



PRADHAN MANTRI GRAM SADAK YOJANA

**PROGRAMME GUIDELINES
(PMGSY-IV)**



**GOVERNMENT OF INDIA
MINISTRY OF RURAL DEVELOPMENT
DEPARTMENT OF RURAL DEVELOPMENT**

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C O N T E N T S

Part I - PROGRAMME OBJECTIVES AND GUIDING PRINCIPLES

1. Introduction	1
2. Objectives of PMGSY-IV	2
3. Guiding Principles of PMGSY and Definitions	3

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

4. Funding and Allocation	5
5. Planning for Rural Roads and preparation of project proposals	5
6. Preparation of Detailed Project Reports	8
7. State Level Agencies	11
8. Scrutiny of Project Proposals	12
9. Empowered Committee	13
10. Bidding of Works	14
11. Programme Implementation Units	16
12. Execution of Works and Contract Management	18
13. National Rural Infrastructure Development Agency	20
14. Quality Control Mechanism	21
15. Monitoring	25
16. Maintenance of Rural Roads and Bridges	27
17. Rural Roads Safety	29

Part III - FLOW OF FUNDS, PROCEDURE FOR RELEASE AND AUDIT

18. Flow of Funds	30
19. Audit	32
20. Miscellaneous	32
21. Convergence	34

Annexure (MP I & II format)	36
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1. Introduction

1.1 Ensuring connectivity to unconnected rural habitations is an imperative for ensuring access to government services and rapid socio-economic development. Rural roads also act as infrastructure multipliers and poverty reducers. These roads have led to a notable increase in rural household incomes, improved living standards, and thereby contributed significantly to poverty reduction in rural areas.

1.2 To provide rural connectivity, the Government of India launched the Pradhan Mantri Gram Sadak Yojana (hereinafter referred to as PMGSY-I) on 25th December 2000 to provide all-weather access to eligible unconnected habitations with a population of 500 and above (as per Census 2001) in plain areas and 250 & above in Special Category States (States of North East, Jammu and Kashmir, Himachal Pradesh and Uttarakhand), desert area as identified by Desert Development Programme and 88 selected backward Districts as identified by Department of Home Affairs/Planning Commission, as a strategy for poverty alleviation.

1.3 However, as the programme unfolded, a need was felt to consolidate the existing Rural Road Network to improve its efficiency as a provider of transportation services, side by side with continuing the momentum in fast-tracking the completion of the ongoing PMGSY programme. In the year 2013, to ensure better connectivity to Left Wing Extremism (LWE) affected regions, a special provision was made to provide connectivity to habitations in the population category of 100-249 (2001 Census). Further, in the same year, PMGSY-II was launched to upgrade selected Through Routes (TRs) and Major Rural Links (MRLs) with a target to upgrade 50,000 km in various States and Union Territories (UTs). Subsequently, in the year 2016, rural connectivity projects for Left Wing Extremism Affected Areas (RCPLWEA) was launched as a separate vertical under PMGSY.

1.4 PMGSY-III was launched in 2019 for the upgradation of existing Through Routes and Major Rural Links (MRLs) that connect habitations to Gramin Agricultural Markets (GrAMs), Higher Secondary Schools and Hospitals with a target to upgrade 1,25,000 km in various States and UTs.

1.5 The implementation of PMGSY has also helped in the construction and upgradation of non-PMGSY rural roads by the States/ UTs under their programmes and has helped immensely in improving the socio-economic conditions of the rural masses. Implementing rural road programmes in the States/UTs has also enabled the absorption capacity of the State Construction Agencies such as rural works departments, State PWDs and other State organisations. The implementation of PMGSY, its programme management structure, quality assurance and procurement procedures, etc., has helped the States/UTs better implement road programmes.



1.6 Through the implementation of PMGSY, all-weather connectivity to about 99.6% of eligible habitations has been provided as per Census 2001. The emergence of habitations is a dynamic process and several new habitations have emerged across the States/ UTs that are unconnected. Providing connectivity to these habitations is imperative in accordance with the Government's approach to saturation of basic services and ensuring equitable access to infrastructure, including rural roads. There has been a persistent demand for consideration of the rural population as per Census 2011 as the basis for eligibility of unconnected habitations.

The Union Finance Minister, in her Budget Speech on 23rd July 2024, made the following announcement:

“Phase IV of PMGSY will be launched to provide all-weather connectivity to 25,000 rural habitations which have become eligible in view of their increased population.”

