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Government of India  
Ministry of Rural Development  
Department of Rural Development  
Rural Connectivity (RC) Division

Krishi Bhawan, New Delhi  
Dated: 22<sup>nd</sup> February, 2017

**To:**

**The Principal Secretaries/Secretaries dealing with implementation of RCPLWEA in the States of Andhra Pradesh, Bihar, Jharkhand, Chhattisgarh, Odisha, Telangana, Uttar Pradesh, Maharashtra and Madhya Pradesh.**

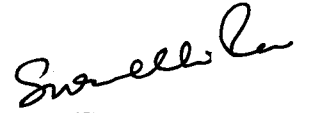
**Subject: Programme Guidelines of Road Connectivity Project on Left Wing Extremism Areas (RCPLWEA).**

Sir/Madam,

As you are aware that the Cabinet has approved Road Connectivity Project on Left Wing Extremism Areas (RCPLWEA) on 28.12.2016 as a separate vertical under PMGSY. This has already been communicated to the States vide Ministry's D.O. letter of even number dated 4.1.2017 and 17.1.2017 (copy available on official website of PMGSY). Accordingly, the guidelines of RCPLWEA have been framed and enclosed herewith for information and necessary action.

2. State Governments are once again requested to direct the concerned departments of your State to initiate the process of preparation of Detailed Project Reports (DPRs) of the identified roads and get them scrutinized by the State Technical Agencies (STAs) as per RCPLWEA Guidelines. The consolidated project proposals shall be submitted to the Ministry for consideration and approval of the Inter Ministerial Empowered Committee (IMEC).

Encl: As above



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**Copy to: Director (RC-PMK)/Director (RC-PR)/Director (Tech)/Director (P-I) /  
Director (P-II)/ Director (P-III and F&A)**



# **PRADHAN MANTRI GRAM SADAK YOJANA**

**PROGRAMME GUIDELINES FOR ROAD  
CONNECTIVITY PROJECT FOR LEFT WING  
EXTREMISM AFFECTED AREAS (RCPLWE)**

**January 2017**



**Government of India  
Ministry of Rural Development**

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

### **1. INTRODUCTION**

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

1.2 It was in this context that, Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched on 25<sup>th</sup> December, 2000 as a Centrally Sponsored Scheme with the objective to provide all-weather road connectivity to all eligible unconnected habitations in rural areas of country. The programme envisages connecting all eligible unconnected habitations with a population of 500 persons and above (as per 2001 Census) in plain areas and 250 persons and above (as per 2001 Census) in Special Category States namely Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Himachal Pradesh, Jammu & Kashmir and Uttarakhand, Tribal (Schedule-V) areas, the Desert Areas (as identified in Desert Development Programme) and in Select Tribal and Backward Districts (as identified by the Ministry of Home Affairs/Planning Commission). For Most intensive IAP blocks as identified by Ministry of Home Affairs the unconnected habitations with population 100 and above (as per 2001 Census) is eligible to be covered under PMGSY. The PMGSY permits upgradation (to prescribed standards) of existing rural roads in districts where all the eligible habitations of the designated population size have been provided all weather road connectivity.

1.3. Since inception, projects for providing new connectivity to connect 1,56,273 numbers of eligible habitations measuring road length of 589,778.41 km have been sanctioned with an estimated cost of Rs.209,548.35 crore including upgradation. A total of 492,000 km road length has been constructed and new connectivity has been provided to over 121,241 habitations upto December, 2016 by the States.

1.4 In order to provide seamless connectivity to the difficult and remote areas which are also afflicted by Left Wing Extremists (LWE ) violence, the government has started a special project with effect from 28<sup>th</sup> December 2016, as a vertical under Pradhan Mantri Gram Sadak Yojana (PMGSY) known as “Road Connectivity Project for Left Wing Extremism (LWE) Affected Areas (RCPLWEA)”.

1.5 The Ministry of Rural Development being the Nodal Ministry would implement “Road Connectivity Project for LWE Affected Areas (RCPLWEA)”. The Project would follow all the Programme Guidelines and sanction procedures of Pradhan Mantri Gram Sadak Yojana (PMGSY).

