### PRADHAN MANTRI

GRAM SADAK YOJANA

PROGRAMME GUIDE LINES

### INTRODUCTION

Rural Road Connectivity is not only a key component of Rural Development by promoting access to economic and social services and thereby generating increased agricultural incomes and productive employment opportunities in India, it is also as a result, a key ingredient in ensuring sustainable poverty reduction. Notwithstanding the efforts made, over the years, at the State and Central levels, through different Programmes, many Habitations in the country are still not connected by All-weather roads. It is well known that even where connectivity has been provided, the roads constructed are of such quality (due to poor construction or maintenance) that they cannot always be categorised as All-weather roads.



### PROGRAMME OBJECTIVES

2.1 The primary objective of the PMGSY is to provide Connectivity, by way of an All-weather Road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected Habitations in the rural areas with a population of 500 persons and above in Plain areas. In respect of the Hill States (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir and Uttarakhand), the Desert Areas (as identified in the Desert Development Programme), the Tribal (Schedule V) areas and Selected Tribal and Backward Districts (as identified by the Ministry of Home Affairs and Planning Commission)\* the objective would be to connect eligible unconnected Habitations with a population of 250 persons and above.

#### GUIDING PRINCIPLES OF PMGSY AND DEFINITIONS

- 3.1 The spirit and the objective of the Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide good all-weather road connectivity to the eligible unconnected Habitations. A habitation which was earlier provided all-weather connectivity would not be eligible even if the present condition of the road is bad.
- 3.2 The unit for this Programme is a Habitation and not a Revenue village or a Panchayat. A Habitation is a cluster of population, living in an area, the location of 2 which does not change over time. Desam, Dhanis, Tolas, Majras, Hamlets etc. are commonly used terminology to describe the Habitations.
- 3.3 An Unconnected Habitation is one with a population of designated size (refer to Para 2.1 above) located at a distance of at least 500 metre or more (1.5 km of path distance in case of Hills) from an All-weather road or a connected Habitation. In the blocks bordering international boundary in the hill States (as identified by the Ministry of Home Affairs), however, all habitations within a path distance of 10 km may be treated as a cluster for this purpose.

### 4. PLANNING FOR RURAL ROADS

- 4.1 Proper planning is imperative to achieve the objectives of the Programme in a systematic and cost effective manner. The Manual for the Preparation of District Rural Roads Plan and the Core Network, shall be treated as part of the Guidelines and would stand amended to the extent modified by the present Guidelines. The Manual lays down the various steps in the planning process and the role of different Agencies including the Intermediate Panchayat, the District Panchayat as well as the State Level Standing Committee.
- 4.2 The District Rural Roads Plan would indicate the entire existing road network system in the District and also clearly identify the proposed roads for providing connectivity to eligible Unconnected Habitations, in an economic and efficient manner in terms of cost and utility. The Core Network will identify the roads required to assure each eligible Habitation with a Basic Access (single allweather road connectivity) to essential social and economic services. Accordingly, the Core Network would consist of some of the existing roads as well as all the roads proposed for new construction under the PMGSY

### 5. FUNDING AND ALLOCATION

District.

5.1 Once the Core Network is prepared and pavement condition survey conducted (see para 6.2), it is possible to estimate the length of roads for New Connectivity as well as Upgradation for every District. States may, each year, distribute the State's Allocation among the Districts giving at least 80% on the basis of road length required for providing connectivity to Unconnected Habitations and upto 20% on the basis of road length requiring Upgradation under the PMGSY. The District-wise allocation of funds would also be communicated to the NRRDA and STAs every year by the State Government.

5.2 In making the District-wise allocation, the road lengths already taken up under the PMGSY or any other Programme may be excluded (even if the road works are still under execution). The figures of new construction length will thus keep on changing every year till such time as all Unconnected Habitations have been covered in the

### 6. PROPOSALS

6.1 All Districts having eligible unconnected Habitations are to prepare Block and District level Comprehensive New-Connectivity Priority Lists (CNCPL) for those Districts, of all proposed road links under PMGSY, grouping them in the following general Order of Priority.

6.2 In order to manage the rural road network for upgradation and maintenance

planning, all States will carry out, every 2 years, a Pavement Condition Survey

of all Through Routes (in case Through Routes are not part of the rural roads, of

the next lower category of Main Rural Links or MRL). Detailed Guidelines on the

methodology and analysis will be issued by the Ministry from time to time. The 9

Survey will yield a Pavement Condition Index (PCI) on a scale of 1 to 5. The results

of the survey will be recorded in the PCI Register in the following forma



- (i) Priority-I will be Through Routes which are constructed as WBM roads. In such cases, upgradation will comprise of bringing the existing profile to good condition (along with improvement in geometrics, necessary drainage works and road signage) and providing the appropriate crust and surface as per design requirement.
- (ii) Priority-II are other fair weather through routes or gravel through routes or through routes with missing links or lacking cross drainage. In such a case upgradation will consist of converting the road into an all-weather one with appropriate geometries and all necessary provisions.
- (iii) Priority-III will be other through routes which are at the end of their design life, whose PCI is 2 or less, i.e., are 'poor' or 'very poor'. In such cases, upgradation will include improvement in geometric design where necessary, with width, surfacing, etc., as per projected traffic requirements.

