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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 With a view to redressing the situation, Government had launched the Pradhan Mantri Gram Sadak Yojana on 25th December, 2000 to provide all-weather access to eligible unconnected habitations. The Pradhan Mantri Gram Sadak Yojana (PMGSY) is a 100% Centrally Sponsored Scheme. Rs. 0.75 per litre out of the Cess on High Speed Diesel (HSD) is earmarked for this Programme.

2. PROGRAMME OBJECTIVES

2.1 The primary objective of the PMGSY is to provide Connectivity, by way of an All-weather Road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected Habitations in the rural areas with a population of 500 persons and above (Census2001) in Plain areas. In respect of Special Category States# (i.e. Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Himachal Pradesh, Jammu & Kashmir and Uttarakhand), the Desert Areas (as identified in the Desert Development Programme), the Tribal (Schedule V) areas and Selected Tribal and Backward Districts (as identified by the Ministry of Home Affairs and Planning Commission*) the objective would be to connect eligible unconnected Habitations with a population of 250 persons and above (Census 2001). For Most intensive IAP blocks as identified by Ministry of Home Affairs the unconnected habitations with population 100 and above (as per 2001 Census) would be eligible to be covered under PMGSY.


2.2 The PMGSY will permit the Upgradation (to prescribed standards) of the existing roads in those Districts where all the eligible Habitations of the designated population size (refer Para 2.1 above) have been provided all-weather road connectivity. However, it must be noted that Upgradation is not
central to the Programme. In Upgradation works, priority should be given to Through Routes of the Rural Core Network, which carry more traffic (see Para 3.7 below).

3. GUIDING PRINCIPLES OF PMGSY AND DEFINITIONS

3.1 The spirit and the objective of the Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide good all-weather road connectivity to the eligible unconnected Habitations. A habitation which was earlier provided all-weather connectivity would not be eligible even if the present condition of the road is bad.

3.2 The unit for this Programme is a Habitation and not a Revenue village or a Panchayat. A Habitation is a cluster of population, living in an area, the location of which does not change over time. Desam, Dhanis, Tolas, Majras, Hamlets, etc., are commonly used terminology to describe the Habitations.

3.3 An Unconnected Habitation is one with a population of designated size (refer to Para 2.1 above) located at a distance of at least 500 metre or more (1.5 km of path distance in case of Hills) from an All-weather road or a connected Habitation.

3.4 Para 2.1 above refers to Population size of Habitations. The population, as recorded in the Census 2001, shall be the basis for determining the population size of the habitation. The population of all Habitations within a radius of 500 metre (1.5 km of path distance in case of Hills) may be clubbed together for the purpose of determining the population size. In the blocks bordering international boundary in the hill States (as identified by the Ministry of Home Affairs), however, all habitations within a path distance of 10 km may be treated as a cluster for this purpose. This cluster approach would enable provision of connectivity to a larger number of habitations, particularly in the Hill/mountainous areas. Further, the Cluster approach in respect of Arunachal Pradesh State has been extended from International border blocks to International border districts of the State by clubbing population within a path distance of 10 km and treating as a Cluster for eligibility.*


3.5 The eligible Unconnected Habitations are to be connected to nearby Habitations already connected by an All-weather road or to another existing All-weather road so that services (educational, health, marketing facilities, etc.), which are not available in the unconnected Habitation, become available to the residents.

3.6 A Core Network is that minimal Network of roads (routes) that is essential to provide Basic access to essential social and economic services to all eligible
unconnected habitations in the selected areas through at least a single all-weather road connectivity.

3.7 A Core Network comprises of Through Routes and Link Routes. Through routes are the ones which collect traffic from several link roads or a long chain of Habitations and lead it to Marketing centres either directly or through the higher category roads i.e., the District Roads or the State or National Highway. Link Routes are the roads connecting a single Habitation or a group of Habitations to Through Routes or District Roads leading to Market Centres. Link routes generally have dead ends terminating on a Habitation, while Through Routes arise from the confluence of two or more Link Routes and emerge on to a major Road or to a Market Centre.