## **2. PROGRAMME OBJECTIVES**

The provisions of the existing PMGSY Programme Guidelines mentioned in paras 2.1 to 2.2 of the “PMGSY Programme Guidelines, January 2015” will apply.

2.3 Road Connectivity Project for Left Wing Extremism (LWE) Affected Areas (RCPLWEA) as a vertical under the PMGSY will provide an all-weather road connectivity with necessary culverts and cross-drainage structures in 44 districts ( 35 are worst LWE affected districts and 09 are adjoining districts), which are critical from security and communication point of view. The primary focus in improving the road connectivity under this project is to bring people out of physical and functional isolation. Suitable road connectivity will create confidence in the governance structures, create job opportunity, uplift living standard and thus help to keep the local populace away from the LWE activities.

2.4 Presently under PMGSY Guidelines, for most intensive 267 LWE blocks, as identified by Ministry of Home Affairs, unconnected habitations with a population of 100 and above (as per 2001 Census), are eligible to be connected under PMGSY. Under Road Connectivity Project for LWE Affected Areas, the population of the habitations has not been taken as a consideration as the primary objective is providing seamless connectivity, for population of the area, various arms of the government and the security forces in the LWE affected and adjoining areas. The project will cover the Rural Roads (RR), Village Roads (VR), Other District Roads (ODR) and Major Districts Roads (MDR) which are critical from the security point of view which have been identified by the Ministry of Home Affairs in consultation with the Home departments of the identified states and the Security Forces engaged in combating the LWE violence and rehabilitating the affected population. The list of roads and bridges is available at Annex-

## **3. GUIDING PRINCIPLES OF PMGSY AND DEFINITIONS**

3.1 The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 3.1 to 3.16 will apply except for the fact that under the existing PMGSY Guidelines, for most intensive LWE blocks, as identified by Ministry of Home Affairs, unconnected habitations with a population of 100 and above (as per 2001 Census), are eligible to be covered under PMGSY. In “Road Connectivity Project for LWE Affected Areas” population of the habitation is not a consideration at all as the primary objective is providing seamless connectivity, area security and area domination along with smooth movement of security forces in the LWE affected areas, by construction / upgradation of specifically identified roads.

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

### **4. PLANNING FOR RURAL ROADS**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 4.1 to 4.6 will apply.

### **5. FUNDING AND ALLOCATION**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 5.1 to 5.3 will apply. Except for the fact the fund sharing pattern under RCPLWE will be in the ratio of 60:40 between the Centre and State (except for 8 North Eastern and 3 Himalayan States for which it will be 90:10) for all the roads, bridges and associated works.

### **6. PROPOSALS**

6.1 The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 6.1 to 6.13 will apply, except for the fact that under the RCPLWE project roads and bridges will be taken up only in 9 LWE States (including the 35 worst affected LWE districts which account for 90% of total LWE violence in the country and 9 adjoining districts critical from security angle) as per the inputs and lists of specific roads / districts provided by the Ministry of Home Affairs (MHA). The roads that are being proposed to be taken up under “Road Connectivity Project for LWE Affected Areas” would include Other District Roads (ODRs), Village Roads (VRs) and upgradation of the existing major District Roads (MDRs) that are critical from the security point of view. Bridges up to a span of 100 meters, critical from security angle will also be taken up on these roads. The PMGSY programme guidelines, January 2015, does not permit construction/upgradation of Major District Roads (MDRs). However, keeping the special circumstances of LWE areas in mind, MDRs can also be taken up under the scheme as a special dispensation. The National Highways (NH) and the State Highways (SH) would be excluded from this project. The specific roads to be constructed under “Road Connectivity Project for Left Wing Extremism (LWE) Affected Areas” have been identified by the Ministry of Home Affairs in close consultation with the State Governments and the security agencies, by following a process of prolonged consultation.

