



**PMGSY**

**PRADHAN MANTRI  
GRAM SADAK YOJANA**



**Government of India  
Ministry of Rural development**

**PROGRAMME GUIDELINES  
(PMGSY-III)**

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## **Part I - PROGRAMME OBJECTIVES AND GUIDING PRINCIPLES**

### **I. INTRODUCTION**

**1.1** Rural Road Connectivity, and its sustained availability, is a key component of Rural Development as it assures continuing access to economic and social services and thereby generates sustained increase in agricultural incomes and productive employment opportunities. It is also, as a result, a vital ingredient in ensuring sustainable poverty reduction which demands a permanent rural connectivity, encompassing a high level of quality of construction followed by continuous post-construction maintenance of the road asset and in fact of the entire network. Rural roads influence the process of growth by facilitating dispersal of knowledge and reduction of inequalities. They act as infrastructure multiplier and poverty reducer.

**1.2** With the objective of providing rural connectivity, the Government of India had launched the Pradhan Mantri Gram Sadak Yojana (referred as PMGSY-I hereinafter) on 25th December, 2000 to provide all-weather access to eligible unconnected habitations with population up to 500 (Census 2001) in plain area and 250 and above in Special category States (States of North East, Jammu and Kashmir, Himachal Pradesh, Uttarakhand), Desert Area as identified by Desert Development Programme and 88 selected Backward Districts as identified by Ministry of Home Affairs/Planning Commission as a strategy for poverty alleviation. However, as the programme unfolded, a need was felt for consolidation of the existing Rural Road Network to improve its efficiency as a provider of transportation services, side by side of continuing the momentum in fast-tracking the completion of the ongoing PMGSY programme. In the year 2013, in order to provide better connectivity to LWE regions, special provision was made to provide connectivity to habitations in the population category of 100-249. Further in the same year, PMGSY-II was launched for upgradation of selected Through Routes and Major Rural Links (MRLs) with a target to upgrade 50,000 km in various states and Union Territories. Subsequently, in the year 2016, Rural Connectivity Projects for Left Wing Extremism Affected Areas (RCPLWEA) was launched as separate vertical under PMGSY.

**1.3** The implementation of the ongoing PMGSY-I and PMGSY-II as also construction and upgradation of non-PMGSY rural roads by states under their own programmes has helped immensely in lifting the income of rural masses. It has also enabled creation of a reasonable absorption capacity of rural works departments and state PWDs, structures and procedures for implementation including quality assurance arrangements. The Union Finance Minister in his Budget Speech on 1st February, 2018 made following announcement:

*“Task of connecting all eligible habitations with an all-weather road has been substantially completed, with the target date brought forward to March, 2019 from March 2022. It is now time to strengthen and widen its ambit further to include major link routes which connect habitations to agricultural and rural markets (GrAMs), high secondary schools and hospitals. Prime Minister Gram Sadak Yojana Phase III will include such linkages”*

### **2. Objectives of PMGSY-III.**

**2.1** The PMGSY-III envisages consolidation of the existing Rural Road Network by



upgradation of existing Through Routes and Major Rural Links that connect habitations to

- Gramin Agricultural Markets (GrAMs)
- Higher Secondary Schools
- Hospitals

PMGSY-III will include such linkages.

**2.2** The government is keen to facilitate easy and faster movement to and from the food processing centers, Mandi (Agricultural markets) and other farmer related enterprises. This is expected to transport both agricultural inputs as well as outputs. This not only helps the farm production, but also yields many direct and indirect benefits such as minimizing the spoilage of perishable goods like fresh fruits and vegetables and ensures adequate remunerative prices for them. Such a facility ultimately leads to increased agrarian economy and helps the development of the region, creating multiple opportunities in wage and self employment.

**2.3** Affordable and easy access to high schools and higher secondary schools is the need of the hour in the present technological improvements in all sectors. Education leads to multiple opportunities. Improved access to education centers helps in better school attendance and higher level of education.

**2.4** Providing affordable and easily accessible health facilities is prime focus of the government for which road connectivity plays an important role. All weather roads have shown a very positive correlation to improve in health indicators.

**2.5** The program will focus on upgradation of existing Through Routes and Major Rural Links based on priority giving importance to critical facilities like the rural markets and education & health facilities. However, new construction may be allowed only as a part of upgradation project to connect Gramin Agricultural Markets(GrAMs)/warehouses, Government hospitals and Educational Institutions, in case they are not connected already with a metalled road or require strengthening and widening of existing roads.

**2.6** The process of identifying and prioritization of the Through Routes and the Major Rural Links under this programme is detailed in subsequent paras.



## Part II – PLANNING, FUNDING, CONSTRUCTION AND MAINTENANCE OF RURAL ROADS

### 3. PLANNING FOR RURAL ROADS

**3.1** Proper planning is imperative to achieve the objectives of the Programme in a systematic and cost effective manner. Chapter 3 of the Operations Manual of PMGSY-I, for the Preparation of Block/District Rural Roads Plan (DRRP) shall be treated as part of the Guidelines and would be amended to the extent required by the present Guidelines. The Manual already sets out various steps in the planning process and lays down the role of different Agencies including the Intermediate Panchayat, the District Panchayat as well as the State Level Standing Committee. The revised and updated DRRPs would constitute the basis for all planning exercises under PMGSY –III

**3.2** The **District Rural Roads Plan** would include the entire existing road network system in the District and would be updated to include roads built under PMGSY, and other State Schemes etc including the rural roads providing access to all habitations (universal access). Whereas the concept of Through Routes and Link Routes was basically included in Core Network in PMGSY-I, the revision of DRRP encompassed identification of the Through Routes (TRs), Major Rural Links (MRLs) and Link Routes (LRs) under PMGSY-II. Notably, PMGSY-III would also be based upon the DRRP. The State will identify and number all Through Routes and Major Rural Links in the Block during the preparation of road inventory in the Block irrespective of whether they are selected as candidate roads eventually. As under PMGSY-II, the Census 2011 will be used for purposes of population data of the habitations in the DRRP to help determine the candidate Roads for purposes of upgradation under PMGSY-III.

**3.3** To facilitate identification and prioritization of roads, the mechanism of ranking and determination of marks scored would be based upon parameters of population served, agricultural market, educational and medical facilities, transport infrastructure variables and weightages thereof as stipulated in **Annexure-I** to these Guidelines. It would be necessary that selection of candidate roads is objectively based on the sum total of the marks obtained by particular road.

**3.3** (i) In order to have broader coverage, the minimum length of sum total of candidate roads selected should be five times the length of roads to be proposed from each Block/District. The State should ensure that all eligible Through Routes/Major Rural Links in the Block are considered for candidate roads at the time of deciding priority. Each district would thus prepare a Comprehensive Upgradation cum Consolidation Priority Lists (CUCPL) based on the road score.

**3.3** (ii) Updation of DRRP: Under PMGSY–III, District Rural Roads Plan is the basis for selection of roads. The existing DRRP prepared for PMGSY–I and PMGSY-II could be revised and updated incorporating new construction and improvements of the surface type and condition of the roads as of 2018 or later when the State comes for sanction of projects on the basis of addition/upgradation of roads under various schemes of the Central and State Governments. Such updating of DRRP, may be carried out every alternate year, incorporating the surface condition of all roads and any new alignments developed under various schemes of the Central and State Governments.



**3.4** The DRRP would first be prepared at the Block level taking into consideration the Census data of 2011 and in accordance with the directions contained in the Operations Manual of PMGSY-I (Refer Para 3.1). In short, the existing road network would be drawn up, and the identified candidate road alignments marked on the map. This shall constitute the Block Level Master Plan. Efforts should be made to have continuity of Through Routes across the block/ district boundaries.

**3.5** The Draft DRRP, including the existing road network, identified Through Routes/Major Rural Links and initial candidate roads will be uploaded on OMMAS and linked with the GIS platform. This is a mandatory requirement under PMGSY-III, as the finalization of DRRP, selection of candidate roads and clearance of proposals will be based on verification of alignments using GIS. Notably, uniform meta-data standards and colour coding systems and legends would be adopted for the rural road network applicable to all States/UTs. While developing DRRP on GIS platform (Geospatial Rural Road Information System) as an add-on layer to the GIS, an inventory of local and marginal materials for road works would also be created to encourage use of such materials to facilitate cost-effective construction. On completion of this, the State shall request NRIDA to initiate vetting and provide feedback.

**3.6** After incorporating the feedback provided by NRIDA, the State shall place the DRRP (including all Block Level Rural Roads Plans i.e. BRRPs) before the Intermediate Panchayat for consideration and approval. It would be simultaneously sent, along with the list of all candidate Through Routes/ Major Rural Links to the Members of Parliament (MPs), 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 DRRP would be sent to the State Level Standing Committee (SLSC) and after its approval to the State-level Rural Roads Development Agency (SRRDA) as well as the National Rural Infrastructure Development Agency (NRIDA). The State shall finalize the draft DRRP uploaded on OMMAS. No road work shall be included in the CUCPL unless it forms part of the approved DRRP. The same should also be uploaded on OMMAS website. No road work shall be included in the final Candidate Road List as well as CUCPL unless it forms part of the approved DRRP and the Candidate Road List will be allowed to be uploaded after DRRP has been finalized and approved on OMMAS website.

### **3.7 Procedure for Selection of Roads under PMGSY – III**

**3.7.1** The roads selected under PMGSY–III are expected to be mainly Through Routes. Roads catering to large populations by connecting habitations over a large area and which act as collectors of traffic from smaller roads, would be treated as Through Routes. All Through Routes/Major Rural Links in a Block will be identified and numbered during the preparation of the road inventory with the help of Trace Maps. The State may calculate the Utility Value of all these identified through routes for selection in Candidate Roads if they meet the objectives of PMGSY-III.

