects (including annuity based BOT contracts) is to be generally undertaken through Private Contractor only, for all new cases and on expiry of the existing contracts of departmental collection.
3. Round-the-clock supervision at the toll plazas, as a part of supervision consultancy contract or otherwise, is one of the critical management tools to ensure that fee is collected from all users liable to pay and there is no overcharging from the users etc.
4. Normally, supervision consultants are engaged through competitive bidding for supervising the entire O&M contract, which includes provision for round-the-clock supervision for collection of user fee. If there is no provision for round the clock supervision in an existing contract of supervision consultancy, additional manpower for round-the-clock supervision for toll plaza operation may be procured from the same consultancy firm by issuing a variation order ensuring reasonability of rates. In case of projects where the **procurement of supervision consultant** is getting delayed, manpower for round-the-clock supervision of toll plazas for the intervening period may be engaged through other agencies e.g. firms of Chartered Accountant/Security Agencies. Such manpower could also be procured from supervision consultant or independent engineer supervising the constructions on the same stretch or nearby stretches or supervision consultant for O&M Contractor on the nearby stretches. Procurement of such manpower from already engaged local fee auditors should be avoided to ensure independence of the auditors.
5. The proposals of PDs for engagement of round-the-clock supervision would be dealt with by O&M Wing of CM Division at Head Office, except in case of a proposal covered by instructions given under para 6.

6. Proposal of engagement of round-the-clock supervision **if emerging from the Independent Engineer in case of BOT Annuity stretches or the Supervision Consultant in case of Public Funded Projects engaged for the stretch**, should be sent to concerned Technical Division at Head Office (with a copy, both, to O&M Wing and CO Wing of CM Division). The Technical Division, in consultation with O&M Wing of CM Division who is dealing with all other proposals of round the clock supervision for collection of user fee etc. will decide such case. Such consultation is to enable concerned Technical Division to have requisite information available as regards rates etc. prevalent on other stretches.

7. For guidance of all Project Directors, the following are enclosed.

- (i) Number of manpower required (Annexure-A)
- (ii) Experience, Qualification of manpower (Annexure-B)
- (iii) Their scope of work (Annexure-C)
- (iv) Provision of penalty (Annexure-D)

Round the clock supervision will continue to be only one of the checks and PDs must also ensure that all other checks are effectively in place, well-in-time.

This issues with approval of Competent Authority.



(MM Lohia)  
General Manager (CO)

**Encl: As above.**

To  
All PIUs / CMUs  
NHAI

Copy to:

- 1. All Members/CVO
- 2. All CGMs
- 3. All GMs
- 4. PS to Chairman
- 5. Librarian

**QUANTUM OF MANPOWER IN SUPERVISION CONSULTANCY CONTRACT IN CASE OF DEPARTMENTAL COLLECTION**

**A) HAVING ONE PLAZA**

SL. No.	DESIGNATION	No.
1	TOLL SUPERVISOR	1
2	DEPUTY TOLL SUPERVISOR	1
3	ASSISTANT TOLL SUPERVISOR	3 (ONE FOR EACH SHIFT)

**B) HAVING MORE THAN ONE PLAZA**

SL. NO.	DESIGNATION	NO.	REMARKS
1	TOLL MANAGER	1	FOR ALL PLAZAS
2	TOLL SUPERVISOR	1	FOR EACH PLAZA
3	DEPUTY TOLL SUPERVISOR	1	FOR EACH PLAZA
4	ASSISTANT TOLL SUPERVISOR	3 (ONE FOR EACH SHIFT)	FOR EACH PLAZA

**Remarks:** In case of more than one Plaza, if one plaza is under departmental collection and another plaza is under collection through Private Contactor, there will be one Toll Manager for all plazas and other manpower will be asked for as applicable for one plaza depending on the prevailing method of collection.