1.7 In view of the above facts and to ensure connectivity to the farthest unconnected habitations in the country, the Government of India has approved the implementation of Phase-IV of PMGSY. Under this initiative, the all-weather connectivity will be provided to about 25,000 rural habitations that have become eligible in view of the increase in their population. While connecting habitations, the nearby important public utility services of the Government should be connected as far as feasible with all-weather roads for the benefit of the rural masses.

1.8 The States/UTs shall identify eligible habitations after a detailed survey as per the directions issued by NRIDA in this regard through the PMGSY Gram Sadak Survey App, and the planning will be meticulously undertaken with the help of Geo-Sadak and PM-Gati Shakti Portal.

2. Objectives of PMGSY-IV

2.1 The primary objective of PMGSY-IV is to provide all-weather road connectivity to about 25,000 unconnected habitations of population size 500+ in plains, 250+ in Hill States/ UTs and North-Eastern Region (NER), Special Category Areas (Tribal Schedule-V Areas, Desert Areas, Aspirational Blocks/ Districts) and 100+ in LWE affected Districts (areas notified by MHA) in 9 States as per Census 2011.

2.2 The Government is keen to facilitate easier and faster movement to and from educational, health, market and growth centres. Therefore, under PMGSY-IV, while connecting a habitation, the nearby government educational and health institutions, market and growth centres should be connected as far as feasible with the all-weather road for the benefit of the rural masses.



2.3 Under PMGSY, roads are covered under a 5-year maintenance contract to be entered into along with a construction contract with the same contractor as per the Standard Bidding Document (SBD). Since the design life of PMGSY roads is ten years, the States have to undertake further five years of maintenance. While implementing PMGSY-III a MoU was signed with the States for undertaking post five-year maintenance. The new connectivity under PMGSY-IV will be permitted to only those States/UTs who have demonstrated through electronic Maintenance of Rural Roads (eMARG) platform that the routine maintenance of PMGSY roads constructed in their State, post 5 years of construction of the road, has been carried out. The post five-year construction module of eMARG incorporates initial rehabilitation, renewal, pre-renewal routine maintenance, post-renewal maintenance and emergency repair works, as required.

2.4 The Department of Rural Development (DoRD) is also implementing the road connectivity component of Pradhan Mantri Janjati Adivasi Nyaya Maha Abhiyan (PM-JANMAN) and monitoring implementation of Vibrant Village Programme (VVP). The PMGSY norms pertaining to distance are being followed under these schemes. Under the VVP, required connectivity is being extended to some identified villages along the International Borders and this will also help in achieving the objectives of PMGSY-IV. Further, under the PM-JANMAN programme, identified Particularly Vulnerable Tribal Groups (PVTG) villages are being provided connectivity. As such, it shall be ensured that there is no duplication of road connectivity components of VVP and PM-JANMAN with PMGSY-IV. The PMGSY-IV, PM-JANMAN and VVP road connectivity components will ensure connectivity to several unconnected habitations.

3. Guiding Principles of PMGSY and Definitions

3.1 The objective of the PMGSY-IV is to provide all-weather road connectivity to the eligible unconnected Habitations. A habitation that was earlier provided all-weather connectivity would not be eligible even if the present road condition 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 all-weather road is one which is negotiable during all weathers, with some permitted interruptions. Essentially this means that at cross drainage structures, the duration of overflow or interruption at one stretch shall not exceed 24 hours at a time and not more than 6 times in a year.

3.4 An unconnected habitation is one with a population of designated size located at a distance of at least 500 metres or more (1.5 km of path distance in case of Hills) from an all-weather road or a connected habitation.



3.5 The rural road network required for providing the ‘basic access’ to all villages/ habitations is termed as the Core Network. Basic access is defined as one all-weather road access from each village/ habitation to the nearby Market Centre or Rural Business Hub (RBH) and essential social and economic services. 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 a market centre or a higher category road, i.e. the District Roads or the State or National Highways. Link Routes are the roads connecting a single habitation or a group of habitations to Through Roads or District Roads leading to Market Centres. Link Routes generally have dead ends terminating on habitations, 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.

The Core Network may not represent the most convenient or economic route for all purposes. However, since studies show 85-90% of rural trips are to market centres, the Core Network is likely to be a cost-effective conceptual framework for investment and management purposes, particularly in the context of scarce resources.