3.8 It should be ensured that each road work that is taken up under the PMGSY is part of the Core Network. While keeping the objective of Connectivity in view, preference should be given to those roads which also incidentally serve other Habitations. In other words, without compromising the basic objective (covering 1000+ Habitations first and 500+ Habitations next and 250+ Habitations where eligible, last), preference should be given to those roads which serve a larger population. For this purpose, while Habitations within a distance of 500 metres from the road is considered as connected in case of plain areas, this distance should be 1.5 km (of path length) in respect of Hills.

3.9 The PMGSY shall cover only the rural areas. Urban roads are excluded from the purview of this Programme. Even in the rural areas, PMGSY covers only the Rural Roads i.e., Roads that were formerly classified as 'Other District Roads' (ODR) and 'Village Roads' (VR). Other District Roads (ODR) are roads serving rural areas of production and providing them with outlet to market centres, taluka (tehsil) headquarters, Block headquarters or other main roads. Village Roads (VR) are roads connecting villages / Habitation or groups of Habitations with each other and to the nearest road of a higher category. Major District Roads, State Highways and National Highways cannot be covered under the PMGSY, even if they happen to be in rural areas. This applies to New Connectivity roads as well as Upgradation works.

3.10 The PMGSY envisages only single road Connectivity to be provided. If a Habitation is already connected by way of an All-weather road, then no new work can be taken up under the PMGSY for that habitation.

3.11 Provision of connectivity to eligible unconnected Habitations would be termed as New Connectivity. Since the purpose of PMGSY, inter alia, is to provide farm to market access, new connectivity may involve 'new construction' where the link to the habitation is missing and additionally, if required, 'upgradation' where an intermediate link in its present condition cannot function as an all-weather road (see Para 3.12 below).

3.12 Upgradation, when permitted (refer Para 2.2 and 3.11 above), would typically involve building the base and surface courses of an existing road to
desired technical specifications and/or improving the geometrics of the road, as required in accordance with traffic condition (see also Para 3.14 below).

3.13 The primary focus of the PMGSY is to provide All-weather road connectivity to the eligible unconnected Habitations. An All-weather road is one which is negotiable in all seasons of the year. This implies that the road-bed is drained effectively (by adequate cross-drainage structures such as culverts, minor bridges and causeways), but this does not necessarily imply that it should be paved or surfaced or black-topped. Interruptions to traffic as per permitted frequency and duration may be allowed.

3.14 There may be roads which are Fair-weather roads. In other words, they are fordable only during the dry season, because of lack of Cross Drainage (CD) works. Conversion of such roads to All-weather roads through provision of CD works would be treated as upgradation. It must be noted that on all the road works of the PMGSY, provision of necessary CD works is considered an essential element.

3.15 PMGSY does not permit repairs to Black-topped or Cement Roads, even if the surface condition is bad.

PART II - PLANNING, FUNDING, CONSTRUCTION AND MAINTENANCE OF RURAL ROADS

4. PLANNING FOR RURAL ROADS

4.1 Proper planning is imperative to achieve the objectives of the Programme in a systematic and cost effective manner. The Manual for the Preparation of District Rural Roads Plan and the Core Network shall be treated as part of the Guidelines and would stand amended to the extent modified by the present Guidelines. The Manual lays down the various steps in the planning process and the role of different Agencies including the Intermediate Panchayat, the District Panchayat as well as the State Level Standing Committee. In the identification of the Core Network, the priorities of elected representatives, including MPs and MLAs, are expected to be duly taken into account and given full consideration. The Rural Roads Plan and the Core Network would constitute the basis for all planning exercises under the PMGSY.

4.2 The District Rural Roads Plan would indicate the entire existing road network system in the District and also clearly identify the proposed roads for providing connectivity to eligible Unconnected Habitations, in an economic and efficient manner in terms of cost and utility. The Core Network will identify the roads required to assure each eligible Habitation with a Basic Access (single all-weather road connectivity) to essential social and economic services. Accordingly, the Core Network would consist of some of the existing roads as well as all the roads proposed for new construction under the PMGSY.

4.3 In proposing the new links under the District Rural Roads Plan, it would be first necessary to indicate the weightage for various services. The District Panchayat shall be the competent authority to select the set of socio-economic / infrastructure variables best suited for the District, categorise them and accord relative weightages to them. This would be communicated to all concerned before commencing the preparation of the District Rural Roads Plan.

