

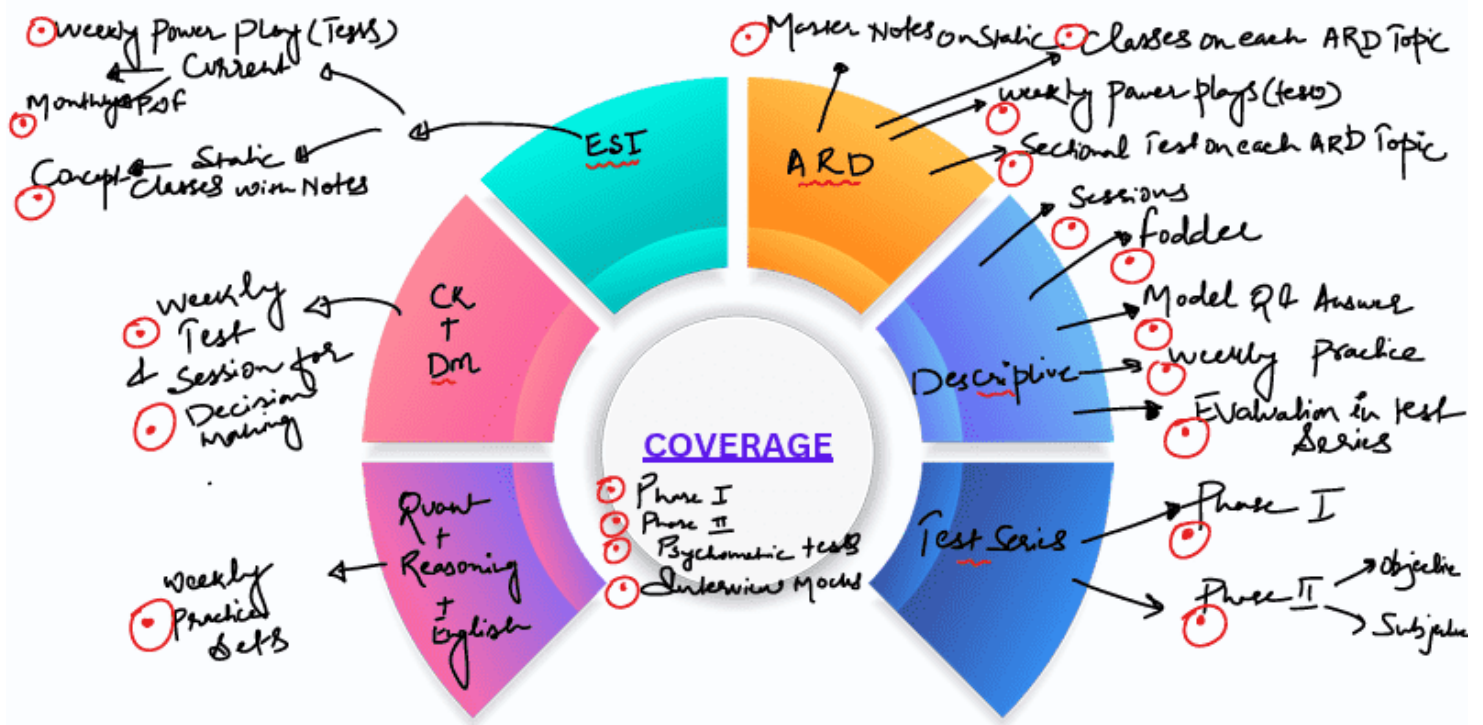
SCHEME HANDOUTS



PMGSY

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1 About PMGSY

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 any sustainable **Poverty reduction Programme**. Notwithstanding the efforts made, over the years, at the State and Central levels, through different Programmes, about 40% of the 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 be categorised as All-weather roads.

With a view to redressing the situation, **Government have launched the Pradhan Mantri Gram Sadak Yojana on 25th December, 2000**. The Pradhan Mantri Gram Sadak Yojana (PMGSY) was a **100% Centrally Sponsored Scheme (Now 60:40)**.

1.1 Objectives

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 unconnected Habitations in the rural areas, in such a way that Habitations with a population of **1000 persons** and above are covered in three years (2000-2003) and all Unconnected Habitations with a population of 500 persons and above by the end of the Tenth Plan Period (2007). Now the scheme is in its third Phase.

In respect of the Hill States (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir, Uttaranchal) and the Desert Areas (as identified in the Desert Development Programme) as well as the Tribal (Schedule V) areas, the objective would be to connect Habitations with a population of **250 persons and above**.

The PMGSY will permit the Upgradation (to prescribed standards) of the existing roads in those Districts where all the Habitations of the designated population size have been provided all-weather road connectivity. However, it must be noted that Upgradation is not central to the Programme and cannot exceed 20% of the State's allocation where Unconnected Habitations in the State still exist. In Upgradation works, priority should be given to conversion of fair-weather roads to all weather roads in the Core Network.