3.6 The population, as recorded in the Census 2011, shall be the basis for determining the population size of the habitation. The population of all habitations within a radius of 500 metres (1.5 km of path distance in the case of Hills) shall be clubbed together to determine the population size. In the blocks bordering the international boundary in the Hill States (as identified by the Department of Home Affairs), however, all habitations within a path distance of 10 kms may be treated as a Cluster for this purpose. 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. This Cluster approach would enable the provision of connectivity to a larger number of Habitations, particularly in the Hill/ mountainous areas. The population, as per Census 2011, is to be certified by competent State Department/ field official.

3.7 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 the services (educational, health, marketing facilities, etc.), which are not available in the unconnected habitation, become available to the residents.

3.8 The PMGSY envisages providing only single road-connectivity. 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.

3.9 Provision of all-weather connectivity to eligible unconnected habitations would be termed as new connectivity. The habitations without connectivity/connectivity



through earthen formation with/ without adequate CDs will be eligible for connectivity under PMGSY-IV. The construction in hill roads, where Stage-I formation has been constructed under PMGSY-I but no crust (Sub-base/base coarse/bituminous coarse/concrete pavement) has been provided will also be eligible under this programme.

3.10 The existing implementation arrangement for PMGSY through National Rural Infrastructure Development Agency (NRIDA) and State Rural Road Development Agencies (SRRDAs) will continue under PMGSY-IV.

4. Funding and Allocation

4.1 Cost sharing pattern:

(i) Under PMGSY IV, the cost-sharing pattern of construction cost for the Central and States/ UTs shall be as under:

(a) All States and UTs with legislature except North-Eastern & Himalayan States	60% Centre and 40% State/UT
(b) In the case of UT of Jammu & Kashmir, North-Eastern and Himalayan States and Union Territories(UTs)with legislature	90% Centre and 10% State/ UT
(c) UTs without legislature	100% Centre

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

(iii) PMGSY-IV will be implemented in the “SNA SPARSH” model, as per instructions of Department of Expenditure, for releasing of funds to the States/ UTs.

5. Planning for Rural Roads and preparation of project proposals

5.1 Proper planning is imperative to achieve the objectives of PMGSY-IV in a systematic and cost-effective manner. This requires revision of District Rural Roads Plan (DRRP), survey, preparation of proposals with prioritization, finalization of alignment and preparation of preliminary Detailed Project Report (DPR).

5.2 The DRRP is an exhaustive list of all rural roads and habitations irrespective of their connectivity status or construction stage. This DRRP is to be updated to cover all



the rural roads showing the habitations with population as per Census 2011. The DRRP will be updated with the objective of mapping all existing roads, habitations in the District as well as the Core Network (existing and required) of PMGSY roads. The NRIDA has implemented the Geographical Information System (GIS) based platform "GeoSadak" to prepare DRRP and Core Network. States will verify and add the habitations to villages in On-line Management, Monitoring and Accounting System (OMMAS), if they are not already part of OMMAS to ensure complete coverage of DRRP. The data of the revised DRRP shall be put on OMMAS and the alignment of the revised DRRP shall be on GeoSadak. Earlier instructions for preparing the District Rural Roads Plan (DRRP) shall be treated as part of guidelines and amended to the extent required by the NRIDA.

5.3A mobile application, named "PMGSY Gram Sadak Survey App", has been developed to identify possible alignments of roads to unconnected eligible habitations. PM Gati Shakti portal with a wider database is available for detailed analysis of data received from the transect walk and will facilitate developing the preliminary DPR. The data captured will be verified at the State level before uploading on Geo Sadak. The SRRDA will ensure that the vetted proposals meet the objectives of PMGSY-IV.

5.4 Preparation of Project Proposals -Comprehensive New Connectivity Priority List (CNCPL)

The Core Network is the only basis for selection of works under PMGSY. Once the Core Network is ready, the States are required to prepare Comprehensive New Connectivity Priority List (CNCPL), at Block and District level, of all proposed road links under PMGSY (with road code, names of habitations being connected with habitations code, population served and length). The unconnected habitations to be covered under PMGSY-IV will be prioritized for providing new connectivity on the basis of earmarking/prioritization under GoI convergence schemes and thereafter on the basis of guidelines of PMGSY-I. In accordance with the objectives of Dharti Aaba Janjatiya Gram Utkarsh Abhiyan, the PMGSY IV will prioritize tribal villages of aspirational blocks and the pockets of high tribal concentration & low development i.e. tribal-majority villages with at least 500 population and 50% or more STs as per census 2011. The CNCPL will be, therefore, grouped in the following order of priority:

Priority No.	Population Size
I	500 and 50% or more STs as per census 2011 under Dharti Aaba Janjatiya Gram Utkarsh Abhiyan
II	Eligible population size as per PMGSY-IV and under convergence schemes of Central Government with rural road component (as specified by DoRD from time-to-time)
II	1000+



III	500-999
IV	250-499
V	100-249

The inputs given by the State Home Department regarding taking up road works on priority due to security issues, if any, will also be taken into account in deciding the priority of roadworks under PMGSY IV.