4.4 The Plan would first be prepared at the Block level, in accordance with the directions contained in the Manual and the priorities spelt out by the District Panchayat. In short, the existing road network would be drawn up, unconnected Habitations identified and the roads required to connect these unconnected Habitations prepared. This shall constitute the Block Level Master Plan.

4.5 Once this exercise is completed, the Core Network for the Block is identified, by making best use of the existing and proposed road facilities in such a manner that all the eligible Habitations are assured of a Basic access. It must be ensured that every eligible Habitation is within 500 metres (1.5 km of Path length in the Hills) of a connected Habitation or an All-weather road (either existing or planned). In drawing up the proposed road links, the requirements of the people must be taken into account, through the socio-economic / infrastructure values (Road Index) suitably weighted (see Para 4.3) and the alignment having the higher Road Index ought to be considered for selection.
4.6 The Block level Master Plan and the Core Network are then placed before the Intermediate Panchayat for consideration and approval of the Core Network. They are simultaneously sent, along with the list of all unconnected Habitations, to the Members of Parliament and MLAs for their comments, if any. After approval by the Intermediate Panchayat, the Plans would be placed before the District Panchayat for its approval. It will be incumbent on the District Panchayat to ensure that the suggestions given by the Members of Parliament are given full consideration within the framework of these Guidelines. Once approved by the District Panchayat, a copy of the Core Network would be sent to the State-level Agency as well as the National Rural Roads Development Agency. No road work may be proposed under the PMGSY for New Connectivity or Upgradation (where permitted) unless it forms part of the Core Network.

5. FUNDING AND ALLOCATION

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

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

5.3 In addition to the allocation to the States, a special allocation of upto 5% of the annual allocation from the Rural Roads share of the Diesel Cess will be made for:

i. Districts sharing borders with Pakistan and China (in coordination with Ministry of Home Affairs);

ii. Districts sharing borders with Myanmar, Bangladesh and Nepal (in coordination with Ministry of Home Affairs);

iii. Selected Tribal and Backward Districts under IAP (as identified by the Ministry of Home Affairs and Planning Commission);

iv. Extremely backward Districts (as identified by the Planning Commission) which can be categorised as Special Problem Areas;

v. Research & Development Projects and innovations.
6. PROPOSALS

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

<table>
<thead>
<tr>
<th>Priority #</th>
<th>Population size of Habitations being connected</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>1000+</td>
</tr>
<tr>
<td>II</td>
<td>500 – 999</td>
</tr>
<tr>
<td>III</td>
<td>250 – 499(where eligible as per Para 2.1)</td>
</tr>
</tbody>
</table>

The CNCPL list will be prepared with following format:

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Name of road</th>
<th>TR/ LR</th>
<th>Code in CN</th>
<th>Length</th>
<th>Population served</th>
<th>Habitations to be connected</th>
<th>Present status (earthen track etc.)</th>
<th>Name &amp; no. of TR associated</th>
</tr>
</thead>
</table>

(CN - Core Network / TR - Through Route / LR - Link Route)

6.1.1@ The priority shall be given to all roads leading to the Gram Panchayats identified under Saansad Adarsh Gram Yojana (SAGY) irrespective of Comprehensive New Connectivity Priority List (CNCPL) to include all eligible unconnected habitations in such identified Gram Panchayats.

6.2 In order to manage the rural road network for upgradation and maintenance planning, all States will carry out, every 2 years, a Pavement Condition Survey of all Through Routes (in case Through Routes are not part of the rural roads, of the next lower category of Main Rural Links or MRL). Detailed Guidelines on the methodology and analysis will be issued by the Ministry from time to time. The Survey will yield a Pavement Condition Index (PCI) on a scale of 1 to 5. The results of the survey will be recorded in the PCI Register in the following format:

District: ____________________  Block: ____________________

<table>
<thead>
<tr>
<th>Name of road</th>
<th>Code no.in CN</th>
<th>Length</th>
<th>Name of habitations Connected</th>
<th>Population served</th>
<th>Year of construction</th>
<th>Year of last periodic renewal (PR)</th>
<th>Amount spent on routine maintenance since PR</th>
<th>Type of pavement</th>
<th>Length(km)</th>
<th>ADT*</th>
<th>PCI</th>
<th>Date of PCI</th>
</tr>
</thead>
</table>

*if already done (can be done separately)

@added vide Circular No.P-17025/37/2013-RC dated 28.01.2015
All upgradation and maintenance prioritisation will be done from this list.