**3.7.2** “Trace Mapping”: For the purpose of planning and optimal selection of candidate routes or identification of Major Rural Links/Through Routes, the State/PIU would trace the route from each habitation in a Block to the nearest mandi/health/education facilities on a map to identify routes





which are common to maximum habitations in their approach to their respective nearest facilities. Such routes may be identified by the State as Through Routes/Major Rural Links to be included in Candidate Roads. These “Trace Maps” should be prepared preferably through GIS, otherwise manually. NRIDA may issue guidelines and conduct trainings in this regard and provide technical support for the exercise.

3.7.3 The habitations with different facilities are notably only points. As such their scores are point wise scores. However, since a road is a line to be traced joining such points, it is imperative to arrive at a line score. The line score would be computed as the cumulative score of the habitations connected directly or indirectly by the candidate road. Indirectly benefitted habitations within 3 km distance in plain areas and 5 km distance in hill areas from the proposed candidate road will only be considered for calculation of line score. The Utility Value (UV) of unit road length needs to be computed by arriving at the cumulative line score of the road divided by its proposed length for upgradation. Thus the utility value is the line score per unit length. The candidate roads are to be selected by trace mapping.

3.7.4 The candidate roads would be arranged in descending order based on the utility values to arrive at the priority list for the district considered (Refer Annexure-1). When two or more candidate roads are found to have the same utility values, the road serving more population should be given preference. It would be necessary to also keep track of inter block or inter district roads having potential and such roads would also become candidate roads. It is likely that both segments will have high utility and it is preferable if the entire length is included in one go.

3.7.5 It is essential that if a Through route is being upgraded, the higher category road that it leads on to, say a Major District Road (MDR), should have specifications and geometric standards not lower than that in the upgradation design. The State Government would therefore need to include a project component funded out of its own budget for this purpose, if necessary, as an adjunct to the programme.

3.7.6 Since some of the roads proposed under PMGSY-III may have higher traffic density, third party traffic survey would be required through a NIT/engineering institute selected by State through a transparent procedure will be required. Pavement Condition Survey should be done periodically by the State Government.

## **4. FUNDING AND ALLOCATION**

### **4.1 Cost Sharing Pattern**

(i) The fund sharing pattern of construction cost under the Central and State Government will be the same as currently applicable to PMGSY-I & PMGSY-II. This is as under:-

a)	All States except 8 North-East States and 3 Himalayan States (Jammu & Kashmir, Himachal Pradesh & Uttarakhand)	} 60% Centre and 40% State
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|----|---|-------------------------------|
| b) | - 8 NE States including Sikkim<br>- Hill states of Himachal Pradesh,<br>Jammu & Kashmir and Uttarakhand | } 90% Centre and<br>10% State |
| c) | Union Territories(UTs)  | <b>100% central share</b>     |

- (ii) Cost of Maintenance covering routine maintenance for initial 5 years after construction and also for further 5 years including periodic renewal as per requirement, special repairs and emergency maintenance shall be fully borne by the respective State/UT.

### 4.2 Eligibility and Funding for PMGSY-III

4.2.1 All States and Union Territories would be eligible to participate under PMGSY-III. However, in order to ensure that contracting capacity is not drawn away from PMGSY-I/PMGSY-II works, States/UTs would be able to join only after sanction of 100% works of PMGSY-I and PMGSY-II, and award of 90% of length. States must also commit to crediting requisite installments of the State share of construction cost and full maintenance cost. Maintenance funds released and periodic renewal of roads carried out by the States shall be reviewed through OMMAS at the time of sanctioning of proposals of PMGSY-III.

4.2.2 The roads in the initial five year guarantee period (Defect Liability Period) and post five year guarantee period will be maintained by the States. Periodic renewal of roads after initial five year guarantee period or later as per requirement, based on condition assessment shall also be carried out by the States. The States will enter into a Memorandum of Understanding with the Ministry of Rural Development, Government of India before launching of the Scheme in the concerned State for providing adequate funds for 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.

4.2.3 The programme will focus on upgradation of Through Routes and Major Rural Links (MRLs) within the State specific target. These could be roads up to the category of ODR, even though not constructed under PMGSY and on the basis of capacity requirement to accommodate traffic to provide the required level of service.

No roads can be taken up under PMGSY-III before completion of 10 years of design life.

4.2.4 States / UTs that have undertaken amendments in their respective State Marketing regulations to adopt major pro-reforms provisions of State/ UT Agricultural Produce and Livestock Marketing (Promotion and Facilitation) Model Act 2017 shall be accorded priority in PMGSY III for connecting village roads to agricultural markets and mandis.

## 5. PROPOSALS

5.1 In order to manage the rural road network for upgradation and maintenance planning, all



States will (in-house or outsourced through a procedure approved by NRIDA) carry out on a continuing basis, with a 2-year cycle, a Pavement Condition Survey of the District Rural Road Networks (DRRP) through instrumented vehicles like bump indicator or any other reliable method. Detailed Guidelines on the methodology and analysis are available in Operations Manual of PMGSY-I and modifications if any, will be issued by the Ministry from time to time. The Survey will yield a Pavement Condition Index (PCI) on a scale of 1 to 5 (very poor to very good). Each PIU shall enter the PCI data in the OMMAS database which will enable generation of processed information, including a list of roads and their PCI values.

There may be some roads which would require only improvement in riding surface by relaying of surface course. The State may decide its priority between consolidation and up gradation and propose such roads for improving the riding quality. In no case, total length of such roads (proposed for improving riding quality) shall be more than 20% of State specific allocation, with the same criteria of connecting rural markets/schools/hospitals.

All up-gradation and improvement (with maximum limit up to 20%) to riding quality prioritization will be done from this list.

**5.2** The Comprehensive Upgradation cum Consolidation Priority Lists (CUCPL) will be prepared District-wise (where only a truncated portion of the road is to be taken under upgradation, only that portion needs to be mentioned, by chainage) in the following proforma: -

Block	Road code in DRRP	Name of through route/ MRL	Year of construction	Year of last periodic renewal	Present surface type	Utility Value	Weighted Average PCI and year of PCI	Total population of the Habitations served by road

The roads will be ranked by utility value, District-wise (Refer Annexure-1 for determining the marks obtained by the road). Annual proposals will be made from this list in order of ranking, subject to qualifying the PCI. The CUCPL shall be revised on 31st March each year based on latest weighted average PCI. The candidate roads shall be preferably of length not less than 5 kms.

The CUCPL will be verified on the ground on sample basis through the STAs and the NQM/SQM system before it is processed for further approvals. The STAs will undertake 100% verification of the List for consistency check on the basis of the PCI data furnished by the District and also sample ground checking.

**5.3** After the initial CUCPL is prepared and verified, it shall be placed before the District Panchayat. The Members of Parliament / Members of Legislative Assembly shall be given a copy of the CUCPL suggestions and their suggestions and suggestions of lower level Panchayati Institutions shall be given the fullest consideration by the District Panchayat while according its approval. The



approved CUCPL shall be the basis of all upgradation proposals. Such proposals that cannot be included would be communicated in writing to Members of Parliament with reasons for non-inclusion in each case.

**5.4** The list of road works to be taken up under the PMGSY-III will be finalised each year by the District Panchayat from the updated CUCPL in accordance with the allocation of funds meant for PMGSY-III communicated to the District. The District Panchayat shall finalise the list through a consultative process involving lower level Panchayati Institutions and elected representatives. It must be ensured that the proposed road works are part of the updated DRRP.

**5.5** The Annual proposals will be based on the CUCPL following the Order of Priority (subject to PCI). However, it is possible that there are inadvertent errors or omissions, particularly in the selection of Through Routes. Accordingly, it is desirable to also associate public representatives while finalizing the selection of road works in the annual proposals. The proposals of the Members of Parliament are required to be given full consideration, for this purpose:

- (i) The CUCPL should be sent to concerned MPs with the request that their proposals on the selection of works out of the CUCPL should be sent to the District Panchayat. It is suggested that at least 15 clear days may be given for the purpose.
- (ii) In order to ensure that the prioritisation has some reference to the funding available, the size of proposals expected may also be indicated to the Members of Parliament while forwarding the CUCPL list to them. District wise allocation may be indicated to enable choice with the requisite geographical spread. It would be ensured that such proposals of Members of Parliament which adhere to the Order of Priority would be invariably accepted subject to consideration of equitable allocation of funds and need for upgradation.
- (iii) The proposals received from the Members of Parliament by the stipulated date would be given full consideration in the District Panchayat which would record the reason in each case of non-inclusion. Such proposals that cannot be included would be communicated in writing to the Members of Parliament with reasons for non-inclusion of such proposals in each case. It would be preferable if the communication is issued from the Nodal Department at a senior level.

**5.6** While Lok Sabha Members would be consulted in respect of their constituencies, Rajya Sabha Members will be consulted in respect of that District of the State they represent for which they have been nominated as Co-Chairman of the District Vigilance & Monitoring Committee of the Ministry of Rural Development.

**5.7** It will be the responsibility of the State Government / District Panchayat to ensure that land required, if any for the proposed Right-of-Way is available for taking up the proposed upgradation road works. A certificate that land is available must accompany the proposal for each road work. It must be noted that the PMGSY-III does not provide any funds for Land Acquisition. However, this does not mean that acquisition cannot be done by the State Government at its own cost. The State Government may also lay down guidelines for voluntary donation, exchange or other mechanisms to ensure availability of land. The process of making land available for the road works should sub-



serve the common good and also be just and equitable. The details of land made available should be reflected in the local land records to avoid disputes, immediately upon approval of road work and preferably before commencement of execution of work. Environment and Forest clearances will be mandatory before seeking clearances of any PMGSY-III projects.