The CNCPL list will be prepared with the following format:

S. No.	Name of road	Through Route (TR)/ Link Route (LR)	Code in CN	Length	Population served	Habitations to be connected	Present status (earthen track, etc.)	Name & No. of TR associated

5.5 After the CNCPL is prepared and verified it shall be placed before the district Panchayat. The Member of Parliament/ MLAs shall be given a copy of the CNCPL and their suggestions and the suggestions of lower level Panchayati Raj institutions shall be given fullest consideration by the district panchayat while according its approval.

5.6 After approval by the District Panchayat, the proposals would be forwarded by the Project Implementation Unit (PIU) to the SRRDA. The PIU will, at that time, prepare the details of proposals forwarded by the Members of Parliament in Proforma MP-I with the consent of the concerned MP, and action taken thereon in Proforma MP-II indicating the prioritization and other details, 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 in MP-II format itself.

5.7 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.

5.8 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 (MP) have been given full consideration. In all cases where the proposal of an MP has not been included, cogent reasons shall be given to the concerned MP and these shall be recorded in the proceedings of the SLSC.

After scrutiny by the State Level Standing Committee, the 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.

6. Preparation of Detailed Project Reports (DPRs)

6.1 While commencing the preparation of the DPR, the PIU will hold a consultation with the local community through the mechanism of the Gram Panchayat 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., propose tree plantation, moderate any adverse social and environmental impact and elicit necessary community participation in the programme. For this purpose, the PIU shall 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 (if any) and Range Forest officer or his representative (for forest/ wildlife clearance, if required) shall also be associated.
- 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, water etc. shall be identified for resolution.
- iv. At least ten digital photographs per km and videography of the entire Transect Walk and some digital photographs of the Gram Sabha meeting shall 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.

6.2 At the end of the Transect Walk, a Gram Sabha Meeting shall be held and 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 as 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 and photographic and video graphic records of the Transect Walk shall be attached to the finalised DPR.

6.3 The DPR shall be finalized by the State Government based on actual ground survey aligning the information received from the PM Gati Shakti. The finalized alignment will be entered/ corrected on GeoSadak and will be utilized by PM Gati Shakti planning tool



for generating the technical, etc. reports for the DPR. The NRIDA will provide clear guidelines and detailed training, which is required to prepare DPR using PM Gati Shakti.

6.4 The DPRs for the roads under PMGSY-IV will incorporate measures for meticulously ensuring road safety and accessibility standards, including accessibility to specially-abled road users, as laid down under the programme by NRIDA. Use of green technologies, including locally available material with appropriate sustainable technology, shall be used in rural road construction to promote cost-effective and fast construction. Special care shall be taken for the utilization of suitable material obtained by formation cutting, etc. Further, while preparing the DPR of PMGSY-IV, will incorporate international benchmarks and best practices under road construction such as cold mix technology, use of waste plastic in the roads, panelled cement concrete, cell-filled concrete technologies and stabilization techniques, etc. The use of construction waste and other waste, such as fly ash, steel slag, etc., shall also be encouraged. However, it shall be ensured that the new/alternate technologies are cost effective, sustainable and objective based. For adoption of any new technology in road construction, at DPR stage the objective of choosing a particular technology is to be clearly spelt out including the benefits using the technology. After the construction, the technology evaluation is to be done to study the extent to which the objective as mentioned for technology adoption has been achieved.

6.5 All the roads under PMGSY shall be linked to LGD codes of the concerned revenue village. At present, the roads under PMGSY have a unique ID for identification along with details of start and end of the road. The State/UT is encouraged to adopt this ID for managing rural road network.

6.6 The construction of Culverts/ Causeways and Bridges will be allowed only on the roads approved under this programme. The proposal for Long Span Bridges (LSBs) (maximum length of 150 m in normal areas and 200 m in special areas) shall be covered under this programme. However, the cost of the length of the bridge over and above this threshold shall be borne by the State /UT. Separate DPRs shall be prepared for these long-span bridges and will be submitted for approval along with the DPR of the road itself. While preparing DPRs for bridges and other cross-drainage works, the current Schedule of Rates (SoR) prevalent in the State/UT shall be used.