### 7. STATE LEVEL AGENCIES

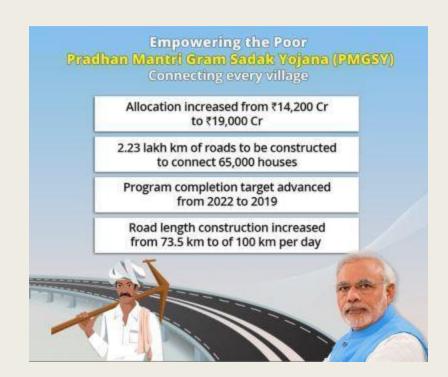
7.1 Each State Government (including UT Administrations) would identify one or two suitable Agencies (having a presence in all the Districts and with established competence in executing time-bound road construction works), to be designated as Executing Agencies. These could be the Public Works Department / Rural Engineering Service / Organisation / Rural Works Department / Zilla Parishad / Panchayati Raj Engineering Department etc. who have been in existence for a large number of years and have the necessary experience, expertise and 16 manpower. In States where more than one Executing Agency has been identified by the State Government, the distribution of work would be done with the District as a unit. In other words, each District will be entrusted to only one Executing Agency. The Executing Agency will have a Programme Implementation Unit (PIU) in the District, or a compact group of Districts, with an officer of the rank of at least Executive Engineer as its head.

7.2 The Administrative Department of the State Government responsible for the Executing Agency entrusted with the execution of the road works will be the Nodal Department. In the event of there being more than one Executing Agency, under different administrative departments, the State Government would nominate that department as the nodal department which is officially responsible for the management and maintenance of rural roads.

7.4 To ensure streamlined functioning and adequate coordination (especially

where there is more than one executing agency), officers of the PIU need to be made fully accountable to the SRRDA and be brought under its administrative control.

The SRRDA would function as the dedicated agency of the state nodal department for rural roads, to ensure the integrated development of rural roads through the various schemes including PMGSY. For this purpose the SRRDA will designate a Chief Executive Officer, a Financial Controller, an Empowered Officer, an IT nodal officer and a State Quality Coordinator.



## 8. PREPARATION OF PROJECT PROPOSALS AND THEIR CLEARANCE

8.1 After approval by the District Panchayat (refer Para 6.1 above), the proposals would be forwarded through the PIU to the SRRDA (refer Para 7.3 above). The PIU will at that time prepare the details of proposals forwarded by the Members of Parliament, and action taken thereon, in Proformae MP -I and MP -II and send it along with the proposals. In all cases where the proposal of an MP has not been included, cogent reasons shall be given based on the reasons given by the District Panchayat.

8.2 The SRRDA shall vet the proposals to ensure that they are in accordance with the Guidelines and shall place them before the State-level Standing Committee along with the MP-I & MP-II Statements.

8.3 The State Level Standing Committee would scrutinise the proposals to see that they are in accordance with the Guidelines and that the proposals of the Members of Parliament have been given full consideration. After scrutiny by the State Level Standing Committee, the Programme Implementation Units (PIUs) will prepare the Detailed Project Report (DPRs) for each proposed road work in accordance with the Rural Roads Manual and instructions issued from time to time.

8.4 While commencing with the preparation of the DPR, the PIU will hold a consultation with the local community through the mechanism of the Gram Panchayat in order to determine the most suitable alignment, sort out issues of land availability (including forest land), moderate any adverse social and environmental impact and elicit necessary community participation in the programme

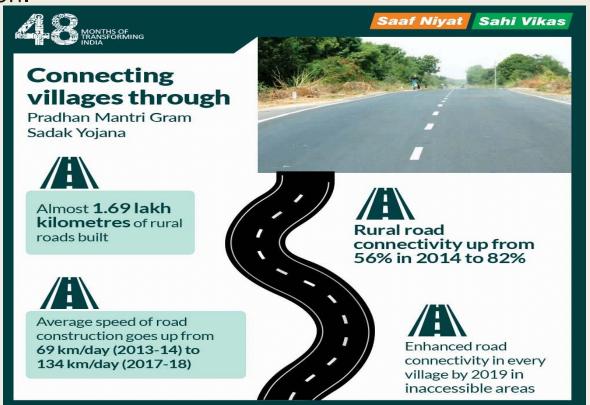
For this purpose the PIU will organise 'Transect Walk' as follows:

- The Transect walk shall be undertaken by the AE/JE, accompanied by the Patwari and the Pradhan/Panch of the Panchayat / Ward after adequate advance publicity. The local Forest official may also be associated.
- During the walk, issues relating to alternative alignments, land requirements for the road and its impact on landowners, etc. will be discussed with members of the local community present.
- Environmental impact on vegetation, soil and water etc. shall be identified for resolution.
- · At the end, alignment shall be finalised after recording the issues that arose during the walk and the action taken / proposed to resolve the issues. This shall be reduced to writing signed by the Pradhan / Panch, Secretary of the Gram Panchayat Members present. .