**5.8** Under the PMGSY-III, the upgradation works on the CUCPL would be eligible as per **Table-1** below: -

**Table 1: Eligible Upgradation Works under PMGSY-III**

S. No.	Particulars	Remarks
1.	Upgradation of Through Routes and major link routes under CUCPL	Additional cost for Pavement compositions provided over and above the designed crust required for 5 msa shall be entirely borne by the State.
	(i) Widening and strengthening from single-lane to intermediate-lane width	
	(ii) Strengthening of pavement which have crossed the threshold of 10-year design life: (a) Single lane width (b) Intermediate/two lane width	
	(iii) Improving riding quality on selected Through Routes and Major Rural Links to enhance energy efficiency and reducing pollution and carbon footprint (PMGSY Roads with more than 10-years of design life)	The overall length under the programme is not to exceed 20 percent of total length allocated under PMGSY-III.
2.	Construction of long span bridges on roads proposed in PMGSY-III.	The overall width of the bridge shall be 8.40 m. The pro-rata cost for bridges width over and above this shall be entirely borne by the State.

**5.9** For long span bridges given in Table 1 above, it may be noted that Long Span Bridges on only the roads proposed under PMGSY-III would be covered under the Scheme (150 m in normal areas and 200 m in special category states as defined in para-4.1). Cost of length over and above this threshold shall be borne by the State. Stand alone long span bridges of length beyond 15 m shall not be permissible. Only bridges which have completed their design life and in dilapidated condition may be included for replacement, based on justification and structural evaluation. Conditions for considering a bridge should be specified: -

- a. Bridge should have completed its design life.
- b. Dilapidated or distressed condition of the bridge should be certified through an inspection by a bridge expert.
- c. Traffic conditions
- d. Any existing submersible bridge needing replacement as per guideline



Submersible causeways would not be allowed except in some unique geographies.

Separate DPRs shall be prepared for these long span bridges. Where the task is out sourced to Consultants, the States shall satisfy themselves about their experience and competence in undertaking such assignment.

**5.10** Under the PMGSY-III, stress will be laid on promoting green technologies, climate resilient design strategies, promoting use of locally available materials and industrial waste/by products etc. Guidelines on Technology Initiatives in PMGSY may be referred to for the same.

## **6. STATE LEVEL AGENCIES**

**6.1** Each State Government (including UT Administration) 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** (the same as identified for PMGSY-I). 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 number of years and have the necessary experience, expertise and manpower for construction of rural road works. In States where more than one Executing Agency has been identified by the State Government for PMGSY-I, the State Government will have to designate one of them as the Principal Agency for the purpose of PMGSY-III. 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. The Administrative Department of the State Government responsible for the Principal Agency entrusted with the execution of the road works will be the Nodal Department.

**6.2** The Nodal Department will designate the State-level autonomous Agency (SRRDA - the same as established for PMGSY-I), under its control for receiving the funds from the Ministry of Rural Development, as indicated in Para 19 and also the matching State Share from the State Government as per para 4.1. The Secretary in charge of the Nodal Department or a senior officer will be the Chief Executive. All the proposals will be vetted by the Agency (SRRDA) before they are placed before the State Level Standing Committee (SLSC) and are sent to NRIDA for obtaining clearance of the Ministry of Rural Development.

**6.3** To ensure streamlined functioning and adequate coordination, officers of the PIU need to be made fully accountable to the SRRDA and must 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. The Chief Executive Officer (CEO), Chief Engineer/ Engineer-in-Chief, Financial Controller (FC), Empowered Officer, IT Nodal Officer (ITNO) and State Quality Coordinator (SQC) designated under PMGSY-I would continue to function under PMGSY-III. In addition, there will be a separate officer of at least Superintending Engineer level, responsible for Maintenance Management, Road Safety and Training.

**6.4** The State Level Standing Committee (SLSC) set up for PMGSY-I would also continue to function for PMGSY-II and PMGSY-III. The SLSC would be headed by the Chief Secretary or



Additional Chief Secretary with members of various stakeholders of the programme namely Secretaries of the Departments of Rural Development, Panchayats, PWD, Forests, Social Welfare, Finance, Revenue, Health, Education and Transport. The State Technical Agencies and State Informatics Officer (SIC) may be special invitees.

The Committee shall vet the DRRP, CUCPL and shall clear the annual project proposals. The Committee shall also

- a. Monitor progress and quality
- b. Resolve issues relating to land availability and forest/ environment clearance
- c. Oversee maintenance funding arrangements for PMGSY roads constructed as per MoU and the entire DRRP as per maintenance policy of the State
- d. Oversee road safety improvement measures and requirements
- e. Review capacity at SRRDA and PIU levels including financial management and on-line management and monitoring; and
- f. Ensure convergence of development programmes including construction planning and transport facilities on the constructed roads and afforestation (greening alongside the roads).

The Executing Agency and Programme Implementation Units (PIUs) will be strengthened as per requirements. A typical PIU shall be headed by an Executive Engineer level officer supported by the hierarchy of lower level engineers, such as Assistant Engineers, and Junior Engineers/Supervisors. In view of the fact that maintenance of roads and road safety are very important for the programme, a dedicated Assistant Engineer level officer should be a part of each PIU for taking care of planning and implementation of maintenance management and road safety requirements.

The PIU engineers implementing PMGSY-III should be well versed with the quality assurance mechanism. The engineers will be trained by the SRRDA at reputed training centers, drawing faculty from both academia as well as from the practicing engineers, as an essential part of the programme and NRIDA will also organize training on key aspects.

**6.5** NRIDA has identified in consultation with each State Government, reputed Technical Institutions, designated as State Technical Agencies (STAs) to provide outsourced technical support to the PIUs. The STAs would vet the District Rural Roads Plan, check the CUCPL and scrutinise the DPRs prepared under the Annual proposals. The coordination of activities of the STAs would be performed by the NRIDA, who may add to or delete institutions from the list, as well as to entrust specific tasks to them. NRIDA 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 programme.

**6.6** NRIDA has also identified reputed Technical and Research Institutions such as the Indian Institutes of Technology as Principal Technical Agency (PTA) for various groups 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 as also



safety engineering measures. The Principal Technical Agencies shall also coordinate the work of the STAs in their jurisdiction, and coordinate, training and capacity building activities with the assistance of the STAs.

## **7. PREPARATION OF PROJECT PROPOSALS AND THEIR CLEARANCE**

**7.1** After approval by the District Panchayat, the proposals would be forwarded by the PIU to the SRRDA. The PIU will at that time prepare the details of proposals forwarded by the Members of Parliament, and action taken thereon, in Proforma 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.

**7.2** 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 and MP-II Statements.

**7.3** The State Level Standing Committee (SLSC) would scrutinize 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 (DPR) for each proposed road work in accordance with the Manual for preparing the DPRs and instructions issued by the NRIDA from time to time.

**7.4** 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) especially due to road widening / minor change in alignment etc., proposed tree plantation, moderate any adverse social and environmental impact and elicit necessary community participation in the programme. For this purpose, the PIU will organise a formal '**Transect Walk**' as follows:

- i. The Transect walk shall be organized by the AE, accompanied by the Patwari, the local SHO of Police or his representative dealing with the traffic, the Pradhan/ Panch of the Panchayat/Ward and local member of the Intermediate and District Panchayat, the Panchayat Secretary of Gram Panchayat, the JE, women PRI members and representatives of women Self Help Groups (SHGs) after adequate advance publicity. The Project Affected Persons and Range Forest officer or his representative should also be associated; in case they are involved.
- ii. During the walk, issues relating to minor changes in alignments, land requirements for the road and tree plantation, their impact on landowners, etc. will be discussed with members of the local community present.
- iii. Environmental impact on vegetation, soil and water etc. shall be identified for resolution.
- iv. At least ten digital photographs of the Transect walk and some digital photographs of the Gram Sabha meeting must be taken.





- v. During the walk, due opportunity shall be given to Project Affected Persons to put forward their points of view, and they must be given written notice in advance.

At the end of the walk, a Gram Sabha Meeting shall be held, 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 in the form of Minutes of the Gram Sabha Meeting signed by the Pradhan / Panch, Intermediate/District Panchayat Member, if present, Secretary of the Gram Panchayat, other officials and Gram Sabha Members present. A copy of these Minutes along with at least 10 digital photographs of Transect Walk and some digital photographs of Gram Sabha meeting must be attached to the finalised DPR.

**7.5** Even though the roads taken up under PMGSY-III require only upgradation of the existing roads whose alignment is already fixed, still a transect walk is important, because of possible requirement of private land for road widening or improvement in road geometrics and for tree plantations on roadside. A transect walk is also important to identify road safety problems of cyclists and pedestrians etc. including school children.

**7.6** As part of PMGSY-III, a practical and implementable Environmental Social Management Framework (ESMF) should be developed as per the Guidelines issued by NRIDA for ESMF and provisions of ECoP should be followed.