6.7 In case of project preparation for Long Span Bridges, the SRRDA shall ensure that the site of the bridge is inspected jointly by PIU, officer of the level of Superintending Engineer or above or independent bridge expert appointed by SRRDA and State Technical Agency (STA)/ Principal Technical Agency (PTA). The decision on finalization of site, type of bridge and other technical details shall be taken during the inspection and recorded. The States/ UTs shall ensure that the detailed designs and drawings of long-span bridges are made professionally and checked by independent



agencies such as Indian Institutes of Technology (IITs)/National Institutes of Technology (NITs)/ Central Road Research Institute (CRRI)/ State Design Cell at the time of preparation of DPRs. Such DPRs with the vetted structural design shall be submitted to STA/PTA for overall scrutiny and any specific observations based on site visit. Before the actual construction of LSB is started, the structural design shall be proof checked by any IIT's/NIT/State design cell based on actual site conditions and other confirmatory Geo-technical investigations.

6.8 The PIU shall ensure the following in preparing the Detailed Project Reports:

- (i) The Rural Roads constructed under PMGSY-IV shall meet the technical specifications and geometric design standards given in the DoRD's Specifications for Rural Roads, Rural Roads Manual of the IRC (IRC: SP:20 Latest Version) and also, where required, the Hill Road Manual (IRC: SP:48 Latest Version) and other latest version of IRC Codes, Manuals relating to Road Signs, Pavement Markings, Crash Barriers, Safety in construction zones etc.
- (ii) The traffic survey on the existing alignment shall be done meticulously. The choice of design and surface for the road will 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 latest version) and guidelines for the design of rigid pavements (IRC: SP: 62-latest version).
- (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 Panelled Cement Concrete Road or Cell-Filled Concrete Pavement. Appropriate side drains and cross drainage shall be provided to protect the road or the dwellings from damage.
- (iv) **Road Safety:** Proper road safety arrangements shall be made on the roads as per road safety norms. It is prudent to conduct road safety audits at various stages (preliminary stage/ or detailed design stage) of the proposed roads.

6.9 A separate maintenance component, to be funded by the State Government out of its resources, shall also be provided in the DPR, consisting of 5-year routine maintenance cost. The routine maintenance component shall be contracted out along with the construction, to the same contractor as per the provisions of the Standard Bidding Document (SBD).

6.10 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/UT and Central Government in the same ratio as the main project.



6.11 The detailed estimates for roads will be based on the Schedule of Rates (SoR) prepared using the Book of Specifications and Standard Data Book prescribed by the NRIDA. 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.

6.12 The central share shall not be utilized for meeting the cost of royalty on material of local origin for construction of rural roads under PMGSY-IV.

6.13 It shall be ensured by SRRDA that work sanctioned or completed in its totality previously under PMGSY is not included in PMGSY-IV.

6.14 Costing of projects under PMGSY-IV

- i. The cost of each project will cover the cost of construction and administrative costs. The cost of construction and administrative costs will be shared between the Central Government and the State Government in the ratio given in para 3.1 above. However, the tender premium, cost of higher specification, cost of escalation, cost overrun etc. shall be borne by the State Government.
- ii. Maintenance costs will be borne fully by the State Government.

7. State Level Agencies

7.1 The State Level Agencies shall be as per provisions of Clause 6 of PMGSY-III guidelines.

7.2 For implementation of PMGSY IV, the SRRDA shall have an exclusive GIS cell with dedicated qualified/trained GIS personnel to ensure that various GIS enabled IT solutions are properly used and monitored in SRRDA. The IT Nodal Officer working under SRRDA shall be supported by appropriate staffing depending on workload.

8. Scrutiny of Project Proposals

8.1 The SRRDA shall ensure that the intimation for process of revision of DRRP and initiation of preparation of project proposal through use of various IT platforms is provided to STAs, so that the STAs are able to prepare plan for scrutiny.

8.2 After making entries in the On-Line Management, Monitoring and Accounting System (OMMAS) Software, the PIU will forward the annual proposals along with the Detailed Project Reports to the STAs for scrutiny of the design and estimates. It shall



be ensured that all requisite details of the DPRs are entered in OMMAS to enable the STA to complete the online check.