1.2 Guiding Principles & Definition

- The spirit and the objective of the Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide good all-weather road connectivity to the unconnected Habitations. It must be ensured that provision of **New Connectivity** (i.e., connecting unconnected Habitations) should be **given precedence** in keeping with the objectives of the Programme.
- The population, as recorded in the **Census 2001**, shall be the basis for determining the population size of the Habitation and the District Rural Roads Plans and Core Networks shall be drawn up / revised on this basis.
- **An Unconnected Habitation** is one with a population of designated size located at a distance of **at least 500 metres or more (1.5 km of path distance in case of Hills) from an All-weather road or a connected Habitation**.

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- The Unconnected Habitations are to be connected to nearby Habitations already connected by an All-weather road or to another existing All-weather road so that services (educational, health, marketing facilities etc.), which are not available in the unconnected Habitation, become available to the residents.
- **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 which does not change over time. Desam, Dhanis, Tolas, Majras, hamlets etc. are commonly used terminology to describe the Habitations. A Revenue village / Gram Panchayat may comprise of one or several Habitations. **The population of all Habitations within a radius of 500 metres (1.5 km. of path distance in case of Hills) may be clubbed together for the purpose of determining the population size.** This **cluster approach** would enable provision of connectivity to a larger number of Habitations, particularly in the Hill/mountainous areas.
- **Core Network is that minimal Network of roads (routes) that** is essential to provide Basic access to essential social economic services to all eligible habitations in the selected areas through at least a single all-weather road connectivity.
- A Core Network comprises of **Through Routes and Link Routes.** Through routes are the ones which collect traffic from several link roads or a long chain of Habitations and lead it to Marketing centres either directly or through the higher category roads i.e., the District Roads or the State or National Highway. Link Routes are the roads connecting a single Habitation or a group of Habitations to Through Routes or District Roads leading to Market Centres. Link routes generally have dead ends terminating on a Habitation, while Through Routes arise from the confluence of two or more Link Routes and emerge on to a major Road or to a Market Centre.
- It should be ensured that each road work that is taken up under the PMGSY **is part of the Core Network.** While keeping the objective of Connectivity in view, preference should be given to those roads which also incidentally serve other Habitations. In other words, without compromising the **basic objective (covering 1000+/500+ Habitations by 2003 and 500/250+ Habitations by 2007),** preference should be given to those roads which serve a larger population. For this purpose, while Habitations within a distance of 500 metres from the road is considered as connected in case of plain areas, this distance should be 1.5 km (of path length) in respect of Hills.
- The PMGSY shall cover only the rural areas. **Urban roads are excluded from the purview of this Programme.** Even in the rural areas, PMGSY covers only the Rural Roads i.e., Roads that were formerly classified as 'Other District Roads' (ODR) and 'Village Roads' (VR). Other District Roads (ODR) are roads serving rural areas of production and providing them with outlet to market centres, taluka (tehsil) headquarters, Block headquarters or other main roads. Village Roads (VR) are roads connecting villages/Habitation or groups of Habitation with each other and to the nearest road of a higher category. Major District Roads, State Highways and National Highways cannot be covered under the PMGSY, even if they happen to be in rural areas. This applies to New Connectivity roads as well as Upgradation works.
- The PMGSY envisages **only single road Connectivity to be provided.** If a Habitation is already connected to another connected Habitation by way of an All-weather road, then no further work can be taken up under the PMGSY at that habitation.
- **Provision of connectivity to unconnected Habitations would be termed as New Connectivity.** New Connectivity implies construction of roads from the earth work stage to the desired specifications, and would therefore invariably involve some earth work. In



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case of Hills, it would involve Formation and Cutting. However, existing Gravel or WBM roads will not qualify to be treated as works of New Connectivity even where they involve some earth work by way of widening of the Carriageway or Road formation. Work on a road which only has earthwork (and not a Gravel Road) will be treated as a case of New Connectivity.

- Upgradation, when permitted would typically involve conversion from Gravel or Water Bound Macadam (WBM) stage to the desired technical specifications or widening of the roads, subject to traffic studies. Provision of Cross Drainage (CD) works alone would also be treated as Upgradation under PMGSY.
- The Rural Roads constructed under the Pradhan Mantri Gram Sadak Yojana must meet the technical specifications. The specifications laid down by the **Indian Roads Congress (IRC) as given in the Rural Roads Manual (IRC:SP20:2002) will be followed.**

In drawing up the list of the road works, the District Panchayat shall ensure that primacy is accorded to providing New Connectivity to all Unconnected Habitations. The **following Order of Priority shall be strictly followed.**

- 1 Providing New connectivity to Unconnected Habitations with a population of 1000 + (500 + in case of Hill States etc)
- 2 Providing New connectivity to Unconnected Habitations with a population of 500-999 (250-499 in case of Hill States etc)
- 3 Upgradation of Through Routes in the Core network (only Rural Roads to be covered)
- 4 Upgradation of Link Routes

The only exception from the above order of priority is in respect of those routes that include the Village Panchayat Headquarters or Market Centres or other educational or medical essential services or those which are notified as places of tourist interest. In such cases, provision of new connectivity may be made irrespective of the population size.