**7.7** The PIU will ensure the following in preparing the Detailed Project Reports:

- (i) The Rural Roads constructed under PMGSY-III must meet the technical specifications and geometric design standards given in the MoRD's Specifications for Rural Roads, Rural Roads Manual of the IRC (IRC: SP:20) and also, where required, the Hill Road Manual (IRC: SP:48) and other IRC Codes, Manuals relating to Road Signs, Pavement Markings, Crash Barriers, Safety in construction zones etc.
- (ii) Independent Traffic survey will be done on all Candidate roads and corresponding MDRs. Further, Axle Load Surveys will be carried out on such proposed roads which are to be designed for projected traffic of more than 2 msa and carriageway width of 5.5 m.
- (iii) The choice of design and surface for the road would be determined, *inter alia*, by factors like traffic, soil type and rainfall, following the technical specifications laid down in the Guidelines for the design of flexible pavements for low volume rural roads (IRC: SP:72-2015 for traffic up to T9 category/2 msa) and (IRC: 37-2018 for traffic more than 2 msa) and guidelines for design of rigid pavements (IRC: SP: 62-2014)
- (iv) Where the road passes through a Habitation, the road in the built-up area and for 50 metres on either side may be appropriately designed preferably as a Cement Concrete Road or with Paved Stones. Appropriate side drains and cross drainage will be provided to protect the road from damage to the road or the dwellings alongside.
- (v) Wherever local materials, including Fly Ash, are available, they should be prescribed subject to adherence to technical norms and relevant Codes of Practice.



- (vi) Road Safety: Road Safety audit shall be mandatory requirement while preparing the DPR for PMGSY-III and it shall be audited by a certified road safety auditor.
- (vii) Rural Roads constructed under PMGSY must have proper embankment and drainage. Adequate number and type of Cross Drainage (CD) works must be provided based on site requirements ascertained through necessary investigations. In case the length of an individual bridge exceeds 15m, a separate DPR will be prepared after site inspection jointly by the Superintending Engineer and the State Technical Agency/CE/nominated NQM/nominated Bridge expert.

**7.8** A separate maintenance component to be funded by the State Government out of its resources will also be provided in the DPR, consisting of 5-year routine maintenance cost and cost of periodic renewal at the end of the period. The routine maintenance component will be contracted out along with the upgradation, to the same contractor as per the provisions of the Standard Bidding Document (SBD). However, periodic renewal after 5-years may be carried out through bidding including next 5-years routine maintenance.

**7.9** The cost of preparing DPR, including surveys and investigations, safety audit, and testing of materials will form part of the project cost, and will be shared between State and Central Government in the same ratio as the main project.

**7.10** The detailed estimates will be based on the State Schedule of Rates (SSR) prepared using the Book of Specifications and Standard Data Book prescribed by the NRIDA.

**7.11** The Schedule of Rates (SoR) for States/UTs shall be published annually and used for all rural roads. The Schedule of Rates may be State/ Circle specific and shall be got vetted from NRIDA before publication.

**7.12** Costing of projects under PMGSY-III

- (i) The cost of each project will cover the cost of construction and administrative cost. The cost of construction as well as the administrative costs will be shared between Central Government and State Government in the ratio given in para 4.1. However, tender premium shall be borne by the State Government in the manner given in para 11.5.
- (ii) Maintenance costs including routine, periodic and special repairs etc will be borne fully by the State Government.
- (iii) In order to meet the State share under PMGSY-III, States may use NABARD's RIDF loan facility or levy additional taxes, utilize Mandi related revenues, external assistance from Multilateral Development Agencies etc.

## **8. PROGRAMMATIC REQUIREMENTS: //**

**8.1** On the part of the States, readiness on the following issues would be a pre-requisite to participate in PMGSY- III.

- (i) Administrative arrangements for paperless management of the programme through use of online systems (including OMMAS accounting system).



- (ii) Development of updated DRRP on GIS platform with both spatial and attribute data.
- (iii) Updation of data on OMMAS, with no data gaps, covering separate provisions for PMGSY-I, PMGSY-II and PMGSY-III.
- (iv) Maintenance of PMGSY roads as per provisions of PMGSY-I, *inter alia* covering five-year post construction maintenance, maintenance beyond the aforesaid period and periodic renewal. In order to monitor that the roads are being maintained, the e-MARG module being adopted at present by the Madhya Pradesh Rural Roads Development Authority shall be used across States.
- (v) All SRRDAs of participating States/UTs shall enter into an MoU, before launching of the scheme in the concerned State, with Ministry of Rural Development, Govt. of India to ensure compliance with maintenance obligations under PMGSY-III. This MoU would also cover issues relating to quality management, executional capacity, online programme and accounts management, road safety and community participation.
- (vi) PCI survey of DRRP roads on an ongoing basis with a 2 -year cycle with data being reflected on OMMAS and on the GIS.
- (vii) Publication of annual road list including details of contracted maintenance expenditure and financial year-wise actual expenditure.

In addition, for **each specific set of proposals**, the following would also be required before the proposals can be considered by the Empowered Committee:

## **8.2 Proposal Specific Requirements**

- (i) An independent safety audit during design stage of the roads exceeding a length of 5 km as a part of the DPR.
- (ii) An independent Axle Load Survey on such proposed roads which are to be designed for projected traffic of more than 1 msa and proposed for widening to 5.5 m carriageway.
- (iii) Mandatory certificates regarding land availability and forest clearance, from the competent authorities.
- (iv) Recommendations of SLSC, including indication of availability of State share of funds.
- (v) Formats similar to MP-I, MP-II and MP-III.
- (vi) Proper Maintenance provisions made for the proposed roads:
  - a) For routine maintenance for 5-years post-construction in a composite contract with the construction contractor
  - b) For periodic renewal at the end of the 5-year period (or later based on condition assessment) post -construction
  - c) For routine maintenance for 5 years post above period
  - d) For balance lifecycle to be followed by another Upgradation



## **9. SCRUTINY OF ANNUAL PROPOSALS**

**9.1** After making entries in the On-Line Management, Monitoring and Accounting System (OMMAS) Software (see para 16.1), the PIU will forward the annual proposals along with the Detailed Project Reports to the STAs for scrutiny of the design and estimates. It must be ensured that all requisite details of the DPRs are entered in OMMAS in order to enable the STA to complete the online check.

**9.2** After verifying that the DPRs have been entered on OMMAS, the DPRs are to be scrutinised by the STAs in the light of the PMGSY Guidelines, MoRD Specifications, Rural Roads Manual (IRC SP20:2002) and where necessary the Hill Road Manual, and the applicable Schedule of Rates. In doing so, it shall be ensured that no lead charges would be payable for transportation of soil (except in case of Black Cotton Soil / Sodic soil or in village portions). The STA will in particular check the following:

- (i) Conformation of CUCPL
- (ii) Proceedings of the Transect Walk
- (iii) Certificate of land availability and forest clearance;
- (iv) Conformation to design standards as per properly conducted traffic survey
- (v) Separate DPR for bridge where length of bridge exceeds 15 meters;
- (vi) Resource efficiency in design, including use of, local and marginal materials, fly-ash, climate resilience and green technologies;
- (vii) Preparation of estimates for 5-year routine maintenance, and for further five years routine maintenance including periodic renewal as per requirement, based on condition assessment.
- (viii) Compliance with ESMF as per Environment Codes of Practice (ECOP)
- (ix) Road safety engineering measures are integral part of the design, estimate and the DPR.

Since the roads taken up are important roads carrying higher intensity of traffic, the design should satisfy the projected traffic requirements.

**9.3** After checking the DPRs and ensuring that they conform to programme guidelines and requirements, the STA will clear them and make entries accordingly in OMMAS.

**9.4** The SRRDA will then forward the soft copy of the corrected DPRs to NRIDA. The NRIDA will scrutinize the proposals received from the SRRDA to ensure that the proposals have been made duly keeping in view the Programme Guidelines and that they have been duly verified by the STAs. DPRs will be test checked based on OMMAS data entries. The annual proposals for each State would then be put up before the Empowered Committee for consideration after examination by the Rural Connectivity Division to ensure that they are complete and can be considered for approval.

**9.5** Under PMGSY-III, the scrutiny of project proposals will be made 100% on-line at all levels. The projects would be uploaded on OMMAS by the executing agencies for scrutiny at STA level



with all details including estimates and drawings. STAs would scrutinize the projects on-line and will recommend the projects on-line itself. STAs may also give remarks, if any on the proposal. PTAs would further scrutinize at least 10 % of the STA scrutinized proposals on sample basis, though this would be done parallel to the approval process and would be used mainly to improve quality of DPRs.

## **10. EMPOWERED COMMITTEE**

**10.1** While clearing the projects of PMGSY-III, the Empowered Committee would adopt the same procedure as in para 10.1 of PMGSY-I Guidelines. It would also ensure that the States/UTs have fully complied with the requirements of Online Management, Monitoring and Accounting System (OMMAS). Empowered Committee would review the performance of the State/UT based on OMMAS only, as under PMGSY-III, it would be a transaction based information system.

The Composition of Empowered Committee is as given below:

Secretary (RD)	Chairman
Financial Adviser (RD)	Member
Adviser, NITI Aayog	Member
Director, CRRI	Member
Secretary General, IRC	Member
CE, Ministry of Road Transport and Highways	Member
Joint Secretary (RC)	Member Convener

Representatives of the State Government or Union Territory would be special invitees.

**10.2** Clearance of the annual proposals will be in the same manner as for PMGSY-I, i.e. as per paras 10.1 and 10.2 of the PMGSY-I Guidelines.

## **11. TENDERING OF WORKS**

**11.1** The procurement of works under PMGSY-III would be through e-tendering.

**11.2** After the annual 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 scope of work without the prior approval of the NRIDA. The States will follow the Standard Bidding Document (SBD), prescribed by the NRIDA, for all tenders and further instructions issued in this matter.