6.2.1 In case of upgradation of roads, priority shall be given to the roads with Pavement Condition Index (PCI) Value having 1 and 2 in the Gram Panchayats identified under SAGY.

6.3 In respect of Districts where no new connectivity is required to be done, a Comprehensive Upgradation Priority will be prepared based on the PCI (see Para 6.2 above) of the rural Through Routes of the Core Network, as follows:

i. **Priority-I** will be Through Routes which are constructed as WBM roads. In such cases, upgradation will comprise of bringing the existing profile to good condition (along with improvement in geometries, necessary drainage works and road signages) and providing the appropriate crust and surface as per design requirement.

ii. **Priority-II** are other fair weather through routes or gravel through routes or through routes with missing links or lacking cross drainage. In such a case upgradation will consist of converting the road into an all-weather one with appropriate geometries and all necessary provisions.

iii. **Priority-III** will be other through routes which are at the end of their design life, whose PCI is 2 or less, i.e., are ‘poor’ or ‘very poor’. In such cases, upgradation will include improvement in geometric design where necessary, with width, surfacing, etc., as per projected traffic requirements.

iv. Presently sealed-surface all-weather roads with PCI more than 2 and sealed-surface all-weather roads which are less than 10 years old (even if PCI is less than 2) will not be taken up for upgradation.

v. Within each priority class, qualifying roads will be arranged in order of population served (directly and through population served in link routes), as a rough indication of traffic expected. However, States are advised to conduct an Average Daily Traffic (ADT) Survey at the earliest. Based on the time at which the traffic survey is carried out (such as Peak or Lean Seasons) the same is to be adjusted for seasonality in order to arrive at an Annual Average Daily Traffic (AADT) estimate, which is the basis for the prioritisation as well as the design. (An axle load survey may also be carried out, on selective basis, on the roads where heavy traffic is expected with wide variations in the Axle Load Spectrum. Proposals for this purpose approved by NRRDA will be eligible for reimbursement of expenses).

vi. In case in any District, the Through Roads defined in the Core Network do not belong to the Rural Roads category, the Main Rural Links (emanating from the Through Route) will be considered for upgradation on similar lines indicated above.

The work of preparing the Comprehensive Upgradation Priority will be taken up only in those districts which are likely to complete new connectivity to eligible habitations within the next 1 year. The Comprehensive Upgradation Priority List

@added vide Circular No.P-17025/37/2013-RC dated 28.01.2015
(CUPL) list will be prepared District-wise for each Priority class (where only a truncated portion of the road is to be taken under upgradation, only that portion needs to be mentioned, by chainage) on the following proforma:-

<table>
<thead>
<tr>
<th>Block</th>
<th>Road code in CN</th>
<th>Name of through route/ MRL</th>
<th>Year of construction</th>
<th>Year of last periodic renewal</th>
<th>Present surface type</th>
<th>PCI</th>
<th>Total population of the Habitations served by road</th>
<th>AADT</th>
</tr>
</thead>
</table>

The CUPL will be got verified on the ground on sample basis through the STAs and the NQM system before it is processed for further approvals. The STAs will do 100% verification of the List for consistency on the basis of the PCI data given by the District and also sample ground checking.

6.4 After the CNCPL / CUPL is prepared and verified, it shall be placed before the District Panchayat. The Members of Parliament / MLAs shall be given a copy of the CNCPL / CUPL 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 CNCPL shall be the basis of all new connectivity proposals and the CUPL shall be the basis of all upgradation proposals in Districts where no new connectivity remains to be done.