Under the PMGSY, the proposals of the Members of Parliament are required to be given full consideration.

1.3 Planning

- The **District Rural Roads Plan** would indicate the existing road network system in the District and also clearly identify the proposed roads for providing connectivity to 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 all-weather 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 Connectivity under the PMGSY.
- In preparing the District Rural Roads Plan, it would be first necessary to indicate the weightage for various services. **The District Panchayat shall be the competent authority to select the set of socio-economic / infrastructure** variables best suited for the District, categorise them and accord relative weightages to them. This would be communicated to all concerned before commencing the preparation of the District Rural Roads Plan.
- **The Plan would first be prepared at the Block level**, in accordance with the directions contained in the Manual and the priorities spelt out by the District Panchayat. In short



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the existing road network would be drawn up, unconnected Habitations identified and the roads required to connect these unconnected Habitations prepared. This shall constitute the Block Level Master Plan.

- **Once this exercise is completed, the Core Network for the Block is identified**, by making best use of the existing and proposed road facilities in such a manner that all the eligible Habitations are assured of a Basic access. It must be ensured that every Habitation is within 500 metres (1.5 km of Path length in the Hills) of a connected Habitation or an All-weather road. In drawing up the proposed road links, the requirements of the people must be taken into account, through the socio-economic/infrastructure values (Road Index) suitably weighted and the alignment having the higher Road Index ought to be considered for selection.
- **The Block level Master Plan and the Core Network are then placed before the Intermediate Panchayat for consideration and approval of the Core Network.** They are simultaneously sent, alongwith the list of all unconnected Habitations to the **Members of Parliament and MLAs**, for their comments, if any. After approval by the Intermediate Panchayat, the Plans would be placed before the District Panchayat for its approval. It will be incumbent on the District Panchayat to ensure that the suggestions given by the Members of Parliament are given full consideration, within the framework of these Guidelines. Once approved by the District Panchayat, a copy of the Core Network would be sent to the **State-level Agency** as well as the **National Rural Roads Development Agency(NRIDA Now)**. No road work may be proposed under the PMGSY for New Connectivity or Upgradation (where permitted) unless it forms part of the Core Network.

1.4 Funding

- Once the Core Network is prepared, 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 80% on the basis of road length required for providing connectivity to Unconnected Habitations and 20% on the basis of road length requiring Upgradation under the PMGSY. The District-wise allocation of funds would also be communicated to the Ministry/NRIDA every year by the State Government
- PMGSY started as a 100% centrally sponsored scheme. The funding pattern was revised to a 60:40 ratio between Centre and State in 2015-16, and a 90:10 ratio for North Eastern States and Himalayan States.

1.5 Implementation

- The main features of PMGSY are **decentralized and evidence based planning, standards and specifications as per Indian Road Congress (IRC)** and Rural Roads Manual, dedicated implementation mechanism at central, state and district level, scrutiny of Detailed Project Reports (DPRs) at multiple levels, strong IT backbone for monitoring and implementation of the programme, three-tier quality management system, unbroken flow of funds, inbuilt mechanism for consultation with public representatives at planning, selection of roads and monitoring stages, etc.
- In order to promote cost-effective and fast construction technologies in the construction of rural roads, using New materials/Waste materials/Locally available materials, NRIDA has issued 'Guidelines on Technology Initiatives', in May 2013. The States were asked to



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propose at least 15% of the length of annual proposals using any of the new technologies/ materials. This initiative has helped introduce more than 40 technologies including **waste plastics, cold mix technology, cell filled concrete, stabilization using cement and lime, nano technology and Full Depth Reclamation (FDR)**. Further, the Vision document on New Technology Initiatives, 2022 has been launched in May 2022, which prescribes enhanced use of new technologies/ materials in the construction of PMGSY roads.