8.3 After verifying that the DPRs have been entered on OMMAS, the DPRs shall be scrutinised by the STAs in the light of the PMGSY Guidelines, DoRD Specifications, Rural Roads Manual 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 shall in particular check the following:

- (i) Conformation of Priority list
- (ii) Proceedings of the Survey by PMGSY Gram Sadak Survey App and Transect Walk.
- (iii) Certificate of land availability and forest clearance
- (iv) Presence of required technical reports, including geotechnical reports
- (v) Conformation to design standards as per properly conducted traffic survey
- (vi) Separate DPR for bridge where length of bridge exceeds 15 meters
- (vii) Resource efficiency in design, including use of local and marginal materials, fly-ash, climate resilience and green technologies
- (viii) 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.
- (ix) Road safety engineering measures as integral part of the design, estimate and the DPR.

8.4 Since the roads taken up are for providing connectivity, the design shall satisfy the projected traffic requirements.

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

8.6 The SRRDA shall 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 and PTAs. DPRs shall be test checked based on OMMAS data entries. The annual proposals for each State shall 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.

8.7 Under PMGSY-IV, the scrutiny of project proposals will be made 100% on-line at all levels. The projects shall be uploaded on OMMAS by the executing agencies for scrutiny at STA level with all details including estimates and drawings. STAs shall



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 will be done parallel to the approval process and used mainly to improve quality of DPRs. The NRIDA shall scrutinize 15% of DPRs on a representative basis, conduct field visits wherever required and prepare list of scrutinized DPRs with detailed technical scrutiny note.

9. Empowered Committee

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

9.2 The Department shall communicate the clearance of the proposals to the State Government. It may, however, be noted that clearance by the Department does not imply Administrative or Technical sanction of the proposals. The procedures of the State Government / SRRDA in this regard shall be followed. The Authorised Officer of the Executing Agency shall record the Technical Sanction on each DPR before action is taken to tender the works.

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

9.4 The Composition of Empowered Committee is as given below:

- i. Secretary (RD)- Chairman
- ii. Financial Adviser (RD) -Member
- iii. Adviser, NITI Aayog-Member
- iv. Director, CRRI –Member
- v. DG, Roads, Ministry of Road Transport and Highways –Member
- vi. Secretary General, IRC -Member
- vii. Additional Secretary/ Joint Secretary (RC) -Member Convener
- viii. Representatives of the State Government or Union Territory would be special invitees

10. Bidding of Works



10.1 After the annual proposals have been cleared and Technical Sanction accorded, the Executing Agency shall invite bids. The well-established procedure for bidding, through competitive bidding, shall be followed for all projects. The procurement of works under PMGSY-IV shall be through e-procurement on GePNIC or other e-procurement portal notified by NRIDA. All the projects scrutinised by the STA and cleared by the Department, shall 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.

10.2 Since PMGSY places high emphasis on time and quality, States shall take steps to increase competition and to realistically assess bid capacity. To this end, States shall ensure that all bidding notices are put out on the internet under the GepNIC Portal i.e. <https://pmgsytenders.gov.in/>. 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 bids in the interest of speeding up the process.

10.3 The bidding and contracting process and time periods shall be as per the SBD. The State shall at all times update the OMMAS tendering module. Details of contracts entered into shall also be immediately entered into database.

10.4 Cost Variations: The DPRs shall be prepared after proper ground verification minimizing the need for change of scope of works. Once the Department of Rural Development issues the project sanction, the Chief Engineers (CEs) of the State Rural Road Development Agencies (SRRDAs) issue the Technical Sanction for each work. During the preparation of the Technical Sanction, cost variations may occur compared to the originally sanctioned amount. In such cases, the following guidelines shall be followed:

- i. **Variation within 10% of the original Sanctioned Amount:** If site-specific conditions or other factors lead to a variation in cost that is within 10% of the original sanctioned amount, the following steps must be taken:
 - a) The excess amount can be absorbed within the originally sanctioned cost at the district level for that batch.
 - b) If the excess cannot be absorbed at the district level, it may be absorbed within the sanctioned cost at the State/UT level for the same batch. If absorption within the sanctioned cost for the same batch is not possible, the excess shall be borne by the State.
 - c) The SRRDA shall ensure that the variations are entered in OMMAS along with the approvals of the competent authority.
- ii. **Variation exceeding 10% of the sanctioned cost:** If the variation exceeds 10% (either plus or minus) of the originally sanctioned cost, prior approval from NRIDA shall be obtained before issuing the Technical Sanction.