6.2 RCPLWE is envisaged as one of the major trigger for socio-economic development and strengthening of rural livelihoods in the LWE affected areas by providing both mobility and access to the population. Improved roads will facilitate movement of the local people from their villages to socio-economic and administrative centres to earn their livelihood and fulfil other needs relating to marketing, education, healthcare etc. These roads would also serve the strategic security needs of these areas, which have suffered from historical deficit in terms of infrastructure development, giving rise to Left Wing Extremism.

Increased road connectivity in these districts will lead to the exploitation of the latent socio-economic potential and socio-economic upliftment of the people at large, thus weaning away the youth from joining LWE cadres. RCPLWE envisages new construction/upgradation of the existing degraded roads/tracks with a carriage way width of 3.50 meter and in exceptional cases a width of 5.50 meter and construction of necessary bridges. In cases where the length of the bridge is more than 100 meter and the width of the carriageway of the proposed road is more than 5.5 meter, the additional cost, over and above the cost, than permitted under the project will be borne by the state.

## **7. STATE LEVEL AGENCIES**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 7.1 to 7.5 will apply.

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

The provisions of the existing PMGSY Programme Guidelines 2015 mentioned in paras 8.1 to 8.10 will apply except for fact that under RCPLWE

**8.1 Span of Bridges** – Bridges with a span up to 100 meters would be considered for sanction in the LWE areas.

**8.2 Carriage Way Width** – The carriage way width of the roads to be taken up would be generally as 3.50 meter. In exceptional cases, a carriage way width of 5.50 meter would be permitted after adequate consideration by the Inter Ministerial Empowered Committee (IMEC).

The States would have the option to prepare the estimates for new construction works in two parts wherever circumstances so require. As such:

- a. The first stage will consist of formation cutting, slope stabilization, protection works and drainage works. If black topping at the second stage is intended, it may be taken up after two rainy seasons have elapsed to ensure adequate stabilization of the side slopes. The second stage will include the WBM layers and bituminous surface course.
- b. Where State Government agrees as a policy that ‘unsealed’ surfaces are adequate in certain conditions like low traffic, the formation cutting, slope stabilization and protection works, complete drainage works and appropriate surface course treatment (to ensure all weather connectivity) will all be included in the first stage and work executed, as there will be no second stage.

## **9. SCRUTINY OF PROJECT PROPOSALS**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 9.1 to 9.5 will apply.

## **10. EMPOWERED COMMITTEE**

10.1 National Rural Road Development Agency (NRRDA) will provide Operational and Management Support to the “Road Connectivity Project for LWE Affected Areas” project. The Ministry of Rural Development will finalize the selection of the roads in consultation with the Ministry of Home Affairs which in turn will receive inputs from the State Governments and from intelligence agencies, CRPF etc. MoRD will be the nodal implementing Ministry. Various activities under the project include approval of the district Panchayats, vetting of the proposals by States Rural Roads Development Agencies (SRRDA), scrutiny/ approval by State level Standing Committee chaired by the Chief Secretary of the State, preparation of the Detailed Project Reports (DPRs) of the selected projects by Project Implementation Units (PIUs), scrutiny of the DPRs by the State Technical Agencies (STA) designated by National Rural Roads Development Agency (NRRDA) and sample scrutiny of the proposals by NRRDA after receiving the same from the SRRDA and placing them before the Inter-Ministerial Empowered Committee (IMEC).

10.2 The Inter Ministerial Empowered Committee (IMEC) would be Co-Chaired by Secretary (Home Affairs) and Secretary (Rural Development), Government of India. The Committee will have the power to change/ amend the physical/ financial scope of project proposal like number of roads etc. to be covered under the scheme in LWE Districts. The recommendations of the Empowered Committee would be submitted to the Hon’ble Minister of Rural Development for final approval/ clearance.

10.3 The Ministry will communicate the clearance / sanction of the Proposals to the State Government. The clearance / sanction by the Ministry does not imply Administrative or Technical sanction of the proposals. The procedures of the State Government / SRRDA in this regard would be followed. The authorised officer of the Executing Agency / department (to be decided by the State Government), would have to record the Technical Sanction on each DPR before action is taken to tender the works.