### 9. SCRUTINY OF PROJECT PROPOSALS

NRRDA has identified in consultation each state government required, Technical Institutions, designated as State Technical Agencies (STAs) to provide outsourced technical support to the PIUs. The STAs would vet the District Roads Plan and Core Network, check the CNCPL and CUPL and scrutinise the DPRs prepared under the Annual proposals. The coordination of activities of the STAs would be performed by the NRRDA, who may add to or delete institutions from the list, as well as to entrust specific tasks to them. NRRDA may from time to time identify additional technically qualified agencies to provide these services to the State Governments and to perform such other functions as may be necessary in the interest of the Scheme.

NRRDA will also designate reputed Technical and Research Institutions such as the Indian Institutes of Technology as Principal Technical Agency (PTA) for group of States. The PTAs will provide technical support, take up research projects, study and evaluate different technologies and advise on measures to improve the quality and cost norms of Rural Roads. The Principal Technical Agencies shall also coordinate the work of the STAs in their jurisdiction.



### 10. EMPOWERED COMMITTEE

10.1 At the Central level, the Annual Project proposals received from the State Governments by NRRDA would be considered by Empowered Committee, to be chaired by Secretary, Department of Rural Development. The representatives of the State Government whose proposals are being considered by the Empowered Committee may be invited to attend the Meetings, as and when required. The Empowered Committee will review the institutional preparedness of the State executional machinery, particularly with respect to technical and quality issues, and the contracting capacity available and the State's ability to maintain the already created assets. The recommendations of the Empowered Committee would, thereafter, be submitted to the Minister of Rural Development and in case the proposals meet the programme requirements, they will be cleared.

### 11. TENDERING OF WORKS

11.1 After the project proposals have been cleared and Technical Sanction has been accorded, the Executing Agency would invite tenders. The well-established procedure for tendering, through competitive bidding, would be followed for all projects. All the projects scrutinised by the STA and cleared by the Ministry, will be tendered as such, and no changes shall be made in the work without the prior approval of the NRRDA. The States will follow the Standard Bidding Document (SBD), prescribed by the NRRDA, for all the tenders.

11.2 Since PMGSY places high emphasis on time and quality, States shall take steps to increase competition and to realistically assess Bid capacity. To this end States shall ensure that all Tender notices are put out on the Internet under the OMMAS. Centralised evaluation of Bid capacity will be done to give effect to the provision of the SBD. States may empower the SRRDA to call and decide tenders in the interest of speeding up the process.

### 12 EXECUTION OF WORKS

- 12.1 The relevant projects would be executed by the PIUs and completed within a period of 9 months from the date of issue of the Work order. A Work Programme shall be obtained from the contractor for each work and approved by the PIU. Payment shall be made only after the approval of the work programme, deployment by the Contractor of the requisite number of engineers and setting up of the Quality Control Laboratory at site. In this connection, it is clarified that:
- (i) The period of 9 months shall comprise 9 working months. In case the period for execution is likely to be adversely affected by monsoon or other seasonal factors, the time period for execution may be suitably determined while approving the work programme, but shall not exceed 12 calendar month in any case.

### 14. QUALITY CONTROL AND SUPERVISION OF WORKS

14.1 Ensuring the quality of the road works is the responsibility of the State Governments, who are implementing the Programme. To this end, all works will be effectively supervised. The NRRDA will issue general guidelines on Quality Control and prescribe a Quality Control Handbook to regulate the quality control process at works level. Quality Control Registers containing the results of tests prescribed in the Quality Control Handbook shall invariably be maintained for each of the road works. A site Quality Control Laboratory will be set up by the Contractor for each 32 package. Payments shall not be made to the Contractor unless the Laboratory has been duly set up and equipped, quality control tests are regularly conducted, recorded and have been found to be successful. The Standard Bidding Document (see Para 11.1) shall incorporate suitable clauses for ensuring Quality Control and a Performance Guarantee by the Contractor, which should be discharged only after consulting the Panchayati Raj Institutions responsible for maintenance.

### 15. NATIONAL RURAL ROADS DEVELOPMENT AGENCY

15.1 The Ministry of Rural Development have set up the National Rural Roads
Development Agency (NRRDA) to provide Operational and Management support
to the Programme. The NRRDA will provide support, interalia, on the following:

- (i) Designs & Specifications and Cost norms.
- (ii) Technical Agencies
- (iii) District Rural Roads Plans and Core Network.
- (iv) Scrutiny of Project Proposals
- (v) Quality Monitoring
- (vi) Monitoring of progress, including online monitoring
- (vii) R&D

# Thank you!