- iii. **Scope changes and Technical Sanction variations:** Any variation in the Technical Sanction caused by changes in the original scope of work*, regardless of the amount, requires prior approval from NRIDA before the Technical Sanction is issued.
- iv. **Other Cost Increases:** If the completion cost exceeds original technically sanctioned amount due to factors other than tender premiums (such as unforeseen site conditions or additional work), SRRDAs shall seek prior approval from NRIDA.
- v. **Tender Premium:** With the use of annual State Schedule of Rates, it is expected that on an average, the bid value would approximate the estimated value. All costs due to time overrun, arbitration/judicial award shall be borne by the State Government/UT. In case the value of bids received is above the estimate that has been cleared by the Department, the difference (bid premium) pooled for the entire District for works cleared in a batch will be borne by the State Government.

[*Original Scope of Work refers to the set of tasks, activities, quantities, and deliverables as outlined in the project documentation at the time of project approval. This includes:

- i. **Project Activities:** The specific tasks, construction processes, and objectives initially defined in the project, such as road construction, infrastructure development, or other associated works.
- ii. **Quantities:** The estimated quantities of materials, labor, and resources required, based on the initial project design and specifications.
- iii. **Specifications and Standards:** The technical specifications, standards, and guidelines set out for the project to ensure its quality and compliance with relevant norms.
- iv. **Timeline:** The approved timeline for completing the work or specific project phases.
- v. **Cost Estimate:** The original financial allocation for the entire scope, including construction, material, labor, and overhead costs.

In the context of changes, technical changes required due to site-specific conditions—such as alterations in terrain, unexpected geological conditions, or other unforeseen factors encountered during execution—are considered part of the Original Scope of Work. These changes are incorporated to ensure the successful completion of the project according to the approved objectives, even though they may result in variations from the initial estimates. Any adjustments to quantities, specifications, or methodologies due to site conditions that align with the original objectives and purpose of the project shall be treated as part of the scope.]

10.5 The works under PMGSY-IV are required to be completed within a period of 12 months from the date of issue of work order. However, in LWE affected areas and aspirational districts/ blocks, States may allow a maximum period of 18 working months. It has been observed that the bid process and approval take much more time than what is



prescribed by NRIDA. To ensure timely completion of works under PMGSY-IV the SRRDA shall ensure that the bid process and its approval are necessarily obtained as per existing provisions. In case, SRRDA is not able to award the work within a maximum period of 120 days, the information of delays in bid processing will be sent to NRIDA who will analyse the reasons for delay and submit the case to Department of Rural Development. The Department of Rural Development, if delays are unjustifiable, may cancel the sanction of that work.

10.6 Within 15 days of the date of Work Order, signboards along with the Logo of the PMGSY shall be erected at the site of road works. The signboards shall 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.

11. Programme Implementation Units

11.1 At the District level, the Programme is being coordinated, and implemented through a dedicated PIU, 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.

11.2 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	Percentage of Annual Allocation
(a) Admin. expenses for PIUs	0.75%
(b) Travel Expenses of PIUs	0.50%
(c) Admin. & Travel expenses (SRRDA)	0.25%
(d) Independent Quality Monitoring (2nd tier)	0.50%*

**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 and 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 operationalization of OMMAS would be a permissible item of administrative expenditure.
- iii. Procurement of laboratory equipment 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. “SNA SPARSH” model for the flow of funds to the States/ UTs shall also be used for the Administrative expenses. In case works lapse or are dropped at a later stage, necessary adjustment will be made while releasing the next tranche of expenses.
- v. 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.
- vi. 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 2.0% 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 as per directions of the Department of Rural Development.
- c. The funds released under Administrative Expenses Funds shall be spent by the States maximum up to 2.0% 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.

11.3 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.

12. Execution of Works and Contract Management

12.1 Before the commencement of the execution of work, the SRRDA shall ensure that all the conditions laid down by the Department of Rural Development in letter of sanction of the project are compiled and relevant report is submitted to NRIDA through OMMAS within 60 days of issue of sanction letter. NRIDA will consolidate such reports every month and submit the consolidated report to the Department of Rural Development.