**11.3** 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.



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**11.4** The tendering and contracting process and time periods will be as per the SBD. The State shall at all times update the OMMAS tendering module to enable downloading of tender documents. Details of contracts entered into shall also be immediately entered into database

**11.5** With the use of annual State Schedule of Rates, it is expected that on an average, the tendered value would approximate the estimated value. All costs due to time over run, arbitration/judicial award shall be borne by the State Government. In case the value of tenders received is above the estimate that has been cleared by the Ministry, the difference (tender premium) pooled for the entire District for works cleared in a batch will be borne by the State Government.

In case there is material change in the scope of work or quantities, prior approval of NRIDA shall be obtained and difference absorbed in the District level surplus within the batch failing which net savings at State level within the phase/ batch will be used for the purpose. Data change in OMMAS in such cases would be made with NRIDA's authorization.

**11.6** Within 15 days of the date of Work Order, signboards along with the Logo of the PMGSY should be erected at the site of road works. The signboards should indicate the name of the Programme (PMGSY), name of the road, its length, estimated cost, date of commencement and due date of completion of construction and name of the executing contractor. It is desirable that after completion of construction, this is in the form of a permanent brick-masonry/ concrete structure at both ends of the road.

## 12. PROGRAMME IMPLEMENTATION UNITS

**12.1** At the District level, the Programme would be co-ordinated, and implemented through a dedicated **Programme Implementation Unit (PIU)** similar to the ones established for PMGSY-I, consisting of adequate technical staff. All PIUs will be manned by competent technical personnel from amongst the available staff or through deputation from other similar departments. In exceptional cases and with the prior approval of NRIDA, Consultants may be engaged to build up or enhance capacity.

**12.2** All staff costs will be borne by the State Government. The Pradhan Mantri Gram Sadak Yojana does not provide for any staff costs. However, the administrative and travel expenses of PIUs and SRRDA costs will be met to the following extent, with the State Government bearing any additional costs:

Item	% of Annual Allocation
(a) Admin. expenses for PIUs	1.00 %
(b) Travel Expenses of PIUs	0.50 %
(c) Admin. & Travel expenses (SRRDA)	0.25 % (Rs 100 Lakh maximum)*
(d) Independent Quality Monitoring (2 <sup>nd</sup> tier)	0.50%**

\* Excluding cost of procurement of computer hardware's and laboratory equipment

\*\*Honorarium of STAs for Joint Inspection of LSB site shall be met out of this



For this purpose:

- (i) Administrative expenses shall, in addition to usual office expenses, include all expenses incurred in relation to the operation of the OMMAS computers and their maintenance, including internet charges and data entry costs. Amounts paid on account of outsourcing of execution and management related functions may also be paid out of administrative expenses within the limits prescribed. However, expenditure on purchase of vehicles, payment of salaries & wages and purchase or construction of buildings is not permissible.
- (ii) Upgradation/replacement of computer hardware of the SRRDAs and PIUs as well as provision of hardware to the newly established PIUs for operationalisation of OMMAS would be a permissible item of administrative expenditure.
- (iii) Procurement of laboratory equipments for the newly established laboratories at the district, regional and state level as well as for strengthening of the existing laboratories at these levels would also be an admissible item of expenditure under administrative expenses.
- (iv) Procurement of computer hardware and laboratory equipment as suggested above would be allowed within the limit of 1.75% of funds released to the SRRDAs and the PIUs for their administrative and travel expenses. However, 0.50% of funds which has been provided for the second tier quality monitoring should not be used for this purpose.
- (v) The ceiling of Rs. 100 lakh for administrative and travel expenses of SRRDA is exclusive of expenditure incurred on procurement of computer hardware for the SRRDA/PIUs and procurement of laboratory equipment for district, regional, State level laboratories.
- (vi) The amounts shall be released to the SRRDA along with programme fund releases. The SRRDA shall further allocate the amounts (by way of limits set by the Empowered Officer) in respect of sl. no. a) & b) to PIUs generally in proportion to the funds released to them, also keeping in view the actual pace of work and requirements in the PIUs.
- (vii) In case works lapse or are dropped at a later stage, necessary adjustment will be made while releasing the next tranche of expenses.
- (viii) Funds for the purpose will be kept in a separate account 'Administrative Expenses Fund Account' operated in a manner similar to the Programme Fund Account (see Para 19). State Government funds for administrative expenses and incomes of the Agency used for administrative purposes may also be kept in the same account, but no other funds shall be credited to the account nor shall the account be used other than for defraying admissible administrative, travel and quality monitoring expenses.
- (ix) The releases of administrative and travel expenses shall be dependent on:
  - (a) Continued updating of OMMAS modules
  - (b) Appropriate dedication of the PIU and its clear linkage to the SRRDA; and
  - (c) Adequate institutional mechanism at the SRRDA level including nodal IT officer, GIS consultant(s), State Quality Coordinator, Financial Controller, Empowered Officer, Maintenance, Safety and Training Officer.



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- (x) For Strengthening the SRRDA and to standardise procedure of fund release under Administrative Expenses Funds, the following procedures would be applicable:-
- (a) The State's eligibility under Administrative Expenses Funds shall be decided based on their Annual Allocation of the State. The eligibility of the State shall be 2.25% of the Annual Allocation of the State subject to the item-wise ceiling and would be the integral part of the Annual Allocation.
  - (b) The releases under Administrative Expenses Funds shall be made available to the States Consolidated Fund in two installments. The first installment amounting to 50% after deducting the opening balance in the account of Administrative Expenses Funds with the State as on 1st April of the Financial Year (including interest accrued) shall be released in the beginning of the Financial Year. The second instalment of balance 50% shall be released upon the utilization of 60% of the available funds subject to fulfilment of conditions, if any, stipulated in the previous release.
  - (c) The funds released under Administrative Expenses Funds shall be spent by the States maximum up to 2.25% of the expenditure incurred on programme component during the particular financial year subject to the item-wise ceiling. The expenditure over and above the ceiling would be met out of the State Share.

**12.3** No Agency charges will be admissible for road works taken up under this Programme. In case Executing Agencies levy charges in any form, such as Centage charges etc., it would have to be borne by the State Government.

### 13. EXECUTION OF WORKS

**13.1** The relevant projects would be executed by the PIUs and completed within a period of 12 months from the date of issue of the Work Order. However, in IAP Districts, States may allow a period of 18 working months, subject to no cost escalation on the Central share. 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 12 months shall comprise 12 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 18 calendar months in any case.
- ii. Where a package comprises more than one roadwork, the total time given for completion of the package shall not exceed 18 calendar months.
- iii. Similarly, time period of 21-24 months would be allowed for completion of cross drainage works exceeding 25-meter length, depending on site conditions. However, no extra liability, if any, on account of cost escalation shall be met from the programme funds provided by the Ministry of Rural Development. These conditions may be incorporated in the bid documents for bids to be invited for PMGSY projects in future.





- iv. In case of selected 88 selected tribal and backward districts, the time limit up to 18 calendar months would be allowed for completion of work. However, no extra liability, if any, on account of cost escalation shall be met from the programme fund provided by the Ministry of Rural Development, Govt. of India.
- v. Time period provided in the Notice Inviting Tender (NIT) and the Work Programme shall be strictly enforced. Since time is the essence of the contract, action must be taken against the contractor in cases of delay, as per the contract provisions.

**13.2** With the above schedule and considering 45 days as the average tendering time, all cleared works should be able to be reported as completed at the end of 20th month from clearance by the Ministry. The eligibility for release of second installment of subsequent year's cleared works will be determined accordingly (refer to Para 19).

**13.3** An important principle of the Pradhan Mantri Gram Sadak Yojana is the assured availability of funds, so as to facilitate timely completion of works. It shall be the responsibility of the Executing Agencies to ensure timely payments to the contractors, subject to satisfactory execution of work. Delays in payment due should be avoided. Settlement of final bill with the contractor will be one of the parameters for monitoring the successful execution of works and data entry on OMMAS of the financial completion of the works will be the only methodology for computing the number of works that have been completed.

**13.4** To maintain quality, ensure timely completion of works and encourage rural road network maintenance, the Ministry of Rural Development may lay down schemes of incentives / disincentives for the States.

**13.5** The execution of works under PMGSY-III will be on lines similar to those of PMGSY-I and PMGSY-II. However, adequate attention is to be given by the executing agency keeping in view the importance of roads taken up under PMGSY-III and all efforts shall be made to make sure that the provisions made in the DPRs including safety engineering measures are transferred on to the ground faithfully maintaining the quality at each stage of execution and strictly adhering to the Stage Passing system.

**13.6** NRIDA will issue detailed guidelines on Contractor development to facilitate competition and ensure quality and efficiency. This will include a transparent rating system. NRIDA will also develop model guidelines to facilitate early stage contracting and performance based contracts for roads taken up under PMGSY-III.

## **14. NATIONAL RURAL INFRASTRUCTURE DEVELOPMENT AGENCY**

**14.1** The Ministry of Rural Development has set up the National Rural Infrastructure Development Agency (NRIDA) to provide Operational and Management support to the Programme. The NRIDA will provide support, inter alia, on the following:

- (i) Designs & Specifications and Cost norms.
- (ii) Technical Agencies
- (iii) District Rural Roads Plans



- (iv) Scrutiny of Project Proposals
- (v) Quality Monitoring and Quality Assurance
- (vi) Monitoring of progress, including online monitoring
- (vii) R&D, including use of local, marginal and innovative materials, climate resilience, green technologies
- (viii) Human Resource Development, Capacity Building and Skill Development
- (ix) Asset Management System
- (x) Road Safety and Road Safety Audit
- (xi) Communications and Digital Technologies.
- (xii) Geo-graphical Information System
- (xiii) Maintenance Management including E-marg.