**QUANTUM OF MANPOWER IN SUPERVISION CONSULTANCY CONTRACT IN  
CASE OF COLLECTION THROUGH PRIVATE CONTRACTOR**

**A) HAVING ONE PLAZA UNDER A SINGLE CONTRACT**

<b>SL. NO.</b>	<b>DESIGNATION</b>	<b>NO.</b>
1	TOLL SUPERVISOR	1
2	ASSISTANT TOLL SUPERVISOR	3 (ONE FOR EACH SHIFT)

**B) HAVING MORE THAN ONE PLAZA UNDER**

<b>SL. NO.</b>	<b>DESIGNATION</b>	<b>NO.</b>	<b>REMARKS</b>
1	TOLL MANAGER	1	ONE FOR ALL PLAZAS
2	TOLL SUPERVISOR	1	FOR EACH PLAZA
3	ASSISTANT TOLL SUPERVISOR	3 (ONE FOR EACH SHIFT)	FOR EACH PLAZA

**Remarks:** In case of more than one Plaza, if one plaza is under departmental collection and another plaza is under collection through Private Contactor, there will be one Toll Manager for all plazas and other manpower will be asked for as applicable for one plaza depending on the prevailing method of collection.

## QUALIFICATION & EXPERIENCE

### **QUALIFICATION & EXPERIENCE OF TOLL MANAGER (TM) \***

- FIRST CLASS POST GRADUATE IN COMMERCE /ECONOMICS/MANAGEMENT/BUSINESS ADMINISTRATION/ACCOUNTS WITH MINIMUM 10 YEARS POST QUALIFICATION EXPERIENCE OR CA/ICWA WITH 7 YEARS POST QUALIFICATION EXPERIENCE
  - IN ANY COMMERCIAL ORGANIZATION
  - IN MARKETING OR AUDIT FIELD
- NOT EXCEEDING 50 YEARS OF AGE

### **QUALIFICATION & EXPERIENCE OF TOLL SUPERVISOR (TS) \***

- POST GRADUATE IN COMMERCE /ECONOMICS/MANAGEMENT/BUSINESS ADMINISTRATION/ACCOUNTS WITH MINIMUM 7 YEARS POST QUALIFICATION EXPERIENCE OR CA/ICWA WITH 5 YEARS POST QUALIFICATION EXPERIENCE
  - IN ANY COMMERCIAL ORGANIZATION
  - IN MARKETING OR AUDIT FIELD
- NOT EXCEEDING 45 YEARS OF AGE

### **QUALIFICATION & EXPERIENCE OF DEPUTY TOLL SUPERVISOR (DTS) \***

- POST GRADUATE IN COMMERCE /ECONOMICS/MANAGEMENT/BUSINESS ADMINISTRATION/ACCOUNTS WITH MINIMUM 5 YEARS POST QUALIFICATION EXPERIENCE OR CA/ICWA WITH 3 YEARS POST QUALIFICATION EXPERIENCE
  - IN ANY COMMERCIAL ORGANIZATION
  - IN MARKETING OR AUDIT FIELD
- NOT EXCEEDING 45 YEARS OF AGE

### **QUALIFICATION & EXPERIENCE OF ASSISTANT TOLL SUPERVISOR (ATS)**

- GRADUATE IN COMMERCE /ECONOMICS/MANAGEMENT/BUSINESS ADMINISTRATION/ACCOUNTS WITH 3 YEARS POST QUALIFICATION EXPERIENCE OR CA OR ICWA WITH 1 YEAR POST QUALIFICATION EXPERIENCE
  - IN ANY COMMERCIAL ORGANIZATION
  - IN MARKETING OR AUDIT FIELD
- NOT EXCEEDING 40 YEARS OF AGE

\* They will be key professional.

**SCOPE OF WORK FOR SUPERVISION CONSULTANT ("THE CONSULTANT") FOR  
PLAZA OPERATION INCLUDING COLLECTION OF USER FEE IN CASE OF  
DEPARTMENTAL COLLECTION:**