6.5 The list of road works to be taken up under the PMGSY will be finalised each year by the District Panchayat in accordance with the Allocation of Funds communicated to the District (see Para 5.1). The District Panchayat shall finalise the list through a consultative process involving lower level Panchayati institutions and elected representatives (see Para 6.9 below). It must be ensured that the proposed road works are part of the Core Network and that New Connectivity is given primacy.

6.6.1 In States where existing rural through routes are in reasonably good condition (i.e., PCI is generally above 3) the prioritisation of new links will be taken up for construction as per the order of the CNCPL.

6.6.2 In States where the existing rural Through Routes are in very poor condition (PCI is generally 3 or less) because of neglect of maintenance, upgradation / renewal of through routes may be taken up as an adjunct to new connectivity and the procedure will be as follows:

Step 1 Select the New Connectivity Link as per CNCPL in order of priority;
Step 2 Identify the rural Through Routes (called associated Through Route) from which the new link is taken off till such road reaches the nearest market centre / higher category road;
Step 3 Find out the Pavement Condition of the associated rural Through Routes identified in Step 2 (from the PCI Register);

Step 4 Decide the type of intervention required based on the PCI. This implies a decision whether the roads leading to the market centre require Upgradation or Surface Renewal or Routine Maintenance. Roads having PCI 3 and below and 6 years or more old can be taken up for Upgradation / Renewal. For the roads with PCI above 3, or whose age is less than 6 years, Routine Maintenance or, if due, Renewal will be adequate, unless there are structural / geometrical / drainage deficiencies which need to be improved through Upgradation;

Step 5 Include all other eligible new links as per Comprehensive New Connectivity Priority List (CNCPL) coming on to the Through Routes identified in Step 3 even if such links are lower in the Order of the Priority. These eligible new links would be the subsidiary link routes.

Step 6 Each project will thus comprise of a sub-network of a primary new connectivity link, the associated Through Route(s) and subsidiary new connectivity links (falling on the associated Through Routes). The project proposal will include new construction for the new links and upgradation / renewal of the Through Routes based on age and PCI. Generally each such project would form a package for tendering purposes (all the packages of a particular year would form a Batch for future maintenance purposes).

Step 7 Make a rough estimate of the project cost based on per km construction / upgradation cost, and take up additional links from the CNCP list and repeat steps 1 to 5 till the total cost of the selected projects cover the District allocation.

6.7 In case of Districts where no new connectivity remains, only the existing rural Through Routes may need upgradation. In such cases the Comprehensive Upgradation Priority List (CUPL) will apply and road works will be selected out of the CUPL in order of priority.

6.8 In drawing up the annual list of the road works, the District Panchayat shall ensure that the Order of Priority for New Connectivity / Upgradation is strictly followed. The only exception (in new connectivity links) from the order of priority is in respect of those routes of the Core Network that include the Village Panchayat Headquarters or Market Centres or other educational or medical essential services or those which stand notified by the State Government as places of tourist interest. In such cases, new connectivity may be taken up irrespective of the population size.

6.9 The Annual proposals will be based on the CNCPL or CUPL as the case may be, following the Order of Priority. However, it is possible that there are inadvertent errors or omissions, particularly in the associated through routes or subsidiary link routes in case of new connectivity. Accordingly it is desirable to
also associate public representatives while finalising the selection of road works in the annual proposals in the Core Network. The proposals of the Members of Parliament are required to be given full consideration, and for this purpose:

i. The Block or District CNCPL / CUPL should be sent to each MP with the request that their proposals on the selection of works out of the CNCPL / CUPL 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 them the CNCP / CUPL list. District / Block-wise allocation may be indicated to enable choice with the requisite geographical spread. It is expected 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.

iii. The proposals received from the Members of Parliament by the stipulated date should be given full consideration in the District Panchayat which should record the reason in each case of non-inclusion, and the Members of Parliament should be informed of the inclusion / non-inclusion of their proposals along with the reasons in each case in the event of non-inclusion. It would be preferable if the communication is issued from the Nodal Department at a senior level.

6.10 While Lok Sabha Members will 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.

6.11 The Order of Priority and the CNCPL / CUPL will be the twin basis for making proposals. Where road works of a higher order of priority still remain to be taken up, road works of a lower order of priority will not be taken up in the same District (subject to Para 6.8) except if it is not feasible to execute the road work for reasons of non-availability of land etc. While finalising the District proposal, the District Panchayat shall record and communicate the reason in each such case that a higher priority road is left out and lower priority road is proposed.