- The Executing Agency will have a Programme Implementation Unit (PIU) in the District, which should have an officer of the rank of Executive Engineer as its head.
- Every State Government / UT Administration shall nominate a Department as the Nodal Department, who will have the overall responsibility for implementation of the PMGSY in the State
- The Nodal Department will identify a State-level autonomous Agency (Society etc), with a distinct legal status, under its control for receiving the funds from the Ministry of Rural Development
- Each State Government shall set up a State-level Standing Committee (preferably headed by the Chief Secretary) to vet the Core Networks and the Project proposals to ensure that they have been formulated in accordance with the Guidelines
- The Rural Roads constructed under the Pradhan Mantri Gram Sadak Yojana must meet the technical specifications and geometric design standards given in the **Rural Roads Manual of the IRC (Publication IRC:SP20:2002)**
- **The National Rural Roads Development Agency (NRRDA)** will scrutinise the proposals from the State Level Agency to ensure that the proposals have been made duly keeping in view the Programme Guidelines

*****(Note: Thus, the augmented and strengthened NRRDA, which would focus on infrastructure development (both roads and housing) in rural areas, would now be known as National Rural Infrastructure Development Agency (NRIDA). This Agency is envisaged as a compact, professional and multi-disciplinary body.)**

- All State level formalities relating to issue of tender notice, finalisation of tender and award of works should be **completed within 120 days of clearance of the project** proposals failing which it will be deemed that the works in question have been cancelled
- At the District level, the Programme will be co-ordinated, and implemented through the Executing Agencies. **While, for all the Districts, it is desirable that a dedicated Programme Implementation Unit (PIU) is set up, this is especially desirable for all States having an annual Allocation of Rs. 75 crore or more per annum under the PMGSY, and all the participating States in the externally aided projects**
- The relevant projects would be executed by the PIUs and completed within a period of **6 months, from the date of issue of the Work order.**
- 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



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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.

1.6 Phases of PMGSY

- **PMGSY - Phase I** was launched in **December, 2000** as a **100 % centrally sponsored** scheme with an objective to provide single all-weather road connectivity to eligible unconnected habitation of designated population size (500+ in plain areas and 250+ in North-East, hill, tribal and desert areas, 00 - 249 population in LWE districts as per Census, 2001) for overall socio-economic development of the areas.
- **The Phase II of PMGSY** was approved **during May, 2013**. Under PMGSY phase II, the roads already built for village connectivity was to be upgraded to enhance rural infrastructure. For the 12th Five Year Plan period a target of 50,000 Km length under PMGSY-II. 75 per cent of the cost of the upgradation was by the Centre and 25 per cent by the state. For hill states, desert areas, Schedule V areas and Naxal-affected districts, 90 per cent of cost was borne by the Centre
- The Cabinet Committee on Economic Affairs during **November 2021** approved the continuation of Pradhan Mantri Gram Sadak Yojana-I and II upto September, 2022 for completion of balance road and bridge works.
- **Government launched Road Connectivity Project for Left Wing Extremism affected Areas in the year 2016** as a separate vertical under PMGSY to provide all-weather road connectivity with necessary culverts and cross-drainage structures in 44 districts (35 are worst LWE affected districts and 09 are adjoining districts), which are critical from security and communication point of view.
- **The Phase III was approved by the Cabinet during July 2019**. It involves consolidation of Through Routes and Major Rural Links connecting habitations to Gramin Agricultural Markets (GrAMs), Higher Secondary Schools and Hospitals. Under the PMGSY-III Scheme, it is proposed to consolidate **1,25,000 Km road length in the States. The duration of the scheme is 2019-20 to 2024-25**.
- Under PMGSY-I, 99.38% of the eligible habitations have been provided all-weather road connectivity.
- Under PMGSY-II, against the target of 50,000 km, 49,857 km has been sanctioned and 48,691 km has been completed.
- Under RCPLWEA, 12,100 km has been sanctioned and 8,290 km has been completed
- Under PMGSY-III, against the target of 1,25,000 km, 1,07,454 km has been sanctioned and 69,507 km has been completed.
- Pradhan Mantri Gram Sadak Yojna (PMGSY) was launched as a one-time special intervention to provide rural connectivity, by way of a single all-weather road, to the eligible unconnected habitations in the core network for uplifting the socio-economic condition of the rural population. Since inception till date (15.03.2023), a total of 8,06,681 km road length (1,85,667 roads & 10,549 bridges) has been sanctioned under various verticals of the PMGSY, out of which 7,29,221 km road length has already been completed (1,74,423 roads & 7,912 bridges).



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- 99,319 km of road length have been sanctioned so far under PMGSY –III, out of which 64,331 km of road length has been sanctioned using new/ green technology.

1.7 GIS

- The Ministry of Rural Development has released Geographic Information System (GIS) data developed for the Pradhan Mantri Gram Sadak Yojana (PMGSY) scheme in public domain.
- The GIS data created under PMGSY National GIS guideline is not just of rural areas, but serves as a holistic national geo-spatial dataset including urban areas, National Highways, State Highways and Railway tracks, etc. **GeoSadak has been developed utilizing fully indigenous GIS data layers and satellite data services.**
- **Electronic Maintenance of PMGSY roads (eMARG)**, 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).

CONCEPTUAL QUESTIONS FOR THE SCHEME – SITUATION BASED REFER LIVE SESSION VIDEO

**Conceptual Questions would be available only in
classes not in PDF**