The Supervision Consultant shall ensure

1. That at least one Assistant Toll Supervisor (ATS) is present round the clock in the plaza area and more specifically around the toll booths, to oversee the operations. Different supervisors must be rotated among different shifts so that a particular supervisor is not posted in a particular shift for more than a month;
2. to check performance of various obligations of the fee collecting agency as defined in the contract entered into with the fee collecting agency ('the Contract') to ensure (i) collection of user fee at the rates notified and other instructions given from time to time from all users of road except from those which are (a) exempted or (b) crossing the plaza based on monthly passes (including those issued to local users) or multiple journey receipts within validity period, in an efficient and user friendly manner causing minimal waiting time and (ii) efficient management of all related activities in the entire plaza area including in the booths and administrative office of the plaza;
3. to recommend levy and ensure recovery of the penalty for the failure of the fee collecting agency to perform his obligations as provided in the contract;
4. (a) to conduct frequent surprise checks of various booths throughout every shift in each day, not less than 1 check in each shift for a particular booth, by Assistant Toll Supervisor or Deputy Toll Supervisor or Toll Supervisor to verify the correctness of cash available and authenticity of the receipts being used and a record in proper form shall be maintained of all such checks, findings and consequent actions till logical conclusions;
- (b) to conduct similar checks as stated at 4 (a) through Team Leader and Toll Manager, if provided and other staff engaged, as per the frequency considered appropriate and feasible subject to at least four checks in a month per plaza individually by the Team Leader and Toll Manager, if provided;
- (c) to submit to the concerned Project Director of NHA detail of key responsibilities relating to "Plaza Operations including collection of user fee", for different persons required to be provided by the Consultant under the contract.
5. To ensure that that there is no
  - (a) overcharging/charging without issuance of ticket from road users;
  - (b) denial of exemption to the vehicles which are not eligible;
  - (c) diversion by road users using private land;

- (d) malpractice prevalent adversely affecting the interest of NHAI;
  - (e) unauthorized commercial activity in the plaza area;
  - (f) difference between the amount collected by the collecting agency and amount deposited in the bank . "Amount collected" shall mean actual amount realizable and include such amount, if any, which has not been realized or collected by the fee collecting agency from any user otherwise liable to pay user fee, for whatsoever reasons;
  - (g) delay in depositing the amount collected;
  - (h) possibility of using forged/duplicate receipts.
6. To ensure that subject to the provisions of the contract entered into with the fee collecting agency
- (a) no overcrowding of vehicles or long queues at any time;
  - (b) all lanes are operational round the clock;
  - (c) deployment of adequate number of personnel to run the plaza efficiently;
  - (d) payment of remuneration to personnel deployed by fee collecting agency as provided in the agreement;
  - (e) complete working and management of fee collection operationally transparent and effective;
  - (f) adequate insurance of personnel deployed to cover against any type of accidents, all assets whether owned by the fee collecting agency or NHAI, cash in transit, cash at booth, cash in chest is provided in accordance with contractual obligation of the fee collecting agency or otherwise by NHAI;
  - (g) proper repair & maintenance of all the infrastructural facilities including systems and equipments, whether owned by the fee collecting agency or NHAI, by the fee collecting agency if provided in the contract;
  - (h) proper reconciliation between the number of vehicles subjected to levy of fee including number of non-paying vehicle recorded for reason of falling into exempted category or having monthly pass or a multiple journey receipt vis-à-vis number of vehicles as revealed by any traffic study or Automatic Vehicle Counter cum Classifier;
  - (i) proper arrangement of power /lighting, water etc. in the plaza area and their timely payment as provided in the agreement;

- (j) proper record, reconciliation, verification and surprise Inspections of receipts, used and unused, at various levels (i.e with the booth operators, in the plaza office etc) when the receipts are in the custody of the fee collecting agency;
  - (k) proper penalty is levied on the fee collecting agency if shortage / excess of cash noticed on any inspection as compared to the receipts issued or/and if the fee is charged in excess of the prescribed fee/without issuance of receipt as per provisions of the contract entered into with the fee collecting agency;
  - (l) Operating manual submitted by the fee collecting agency in time and same is recommended with such modification as considered necessary, for approval of the Project Director; and
  - (m) Usage of such receipts and concessional passes by the fee collecting agency of provided by the Authority.
7. To verify all reports on user fee collection being submitted to the Project Director of NHAI or Head Office of NHAI;
  8. To provide requisite feed back to Project Director on all matters relating to operations at the plaza including all aspects of collection of user fee whether forwarded by the Project Director or received otherwise;
  9. To submit a weekly and monthly report of the work undertaken by the Consultant, to the Project Director of NHAI. Concerned Project Director may prescribe a format for such reporting;
  10. To carry analysis based on data of traffic available from the plaza or data made available for the succeeding or preceding plaza or for more than one plazas for satisfaction about variation observed in volume of traffic of all or a particular category;
  11. To suggest such changes, as considered appropriate, in the policy or practice on a proactive basis which safeguard interest of NHAI and /or increases users' comfort;
  12. To conduct survey for better location of the plaza, than the existing location, if called upon to do so;
  13. To assist in technological upgradation and additions in /around plaza area;
  14. That all equipments and software are installed within contractual time frame and efforts of all concerned are coordinated. Any reason which delays the installation must be brought to the notice of the Project Director most immediately with suggested course of action;