6.12 It will be the responsibility of the State Government / District Panchayat to ensure that lands are available for taking up the proposed road works. A certificate that Land is available must accompany the proposal for each road work. It must be noted that the PMGSY does not provide funds for Land Acquisition. This does not however 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 dispute.

6.13 It may be that road works are sometimes held up because at the time of preparation of DPR actual availability of land was not investigated or because local Panchayat was not taken into confidence about the proposed alignment and disputes subsequently arose. As part of the PMGSY process, all States shall include a simple, non-formal “transect walk” to be organized by the Assistant Engineer at the time of preparation of DPRs. The Panchayat Pradhan, local patwari, the JE, Women PRI members and representatives of Women Self Help Group (SHGs) would participate in the transect walk. Forest Department officials would be included where forest land is likely to be involved. (see para 8.4)*


7. STATE LEVEL AGENCIES

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

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

7.3 The Nodal Department will identify a State-level autonomous Agency (Society, etc), to be called the State Rural Roads Development Agency (SRRDA), with a distinct legal status, under its control for receiving the funds from the Ministry of Rural Development, as indicated in Para 18 below. If there is no such State-level Agency, the Nodal Department will take steps to register an Agency under the Registration of Societies Act, (there should not be more than one Agency), so as to be able to receive the funds. 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 before they are put up to the State-level Standing Committee and are sent to the NRRDA for obtaining clearance of the Ministry of
Rural Development.

7.4 To ensure streamlined functioning and adequate coordination (especially where there is more than one executing agency), officers of the PIU need to be made fully accountable to the SRRDA and be brought under its administrative control. The SRRDA would function as the dedicated agency of the state nodal department for rural roads, to ensure the integrated development of rural roads through the various schemes including PMGSY. For this purpose the SRRDA will designate a Chief Executive Officer, a Financial Controller, an Empowered Officer, an IT nodal officer and a State Quality Coordinator.

7.5 Each State Government shall set up a State-level Standing Committee (headed by the Chief Secretary or Additional Chief Secretary) including all the main stakeholders of the programme, viz., Secretaries of the Departments of Rural Development, Panchayats, PWD, Forests, Finance, Revenue and Transport. The State Technical Agencies and State Informatics Officer (NIC) may also be invited to participate.

The Committee shall vet the Core Network, the CNCPL and CUPL and shall clear the annual project proposals. The Committee shall also

i. monitor progress and quality control;

ii. resolve issues relating to land availability and forest / environment clearance;

iii. oversee maintenance funding arrangements for the Core Network;

iv. review capacity at SRRDA and PIU levels including financial management and on-line management and monitoring; and

v. ensure convergence of development programmes including transport facilities on the constructed roads

8. PREPARATION OF PROJECT PROPOSALS AND THEIR CLEARANCE

8.1 After approval by the District Panchayat (refer Para 6.11 above), the proposals would be forwarded through the PIU to the SRRDA (refer Para 7.3 above). The PIU will at that time prepare the details of proposals forwarded by the Members of Parliament, and action taken thereon, in Proformae MP-I and MP-II and send it along with the proposals. In all cases where the proposal of an MP has not been included, cogent reasons shall be given based on the reasons given by the District Panchayat.

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

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

8.4 While commencing with the preparation of the DPR, the PIU will hold a consultation with the local community through the mechanism of the Gram Panchayat in order to determine the most suitable alignment, sort out issues of land availability (including forest land), moderate any adverse social and environmental impact and elicit necessary community participation in the programme. For this purpose the PIU will organise ‘Transect Walk’ as follows:-

- The Transect walk shall be organized by the Assistant Engineer in accordance with para-6.13.*
- During the walk, issues relating to alternative alignments, land requirements for the road and its impact on landowners, etc. will be discussed with members of the local community present.
- Environmental impact on vegetation, soil and water etc. shall be identified for resolution.
- Digital photographs of the Transect walk must be taken.
- During the walk, due opportunity shall be given to interested persons to put forward their point of view.
- At the end of the walk, alignment shall be finalised after recording the issues that arose during the walk and the action taken / proposed to resolve the issues. This shall be reduced to writing signed by the Pradhan/Panch, Secretary of the Gram Panchayat Members present. A copy of these minutes along with digital photographs of ‘Transect Walk’ must be attached to the finalised DPR.