**14.2** All State Governments would ensure timely furnishing of all necessary reports, data and information to the National Rural Infrastructure Development Agency (NRIDA).

**14.3** The NRIDA would leverage the Technical Assistance component included in externally aided projects for supporting the States in capacity building and skill development for efficient and effective delivery of the projects under the programme.

## **15. QUALITY CONTROL MECHANISM**

**15.1** Ensuring the quality of the road works is the responsibility of the State Governments who are implementing the Programme. Quality shall be ensured in relation to both construction and maintenance. To this end, all works will be effectively supervised. The NRIDA will issue general guidelines on Quality Control and prescribe a Quality Assurance Handbook to regulate the quality control process at works level. Quality Assurance Registers containing the results of tests prescribed in the Quality Assurance Handbook shall invariably be maintained for each of the works. A site Quality Control Laboratory will be set up by the Contractor for each 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 shall incorporate suitable clauses for ensuring Quality Control and a Performance Guarantee by the Contractor.

**15.2** A three-tier Quality Control mechanism as envisaged under the existing PMGSY-I shall be applicable for projects under the PMGSY-III as well. The State Governments would be responsible for the first two tiers of the Quality Control Structure. The PIU will be the first tier, whose primary responsibility will be to ensure that all the materials utilized and the workmanship in execution conform to the prescribed specifications. As the first tier, the PIU will supervise the site quality control laboratory set up by the contractor. It shall also ensure that all the tests prescribed are carried out at the specified time and place by the specified person/ authority.

**15.3** As the second tier of the Quality Control Structure, periodic inspections of works will be carried out by Quality Control Units, engaged by the State Government, independent of the PIUs.



These officers/ Agencies (who will be called State Quality Monitors) would be expected to carry out regular inspections and also get samples of material used tested in laboratories of the State Government, as well as, in certain cases, independent laboratories, e.g. those of the State Technical Agencies. The State Government will issue detailed guidelines in this regard. The abstract findings of SQM reports shall be uploaded in OMMAS and made available in public domain.

**15.4** Each State Government will appoint a senior Engineer (not below the rank of Superintending Engineer) to function as State Quality Coordinator (SQC) at the State level. His function will be to oversee the satisfactory functioning of the Quality control mechanism within the State. This function would also involve overseeing the follow up action on the reports of the National Quality Monitors. The Quality Coordinator should be part of the SRRDA. State Quality Coordinator should be appointed keeping in view the following:-

- (i) She/ He should be graduate Civil Engineer not below the rank of Superintending Engineer
- (ii) She / He must possess field experience of working for construction of roads for at least five years in last ten years. Also in the last five years, he / she should have worked for at least two years in the field of construction / maintenance of road works.

**15.5** As the third tier of the Quality Control Structure, the NRIDA will engage Independent Monitors (Individuals / Agency) for inspection at random, of the road works under the Programme. These persons will be designated as National Quality Monitors (NQMs). It will be the responsibility of the PIU to facilitate the inspection of works by the NQM, who shall be given free access to all administrative, technical and financial records. NQMs shall report on the general functioning of the Quality Control mechanism in the District. The Monitors shall submit their report to the NRIDA, with a copy to State Quality Coordinator/PIU. The abstract findings of NQM reports shall be uploaded in OMMAS and made available in public domain.

**15.6** In case quality check by SQM or NQM reveals 'unsatisfactory' work, the PIU shall ensure that the contractor replaces the material or rectifies the workmanship (as the case may be) within the time period stipulated. In respect of NQM Reports, the SQC shall, each month, report on the action taken on each of the pending Reports. All works rated 'unsatisfactory' shall be re-inspected by an SQM or NQM after a rectification report has been received from the Project Implementation Unit (PIU). In case a completed work is found non-rectifiable, the State Government will be liable to refund the Central share expended on the work.

**15.7** Recurrent adverse reports about quality of road works or their maintenance in a given District / State might entail suspension of the Programme in that area till the underlying causes of defective work have been addressed.

**15.8** The State Quality Coordinator/ Head of PIU shall be the authority to receive and inquire into complaints/representations in respect of quality of works and they would be responsible for sending a reply, after proper investigation, to the complainant within 30 days. The SRRDA, for this purpose, shall ensure the following:

- (i) The name, address and other details of the State Quality Coordinator will be given



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adequate publicity in the State (including tender notices, websites, etc.) as the authority empowered to receive complaints.

- (ii) The State Quality Coordinator shall register all complaints and will get them enquired into by the PIU or if circumstances so require, by deputing a State Quality Monitor.
- (iii) All complaints shall be acknowledged on receipt (giving registration no.) and likely date of reply shall be indicated. On receipt of the report, the complainant shall be informed of the outcome and the action taken / proposed.
- (iv) Action on anonymous/ pseudonymous complaints will be taken as per extant instructions of the State Government.
- (v) Complaints received through the Ministry of Rural Development / NRIDA will normally be sent to the State Quality Coordinator for enquiry and necessary action. In case report from an SQM is desired, this shall be furnished within the time specified. In case an adequate response is not received within the stated time schedule, the NRIDA may depute an NQM and further processing will be done only on the basis of NQM report.
- (vi) The SQC shall make a monthly report to the State Nodal Department / State Rural Roads Development Agency (in a prescribed format) and the status of action on complaints shall be discussed in the State-level Standing Committee.

The NRIDA shall monitor the working of the mechanism.

**15.9** Quality Control expenses of the second tier will be borne by the programme as per PMGSY Guidelines. An amount upto 0.50% of the cleared project cost shall be released to the SRRDA for the purpose, as a proportion of the programme fund released. The funds shall be credited to the Administrative Expenses Fund Account of the SRRDA (see Para 12.2).

15.10.1 The Superintending Engineer concerned of the zone/region will request the MP and Zilla Pramukh representing that zone/region once in six months to select any PMGSY project(s) for joint inspection. The schedule of joint inspection will be fixed as per the convenience of the MP/Zilla Pramukh.

15.10.2 The Executive Engineer in-charge of a division will request the MLA and Chairperson of the Intermediate Panchayat concerned once in three months for joint inspection of any PMGSY project(s) as per their choice and according to their convenience.

15.10.3 Similarly, the Assistant Engineer in-charge of the sub-division will request the concerned Sarpanch of the Gram Panchayat once in two months to select any PMGSY project(s) for joint inspection. Joint inspection of the project(s) may be arranged as per their convenience.

**15.11** In sum, the PIU as the first level of quality control is directly responsible for quality management, i.e. ensuring that at all times the contractor is delivering quality in materials and workmanship in accordance with the specifications of the works and conditions of the contract. The second level of quality control, SQMs under the SQC are responsible for Quality control i.e ensuring that the contractor and the PIUs are working to achieve quality standards as per the prescribed



standards. The third level of quality control is in reality a quality assurance mechanism. The NQMs are expected to randomly inspect works to ensure that the State Quality control systems are working satisfactorily and will deliver the requisite quality. The three sub-systems are thus not interchangeable, and need to work in tandem.

## **16. MONITORING**

**16.1** Effective monitoring of the Programme being critical, the State Governments will ensure that the officials are prompt in sending the requisite reports / information to the SRRDA as well as the NRIDA. The On-line Management, Monitoring and Accounting System (OMMAS), developed for the purpose will be the chief mechanism for monitoring the Programme. To this end, the officials are required to furnish, 'On-line', all the data and information, as may be prescribed by the NRIDA from time to time, in the relevant module of the OMMAS. They shall be responsible for uninterrupted maintenance of the Computer Hardware and Software as well as the Internet connectivity. The Software for the OMMAS developed by the NRIDA shall not be modified at any level in the States; any requirement or suggestion for change shall be intimated to the NRIDA.

**16.2** The State Government would provide necessary manpower, space and facilities to set up the Computer Hardware at the District and State Level. Since the data would reside on the State Servers, the State level Agency must ensure that the State Server is functional all 24 hours.

**16.3** It shall be the responsibility of the Executive Engineer / Head of the PIU to ensure effective up-time and Internet connectivity of the computers at the PIU / District level. He shall be responsible for ensuring placement of all Master data including the Rural Roads Plan in the database and for the constant updating and accuracy of data relating to the progress of road works, record of Quality control tests as well as the payments made. Principal Secretary / Secretary In-Charge of PMGSY shall also ensure regular updating of data on OMMAS. In case of continued failure to update data on the OMMAS, further releases to the State / district concerned would be adversely affected.

**16.4** Each State Government would identify one officer of sufficient seniority and having adequate knowledge of Information Technology to function as State IT Nodal Officer. His function will be to oversee the regularity and accuracy of the data being furnished by the Districts. The IT Nodal Officer, who shall form part of the SRRDA, shall also be responsible to oversee the upkeep of the Hardware and Software as well as the computer training requirements of the personnel dealing with the PMGSY-III.

**16.5** The implementation of projects under PMGSY-III will be monitored through Regional Review Meetings, Empowered Committee Meetings, periodic reports on OMMAS etc. The web based OMMAS would be a transaction based management system in order to monitor the projects on a continuous basis. OMMAS would enable PMGSY-III to become a paperless management programme, and regular updation of OMMAS data by the implementing agency would be the pre-requisite for holding Empowered Committee Meeting as OMMAS would function as a decision support system.

NRIDA will issue detailed guidelines on procedures required to move into paperless management of the programme.



**16.6** The District Vigilance & Monitoring Committee set up by the Ministry will also monitor the progress and exercise vigilance in respect of PMGSY-III.