15. To assist the staff of the fee collecting agency, for on the spot redressal of the complaints of users, if required;
16. To abide by all the instructions of the Project Director or Head Office of NHAI, issued from time to time;
17. To check the compliance in the matter of payment of stamp duty or engrossment or registration of his own contract and contract entered into with the fee collecting agency;
18. To extend fullest cooperation and render assistance in all checks, inspections and verification carried by or on behalf of the concerned Project Director of NHAI or NHAI Head office;
19. To maintain proper records regarding receipt of unused receipts used counterfoil and to issue the receipts under proper acknowledgement;
20. To take all such measures including for counter checking, as to prevent, detect or avoid any fraudulent activity, theft or leakage of revenue by the fee collecting agency or staff of the fee collecting agency or his own staff. The Consultant will be liable, both during currency and even after expiry of his contract, so far such actions relates to the period of his contract, for losses caused by their actions which could have been prevented or detected or avoided well in time by the proper discharge of his obligations set in above.

Note: In case fee collection is undertaken through Operation & Maintenance (O&M) Contractor, in addition to the above referred activities, the Consultant will also ensure to do all such acts which are expected to be performed by him in accordance with the provisions contained in the contract entered into with the O&M Contractor.

**SCOPE OF WORK FOR SUPERVISION CONSULTANT ("THE CONSULTANT") FOR PLAZA OPERATIONS INCLUDING COLLECTION OF USER FEE IN CASE OF PRIVATE CONTRACTOR ("THE CONTRACTOR"):**

The Supervision Consultant shall ensure

1. That at least one Assistant toll supervisor (ATS) is present round the clock in the plaza area and more specifically around the toll booths, to oversee the operations. Different supervisors must be rotated among different shifts so that a particular supervisor is not posted in a particular shift for more than a month;
2. To check performance of various obligations of the Contractor as defined in the contract entered into with the Private Contractor ('the Contract') to ensure (i) collection of user fee at the rates notified and at a place mentioned in the contract and other instructions given from time to time, from all users of road except from those which are (a) exempted or (b) crossing the plaza based on monthly passes (including those issued to local users) or multiple journey receipts within validity period, in an efficient and user friendly manner causing minimal waiting time and (ii) efficient management of all related activities in the entire plaza area including in the booths and administrative office of the plaza;
3. To recommend levy and ensure recovery of the penalty for the failure of the Contractor to perform his obligations as provided in the contract;
4. (a) To conduct frequent surprise checks of various booths in every shift everyday , not less than 1 check in a day for a particular booth, by the Assistant Toll supervisor or Toll Supervisor to verify fulfillment of the obligation of Contractor and a record in proper form shall be maintained of all such checks, findings and consequent actions till logical conclusions;
- (b) To conduct similar checks as stated at 4 (a) through Team Leader, Toll Manager if provided and other staff engaged, as per the frequency considered appropriate and feasible subject to at least four checks in a month per plaza individually by the Tam Leader and Toll Manager, if provided;
- (c) To submit to the concerned Project Director of NHAI, detail of key responsibilities relating to "Plaza Operations including collection of user fee", for different persons required to be provided by the Consultant under the contract.
5. To ensure that there is no
  - (a) overcharging /charging without issuance of ticket from road users;
  - (b) denial of exemption to the vehicles which are eligible under the notification or any other law;
  - (c) diversion by road users using private land;