8.5 The PIU will ensure the following in preparing the Detailed Project reports:

i. The Rural Roads constructed under the Pradhan Mantri Gram Sadak Yojana must meet the technical specifications and geometric design standards given in the Rural Roads Manual of the IRC (IRC:SP20:2002) and also, where required, the Hill Road Manual (IRC:SP:48-1998);

ii. 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 Rural Roads Manual (IRC:SP20:2002). Normally rural roads would need to be designed to carry up to 45 commercial vehicles per day (CVPD) only. All cases of
design for new construction where a higher traffic is projected need detailed justification. In the case of new construction for eligible Habitations of population below 1000 where traffic expected is likely to remain very low (below 15 CVPD), in the interest of economy, the road would generally be designed for a gravel or other unsealed surface as provided in the Rural Roads Manual, subject to considerations of rainfall. In case of new construction to connect Habitations with population below 500 where the projected traffic growth is likely to be very low, the carriageway may further be restricted to 3.0 m;

iii. 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 Road or with Paved Stones, besides being provided with side drains. Appropriate side drains and cross drainage will be provided, so that improper drainage does not damage the road or the dwellings alongside.

iv. Wherever local materials, including Fly Ash, are available, they should be prescribed subject to adherence to technical norms and relevant Codes of Practice.

v. Rural Roads constructed under PMGSY must have proper embankment and drainage. Adequate number and type of Cross Drainage (CD) works, including causeways, where appropriate, must be provided based on site requirement ascertained through necessary investigation. Minor bridges (of single lane specification only) may be provided where necessary. In case the length of an individual bridges exceeds 15m, a separate DPR will be prepared after site inspection jointly by the Superintending Engineer and the State Technical Agency. The pro rata costs beyond 50 m (75 meters in respect of the selected Tribal and Backward Districts* as identified by the Ministry of Home Affairs/Planning Commission and Special Category States**) and agency charges, if any, will be borne by the State Government. The bridge may be so designed as to serve where feasible, as Bridge-cum-Bandhara for storage of rain water. The depth of water storage should be limited to 3.5 meters. In such cases, however, prior commitment of the State Government for operation and maintenance of Bridge-cum-Bandhara should be obtained.


vi. In the case of Hill States the estimates for new construction works may be prepared 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. The habitations concerned will not be counted as 'connected' till the second stage is taken up.

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. In such cases, the habitations will be counted as 'connected' on completion of the first stage itself, as there will be no second stage.

8.6 A separate maintenance component to be funded by the State Government out of its resources will also be provided in the DPR as follows:

i. In case of link routes (new construction) the component shall comprise of 5-year routine maintenance.

ii. In case of associated rural Through Routes not requiring upgradation, the component shall include 5-year routine maintenance including one renewal as per cycle.

iii. In case of Through Routes taken up for upgradation, 5-year routine maintenance and a renewal at the end of the period.

The maintenance component will be contracted out along with the new construction / upgradation, to the same contractor. In case the Through Route is not a rural road, the same provision will apply to the Main Rural Links (MRL) identified in the Core Network.

8.7 In respect of Hill roads, if construction is in two stages, the initial 5-year maintenance contracting will be done at the time of contracting the work for the 2nd stage. Interim maintenance, clearance of slips etc., in the period between the 1st and 2nd stage may be done departmentally.

8.8 The cost of preparing DPR, including investigation, survey and testing and trace cutting (in case of hill areas) will form part of the project cost, and may be met from the funds in hand with the SRRDA subject to future book adjustment on clearance of the proposal at such rates as may be prescribed by the Ministry / NRRDA from time to time.

8.9 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 NRRDA.

8.10 The State Schedule of Rates (SSR) shall be published annually and used for all rural roads. The Schedule may be District or Circle specific

9. SCRUTINY OF PROJECT PROPOSALS