## **17. MAINTENANCE OF RURAL ROADS**

**17.1** PMGSY is a huge central investment in the State sector as part of a poverty reduction strategy. This investment in essentially the 'last mile' connectivity is likely to be useful only if all the links of the network are maintained in good condition. In the context of a farm to market connectivity, proper maintenance is essential if risks of long term investments, on-farm as well as off-farm, are to be taken by the rural entrepreneur. Similarly, sustainable livelihood opportunities are likely to increase if the connectivity to the agricultural and rural markets is assured on an ongoing basis. Accordingly, the putting in place of institutional measures to ensure systematic maintenance and providing adequate funding for maintenance, particularly the Through Routes and Major Rural Links under the PMGSY-III, will be key to the continuance of the programme in the State. To this end, State Governments will take steps to build up capacity in the SRRDAs and District Panchayats in order to be able to manage maintenance contracts for rural roads.

**17.2** All PMGSY-III roads (including associated Major Rural Links / Through Routes) will be covered by 5-year maintenance contracts, (see Para 8.2 (vi) (a)) to be entered into along with the construction contract, with the same contractor, as per the Standard Bidding Document. Maintenance funds to service the contract will be budgeted by the State Government and placed at the disposal of the SRRDA in a separate Maintenance Fund Account within the stipulated time i.e. 50% by 31st May and remaining 50% by 30th November of each financial year.

**17.3** Since rural Through Routes/Major Rural Links carry comparatively larger traffic and keeping them in good condition is particularly important, Through Routes (whether upgraded under PMGSY or subjected to maintenance contract as an associated Through Route of a PMGSY link route) on expiry of 5-year post-construction maintenance shall be placed under another post 5 year maintenance contracts consisting of 5-year maintenance guarantee including periodic renewal as per requirement based on condition assessment. The State Government will make the necessary budget provision and place the funds to service the maintenance contracts at the disposal of the SRRDA in the Maintenance Fund Account.

**17.4** Till such time as District Panchayats take over maintenance functions, the PIUs would continue to be responsible for administration of post-construction maintenance contracts on roads under the PMGSY-III.

**17.5** State Governments shall endeavour to develop sustainable sources of funding for maintenance of rural roads and shall ensure that the SRRDA:

- (a) Prepares and submits to the State Nodal Department and NRIDA an annual estimate of funds for proper maintenance of the Rural Core Network and roads taken up under PMGSY-III.
- (b) Enforces a prioritization criterion for allocation of budgeted maintenance funds. The criteria may be developed in consultation with NRIDA, based on the Pavement Condition Index (PCI), giving weightage to conditions like traffic / population.



- (c) Liaises with the executing agencies receiving maintenance funding for rural roads to ensure coordinated application of the prioritization criteria; and
- (d) publishes an annual PIU wise Road Asset Valuation and Network Asset Valuation based on road maintenance investments.
- (e) The e-MARG module shall be used for monitoring of maintenance contracts for roads under PMGSY-III.

**17.6** For ensuring sustained maintenance, a Rural Road Maintenance and Asset Management Policy needs to be put in place and followed by the States/UTs. The provision of a Rural Road maintenance and Asset Management Policy by the state should be a pre-requisite for PMGSY-III. The policy evolved by the State Incorporating State specific conditions ensuring adequate maintenance investment, should be shared with NRIDA. It is necessary to properly account for maintenance expenditure. Accordingly, a road wise maintenance accounts module is being established on OMMAS for monitoring, maintenance management online. Since the updated DRRP is on GIS platform, the road wise maintenance expenditure be put as an add on layer for enabling timely monitoring of maintenance management for each road.

## **18. RURAL ROAD SAFETY**

**18.1** With the expansion and upgradation of rural road network under the PMGSY and other state level schemes and rise in income levels of rural population, traffic on rural roads has been witnessing an accelerated growth. Increase in the surplus disposable income of the households and easier financial loans for two-wheelers and cars, ownership of motorized vehicles has been increasing in rural areas as well. One negative externality for such road development programmes is increase of road accidents causing fatalities and serious injuries to the road users and drivers. Such accidents also result in direct and indirect economic loss besides causing trauma to all involved.

**18.2** Road safety is a multi-disciplinary activity. It involves joint and complimentary inputs by the departments dealing with roads, police, transport, health, insurance, educational institutions. Support is also required from mass media, and local communities, civil society and non-government organizations. With the support of Asian Development Bank, a Rural Road Safety Manual has been prepared by the NRIDA and circulated to all SRRDAs to construct safer rural roads. The Manual covers guidance on accident data records, safer road design, road safety audit checklists, community awareness and education. Suggestive training modules for PIUs, consultants and other stakeholders have also been given. At the Central level, these issues will be addressed through coordination with the Ministry of Road Transport and Highways. At the State level, the State Quality Coordinator at State level and the Head of the DPIU at District level shall be tasked by the State Governments to coordinate with the State Governments road safety mechanisms and programmes, in particular, through membership of the State Road Safety Council and District Road Safety Committees respectively created as per provision of Section 215 of the Motor Vehicles Act, 1988 (Act No.59 of 1988). It is to be noted that the Ministry of Road Transport and Highways have separately introduced Motor Vehicle (Amendment) Bill, 2016 and on passing of the Bill by the Parliament, these instructions would be reviewed accordingly.



**18.3** Broad guidelines on road safety engineering measures in road projects under PMGSY, including PMGSY-II and PMGSY-III are given in **Annexure-II**. The cost of implementing these engineering measures for road safety (Excluding Land Acquisition), will be a part of construction cost and should be included in the Detailed Project Report.

**18.4** It is also necessary to sensitize the communities and users of rural roads to road safety concerns and the role they can play in reducing the accident burden. Help of NGOs, who are already doing very useful work on this front may be sought. Several methodologies are at work in designing and organizing public advocacy campaigns which target road user behavior change leading to safer roads for all. Some of the critical approaches include:

- (i) Showing and convincing that unsafe road user behaviour is dangerous and even unacceptable.
- (ii) Showing and convincing that unsafe road usage puts entire community to risk.
- (iii) Convincing that safe road use behaviour is good for them and their society.

From among the local communities, attempt could be made to identify and select safety champions/volunteers to act and serve as facilitators along with the NGOs.

**18.5** The PIUs may be obligated to report cases of accidents involving fatalities and grievous injuries on rural roads to the SRRDA Headquarters under intimation to the relevant Police Station. A system to record accidents and monitor treatments / rectifications at such locations on rural roads should be incorporated. A Road Safety Module may be developed within the OMMAS. Such a module may cover:

- (a) Accident data recording
- (b) Treatment of hazardous locations with photographs

It would be necessary to impart training to the PIUs for proper data entry under the road safety module.





## **Part III – FLOW OF FUNDS, PROCEDURE FOR RELEASE AND AUDIT of PMGSY-III**

### **19. FLOW OF FUNDS**

**19.1** The cost of the project will include cost of construction (preparation of DPR and construction cost). The Administrative costs will be limited to to 2.25% of total project cost. The cost of project as well as administrative cost will be shared between Central Government and State Government in the ratio as indicated in para 4.1. The detailed project report (DPR) will also indicate the cost of maintenance during the DLP period (post construction 5 year routine maintenance cost), cost of periodic renewal in sixth year or later based on condition assessment and further five year routine maintenance cost., However, the sixth year periodic renewal contract should also entail 5-year routine maintenance contract. The entire cost of maintenance will be borne by the State government/UT.

**19.2** The funds for the cleared value of PMGSY III upgradation cost will be made available to the State in two installments

- a) The first instalment amounting to 50% of the cleared project or annual allocation whichever is smaller shall be released subject to fulfilment of requisite conditions.
- b) Release of second installment of 50% of project would be subject to utilisation of 60% of the available funds and completion of at least 80% of the road works awarded in the year previous to the preceding year and 100% of the awarded works of all the years preceding that year and fulfilment of other requisite conditions, if any, stipulated while releasing the previous installment.

**19.3** Central share for each installment will be released subject to the condition that State Government has credited its commensurate State share against previous releases in the Bank account of the SRRDA.

**19.4** The interest accrued on the funds deposited in the banks as well as amount received towards liquidated damages, if any, are Miscellaneous receipts, shall also counts towards release of Funds.

**19.5** Release of Administrative Expenses fund i.e. 2.25% of Central share of the upgradation construction cost would be released through a different sanction letter for accounting purposes.

**19.6** At the time of submitting the proposal for release of funds the State/UTs may confirm, *inter-alia*, the necessary provisions having been made in their State Budget. This provision would be applicable with effect from the financial year 2020-21. By the time of the second installment proposal, at least 80% of the works sanctioned in the previous years should have been awarded. Where a work is declared 'non rectifiable' on completion, the amount shall be refunded by the State Government into the programme account and shall be counted towards 'available funds'.



**19.7** In order to monitor the sharing of fund between Central and State for PMGSY-III i.e. upgradation of roads separate head of account for receipt and expenditure in the chart of accounts shall be opened in the existing Programme Fund Account of PMGSY-I.

**19.8** All Fund flow will be through PFMS.

**19.9** Funds received from the MoRD and State by SRRDA and allocated to PIUs shall be shown under separate head of accounts to be opened in the chart of accounts. Similarly, for the expenditure, the separate head of account i.e. - “Upgradation of PMGSY-III Roads” shall be opened under which two sub heads (i) Upgradation of PMGSY-III Roads Normal Area (ii) Upgradation of PMGSY-III Roads Special Area shall be opened for the upgradation of PMGSY-III Roads in the existing Programme Fund account.

Further under these sub heads, two links shall be provided i.e.

- (a) Expenditure on Upgradation of Roads completed
- (b) Expenditure on Upgradation of Roads in progress

For the maintenance of roads for initial 5-year period and next five years routine maintenance including periodic renewal, separate bank account and separate books of account shall be maintained by Agency.