- (d) malpractice prevalent adversely affecting the interest/image of NHAI;
  - (f) Unauthorized commercial activity in the plaza area; and
  - (e) delay in receipt of the contractual amount.
6. To ensure that subject to the provisions of contract entered into with the Contractor
- (a) no overcrowding of vehicles or long queues at any time;
  - (b) all lanes are operational round the clock;
  - (c) deployment of adequate number of personnel to run the plaza efficiently;
  - (d) payment of remuneration to personnel deployed by the Contractor as provided in the contract;
  - (e) complete working and management of fee collection operationally transparent and effective;
  - (f) adequate number of personnel are deployed by the Contractor to ensure efficient management of plaza;
  - (g) adequate insurance of personnel deployed to cover against any type of accidents, all assets whether owned by the Contractor/ NHAI, cash in transit, cash at booth, cash in chest is provided in accordance with his contractual obligation of the Contractor or otherwise by NHAI;
  - (h) proper repair and maintenance of all the infrastructural facilities including systems and equipments whether owned by the Contractor or NHAI, by the Contractor if provided in the contract;
  - (i) all infrastructural facilities like computer hardware, software, furniture, electrical equipments, generator are provided by the Contractor;
  - (j) proper reconciliation between the number of vehicles subjected to levy of fee including number of non-paying vehicle recorded for reason of falling into exempted category or having monthly pass or a multiple journey receipt vis-à-vis number of vehicles as revealed by any traffic study or Automatic Vehicle Counter cum Classifier;
  - (k) proper arrangement of power /lighting, water etc. in the plaza area and their timely payment by the Contractor; and
  - (l) Proper receipt of user fee (tickets) is being issued to all road users having full details as required under the law.

7. To verify all reports on user fee collection being submitted to the concerned Project Director of NHAI or Head Office of NHAI by the Contractor;
8. To provide requisite feed back to concerned Project Director of NHAI on all matters relating to operations at the plaza including all aspects of collection of user fee whether forwarded by the concerned Project Director of NHAI or received otherwise;
9. To submit a weekly and monthly report of the work undertaken by the Supervision Consultant, to the concerned Project Director of NHAI, Concerned Project Director of NHAI may prescribe a format for such reporting;
10. To carry analysis based on data of traffic available from the plaza or data made available for the succeeding or preceding plaza or for more than one plazas for satisfaction about variation observed in volume of traffic of all or a particular category;
11. To suggest such changes, as considered appropriate, in the policy or practice on a proactive basis which safeguard interest of NHAI and /or increases users' comfort;
12. To assist in technological upgradation and additions in /around plaza area;
13. That all equipments and software are installed within contractual time frame and efforts of all concerned are coordinated. Any reason which delays the installation, must be brought to the notice of the concerned Project Director of NHAI most immediately with suggested course of action;
14. To assist the staff of the Contractor, for on the spot redressal of the complaints of users, if required;
15. To abide by all the related and incidental instructions of the concerned Project Director of NHAI or NHAI, Head Office, issued from time to time;
16. To check the compliance in the matter of payment of stamp duty or engrossment or registration of his own contract and contract entered into with the Contractor;
17. To extend fullest cooperation and render assistance in all checks, inspections and verification carried by or on behalf of the concerned Project Director of NHAI, Head office.

**PROVISION OF PENALTY IN SUPERVISION CONSULTANCY CONTRACT IN CASE OF COLLECTION DEPARTMENTAL/ PRIVATE CONTRACTOR**

(a) If the Project Director is satisfied about non-performance of any of above obligations by the Supervision Consultant, a penalty of Rs. 10000 or 0.5% of the monthly amount payable to the Supervision Consultant for **"Plaza Operations including collection of user fee"**, whichever is higher, for each incident of failure shall be levied in addition to the recovery of the loss incurred/estimated to incur, if any, by National Highways Authority of India. The Project Director shall be final authority to decide about levy of such penalty.

(b) Notwithstanding anything contained in (a) above, if the nature of failure to perform a particular activity requires specific performance by the Supervision Consultant only, the Consultant must ensure to perform the concerned activity within a reasonable time. Failure to perform within a reasonable time, depending upon the importance of the activity, may result in termination of the contract.

If more than 5 incidents occur requiring levy of penalty under (a), the contract can be terminated due to unsatisfactory performance, on the recommendation of the Project Director or otherwise NHAI, Head Office shall be final authority to decide about the termination.