10.4 Once approved, the alignment of the road should not be changed without obtaining the concurrence of the District Panchayat, the STA and the SLSC.

## **11. TENDERING OF WORKS**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 11.1 to 11.5# will apply except for the fact that

**11.1 Cost Escalation for RCPLWEA** – Any escalation in costs due to time overruns, arbitration or judicial awards and in such cases where the actual value of tenders approved is above the



estimate cleared by Inter Ministerial Empowered Committee (IMEC) at the time of plan/ project clearance, will be borne by the State Governments. In only such cases where the escalation of cost is due to delay which is caused because of LWE related damages to the ongoing construction, a decision to bear the excess cost, on a case to case basis, will be taken by the Inter- Ministerial Empowered Committee (IMEC) and wherever found appropriate, Govt. of India will bear this cost.

**11.2 Award on basis of Nomination** – Works where successive tenders (at least two) do not elicit any response, in such cases, the States will be allowed to award the tenders on a nomination basis similar to the special dispensation already given to LWE States under regular PMGSY. Adequate safeguards to prevent any possibility of misuse of this dispensation would be provided, by Ministry of Rural Development.

## **12. PROGRAMME IMPLEMENTATION UNITS**

The provisions of the existing PMGSY Programme Guidelines 2015 mentioned in paras 12.1 to 12.2# will apply.

**12.1 Administrative Expenses** – The administrative fund would be limited to 5% of the value of the Project.

**12.2 Compensatory charges** – Compensatory charges required to be paid to the other Ministries / Departments including Ministry of Environment and Forests will be factored in by the States concerned at the time of preparation of Detailed Project Report (DPR) which will be prepared on the basis of latest Schedule of Rates (SoR) of the State, for the concerned districts. The payment of such compensatory charges would be borne by the respective state government.

**12.3 Damage to Ongoing Projects** – In case of damage to under construction roads / Bridges / CD works due to LWE violence, the Inter-Ministerial Committee (IMEC) would consider the instances on a case to case basis and wherever found appropriate, Government of India will bear this cost.

**12.4 Agency Charge** - 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**

The provisions of the existing PMGSY Programme Guidelines, January 2015 Para 13.1 to 13.4 would apply.

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

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 14.1 to 14.2 will apply

## **15. QUALITY CONTROL AND SUPERVISION OF WORKS**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 16.1 to 16.5 will apply.

## **16. MONITORING**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 17.1 to 17.7 will apply except for the fact that under RCPLWEA, Inter-Ministerial Empowered Committee (IMEC) will also review the physical and financial progress of the scheme in LWE areas, at periodic intervals.

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

The provisions of the existing PMGSY Programme Guidelines 2015 mentioned in paras 17.1 to 17.7 will apply.

## **PART III - FLOW OF FUNDS, PROCEDURE FOR RELEASE AND AUDIT**

**18. FLOW OF FUNDS** The provisions of the existing PMGSY Programme Guidelines 2015 mentioned in paras 18.1 to 18.8# will apply except that the funds for RCPLWE will be placed at the disposal of MoRD in its Demands for Grants as a separate “Sub-Head” i.e. “Road Connectivity Project for Left Wing Extremism (LWE) Affected Areas”.

## **19. PROCEDURE FOR RELEASE OF FUNDS TO THE STATE LEVEL AGENCY**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 19.1 to 19.4 will apply, save the following conditions.

19.1 Fifty percent of the cost of cleared projects, under RCPLWE would be released to the State Nodal Department, through the State Consolidated Fund, as first instalment, immediately after the clearance of the project.

19.2 Second instalment would be released subject to utilization of 60% of the available funds.

19.3 The Nodal Department shall select a Bank Branch with internet connectivity at the State Headquarters, of any Public Sector Bank for maintaining the RCPLWE Programme Fund Account & Administrative Fund Account.

## **20. AUDIT**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 20.1 to 20.3 will apply

## **21. CONVERGENCE**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 21.1 to 21.2 will apply.

## **22. MISCELLANEOUS**

The provisions of the existing PMGSY Programme Guidelines, January 2015 mentioned in paras 22.1 to 22.3 will apply.

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