The accounting entries have been fine tuned keeping in view that the expenditure when done from SRRDA and PIU level, then expenditure is not to be maintained in the separate heads of accounts for the funds received from State and Centre. Only at the time of receipt of the funds, it is to be kept separately in different heads for receipts from Centre and State so that it can be monitored and duly accounted for.

**19.10** Funds for maintenance of PMGSY-III roads during the post construction 5-year maintenance period, further maintenance for next 5 years including periodic renewal (as per requirement based on condition assessment), shall be placed at the disposal of SRDDA by State Government. The State Government will make necessary budget provision to this effect.

**19.11** The release of the second instalment in a year shall be subject to submission of the following documents:

- i. Utilisation Certificate for the funds released earlier, year-wise in the form prescribed.
- ii. Certificate by the Bank Manager indicating the balance amount on date of issue of the Certificate and the interest credited.
- iii. A Certificate regarding the requisite physical completion of works
- iv. For all releases after October of a year, production of an Audited Statement of Accounts and a Balance Sheet and related Statements, duly certified by the Chartered Accountant for the accounts of the previous financial year.



- v. Outputs of the relevant modules of the OMMAS, duly certified by the SRRDA as being correct and verified by the NRIDA
- vi. A certificate from CEO of SRRDA that Maintenance funds required as per maintenance contracts in force had been spent during the previous financial year. For releases after May of a year, the certificate should also include that 50% of such maintenance fund requirements for the current Financial Year has been released by the State, whereas for releases after November, the certificate should be for 100% of such funds.

**19.12** For the purpose of releasing funds, the State would be taken as a Unit.

The banking arrangements, procedure for operation of bank account and other modalities for operationalising the scheme will be similar to PMGSY- I as there is no separate bank account for PMGSY-III.

**19.13** It should be noted that flow of funds for all three accounts namely programme fund, administrative fund and maintenance fund should be through on line financial management system. NRIDA would give necessary detailed instructions from time to time.

## **20. AUDIT**

**20.1** The SRRDA will ensure that the accounts are audited by a Chartered Accountant selected from a panel approved by the C&AG, within six months of the close of the financial year. This account will be supported by a statement of reconciliation with the accounts of PIUs and a certificate of the Chartered Accountant on its accuracy.

**20.2** In addition to the Audit by the Chartered Accountant, the works under this Programme would be subject to audit by the Office of the Comptroller and Auditor General of India (C&AG). The Audit of the work done by the C&AG may cover aspects of quality, in addition to financial audit.

**20.3** Both the State level Agency and the PIUs must provide all relevant information to State and district level Vigilance and Monitoring Committees.

Normal Area		Special Area	
<b>Entries in the books of SRRDA</b>			
(i). Funds received from Central Government for upgradation of Road		(i) Funds received from Central Government for upgradation of Road	
<b>Credit Head</b>	<b>Debit Head</b>	<b>Credit Head</b>	<b>Debit Head</b>
Central Programme Fund Received for upgradation of PMGSY-III Road (Normal area)	Bank Account	Central Programme Fund Received for upgradation of PMGSY-III Road (Special area)	Bank Account



**PROGRAMME GUIDELINES (PMGSY-III) AUGUST, 2019**

(ii) Bank Authorisation issued to PIU	(ii) Bank Authorisation issued to PIU								
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(iii) Funds received from State Government for upgradation of Road	(iii) Funds received from State Government for upgradation of Road								
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## 21. MISCELLANEOUS

**21.1** The National Rural Infrastructure Development Agency may, in co-operation with the State level Agency, organize suitable Training Programmes for the PIU personnel as well as Contractors engineers.

**21.2** Concrete steps are suggested for capacity building and imparting training to all the stakeholders. The example of National Academy of Construction (NAC), Hyderabad needs to be replicated in different regions of the country for skill development of construction workers. Vocational training in relevant road related trades should also be introduced in a few ITIs in each district. SIRDs could be requested to formulate a skill development strategy for construction workers for rural infrastructure including rural roads.

**21.3** The STAs and PTAs can be entrusted with the additional task of providing guest faculty for training of the REOs so as to provide support to IAHE, CRRI, NIRD and SIRDs.

**21.4** Planting of fruit bearing and other suitable trees, on both sides of the roads would mandatorily be taken up by the State Governments / Union Territories by using funds under Mahatma Gandhi National Rural Employment Guarantee Scheme and other Central and State Schemes. Guidelines on Tree Plantation along Rural Roads (IRC:SP:103-2014), published by Indian Roads Congress should be followed for plantation of trees along the roads constructed under PMGSY-III.

**21.5** National Rural Infrastructure Development Agency has issued detailed guidelines for construction of minimum 15% of road length by using New Technologies under PMGSY. States and Union Territories would mandatorily construct roads under PMGSY-III by also using Plastic Waste within the minimum 15 % of road length prescribed for new technologies as envisaged in the detailed guidelines issued by NRIDA.

**21.6** Works will be packaged so as to attract competent contractors with modern machinery and equipment and capable of nurturing small contractors.



**21.7** The Ministry of Rural Development may, from time to time, issue such directions as may be necessary for smooth implementation of the Programme.

## **22. CONVERGENCE**

**22.1** Rural connectivity and consolidation of the rural road network is not an end in itself. It is a means. It is expected that the PMGSY-III will improve indicators of education, health, rural incomes etc., provided as a follow up, and in consultation with the local Panchayati Raj Institutions, convergence is achieved with other ongoing Programmes in these sectors. It is expected that the District Panchayat will focus on these issues. Before the start of work on Rural Roads, the benchmark development indicators may be measured and attached to the detailed project report. These indicators may also be captured as a separate module under the OMMAS.

**22.2** The NRIDA would provide assistance for independent studies to establish the impact of the rural connectivity in a District from time to time.

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# ANNEXURES







**Annexure-I**

**Habitations / facilities and their proposed weightages  
A system of making shall be developed giving weightage as under:**

S.No.	Parameter	Category weight	Sub-category weights
1.	Population (Census 2011) of the Habitation/village connected by the Through Route (score of the highest category)	30	
	• 5000 and above		30
	• 3000 to 4999		20
	• 1000 to 2999		10
	• Less than 1000		05
2.	Market facilities (cumulative score)	30	
	• Mandi/GrAMs/Rurban Growth Cluster		15
	• Warehouse/Cold Storage/Sugar Mills/Agro Industry		10
	• Collection Centre or pack house		5
3.	Educational facilities (score of the highest category)	15	
	• High School		10
	• Higher Secondary School/Girls High School/ITIs		12
	• Degree College		15
4.	Medical facilities (score of the highest category)	15	
	• Primary Health Centre/Veterinary Hospital		10
	• Bedded Hospital/Community Health Centre		15
5.	Transport infrastructure (cumulative score)	10	
	• Bus Stand		4
	• Administrative Centre (Block, Panchayat Hqr)		4
	• Bank/Fuel Station		2

**Notes:**

1. Rurban Growth Cluster refer to the National Rurban Mission (NRuM) and details of approved panchayats constituting Rurban clusters may be downloaded from <http://rurban.gov.in/>.
2. Mandis which have been notified by the concerned authorities will be considered.



### **Broad Guidelines on Road Safety**

1. With the support of Asian Development Bank, a Rural Road Safety Manual has been prepared by the NRIDA and circulated to all SRRDAs for promoting safer rural roads. The Manual covers guidance on accident data records, safer road design, road safety audit checklists, community awareness and education. Suggestive training modules for PIUs, consultants and other stakeholders have also been given.
2. Road safety should receive increasing attention in planning, design and implementation of engineering measures on rural roads. Safety aspects have to be integral part of road design during the preparation of Detailed Project Report (DPR). At the 'transect walk' stage itself, the PIUs need to engage with the local communities to identify hazards, local black spots and possible rectification measures. Major aspects that require special attention are presence of physical hazards, inadequate sight distance at intersections, inadequate road signs, pavement markings and crash barriers, delineator posts. There is virtual absence of traffic calming measures on stretches passing through villages and settlements. Attention is also required for safety arrangements in construction zones during construction stage by providing traffic control devices such as cones, traffic cylinders, drums, cautionary signs to guide the drivers to move along a safe path and to control the flow of traffic. Box 1 gives at a glance key aspects that should receive special attention in preparation of DPRs and subsequent execution on the ground.

#### **Box-1: Safety Engineering Measures on Rural Roads**

- Design and Layout of intersections that ensures adequate sight distance.
- Removal of encroachment at junctions.
- Provision of rumble strips close to meeting point of rural roads with main roads.
- Provision of road signs, pavement markings and other traffic control devices as per IRC Codes.
- Rectification of geometric deficiencies and other hazardous locations (black spots) on existing roads. In the mean time, appropriate cautionary signs and speed limit signs to be posted.
- Ensuring provision of horizontal and vertical curves as per design speeds. Where this is not possible due to site constraints, there is need to install appropriate traffic calming measures to reduce operating speeds along with speed limit signs.
- Provision of adequate space for turning of vehicles at either end, particularly on link roads.
- Provision of bus bays close to villages, habitations.
- Speed management measures on roads passing through villages and habitations.
- Road stretches exceeding a length of 5 km should be subjected to road safety audit during design stage.



3. The engineers responsible for rural roads in the states and those engaged in preparation of DPR by the consultants must undergo training on road safety and road safety audit being provided by IAHE, CRRI and other training institutions. Recently, the Asian Institute of Transport Development has been engaged by the Ministry of Road Transport and Highways for providing training in road safety and road safety audit to the engineers of the road departments. The States may avail of such facilities.