12.2 The relevant projects would be executed by the PIUs and completed within a period of 12 working months from the date of issue of the Work Order. However, in LWE affected Districts/ Blocks, NE & Hill States, and Aspirational Districts/ Blocks, 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 and its uploading on OMMAS, deployment by the Contractor of the requisite number of engineers and setting up of the Quality Control Laboratory at site. It is further 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) In case of NE & Hill States, Aspirational Districts/ Blocks and LWE affected Districts/ Blocks, the time limit up to 18calendar 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 Department of Rural Development, Govt. of India.
- (iv) Similarly, time period of 21-24 months would be allowed for completion of cross-drainage works exceeding 15-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 Department of Rural Development. These conditions may be incorporated in the bid documents for bids to be invited for PMGSY projects in future.
- (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.

12.3 With the above schedule and considering 45 days as the average tendering time, all cleared works will be able to be reported as completed at the end of 20th month from clearance by the Department. The eligibility for release of second instalment of subsequent year's cleared works will be determined accordingly.

12.4 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 shall 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.

12.5 Upon approval of bids, fixation of agency (contractor) and issue of Work Order consequent to agreement with the contractor, the process of contract management will start and the PIU shall ensure that contract is managed properly keeping in view the conditions of contract. Regular contract review meetings shall be organized by PIU with contractors and consultant (if deployed), and issues pertaining to executions such as delays, deficient quality, hindrance in execution and other relevant issues shall be discussed in the meeting and minutized. In case of delays with respect to milestones, non-compliance with regard to quality and other critical issues, the notices shall be issued to the contractor as per provisions of the contract given reference of particular clauses of the contract. The issue raised by the contractor through letters or otherwise shall be carefully addressed and replied timely by the PIU in writing. The action for levy of liquidated damages shall be closely monitored by not only PIU but also senior officials of the executing agency. In case the work is to be terminated for violation of



conditions of the contract or because of fundamental breach, the PIU shall ensure prompt action after giving due notices as per contract.

12.6 The routine maintenance of the roads is performed by the contractor after completion of the construction part. The monitoring of routine maintenance along with meticulous contract management is extremely important, therefore, the PIU shall ensure that fundamental measures, in paragraph 12.5, are equally applied to the routine maintenance works also.

12.7 PMGSY-IV will promote execution of works with green technology; the appropriate local material is required to be used in rural roads construction, wherever feasible, in order to promote cost effective and fast construction. Necessary equipment and machinery shall be used to ensure proper quality of work in rural road construction. The machinery and equipment required for rural roads construction are preferably made in the country in line with the objectives of Atmanirbhar Bharat.

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

12.9 NRIDA shall develop and issue comprehensive guidelines for a transparent contractor rating system to incentivize competition, quality, efficiency, and timely completion of PMGSY projects. Additionally, NRIDA will implement Standard Operating Procedures (SOPs) and detailed guidelines to ensure strict compliance with the five-year defect liability period (DLP) and beyond this for another 5 year, performance-based maintenance contract system ensuring the sustained performance of roads in its 10-year design life. This shall be executed through the e-MARG module, applicable to all eligible ongoing works and new projects sanctioned under PMGSY Phase IV.

12.10 Anything regarding procurement management, contract management, execution, quality control, release of payments to contractors etc, not mentioned above, shall be as per guidelines already issued from time to time by DoRD (NRIDA).

13. National Rural Infrastructure Development Agency

13.1 The Department 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 through eMARG
- (x) Road Safety and Road Safety Audit
- (xi) Communications and Digital Technologies
- (xii) Geo-graphical Information System
- (xiii) Maintenance Management including eMARG

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

13.3 The NRIDA may 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.

14. Quality Control Mechanism

14.1 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 work will be effectively supervised.

14.2 A three-tier Quality Control mechanism as envisaged under the existing PMGSY verticals shall be applicable for projects under the PMGSY-IV as well. The State Governments would be responsible for the first two tiers of the Quality Control Structure. NRIDA will manage the third tier of quality control mechanism.

14.3 The NRIDA has already issued general guidelines on Quality Control and prescribe a Quality Assurance Handbook (December 2016) 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 before start of the work. 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 satisfactory as per relevant specifications. These details will be recorded in Quality Control Register for the works



and uploaded on OMMAS. The Standard Bidding Document shall incorporate suitable clauses for ensuring Quality Control and a Performance Guarantee by the Contractor.

14.4 The PIU as the first tier, has the primary responsibility of ensuring that all the materials utilized in the project and the workmanship in execution conforms to the prescribed specifications. As the first tier, the PIU will supervise the site quality control laboratory set up by the contractor. The PIU shall approve the location of the site lab established by the contractor and ensure that all the prescribed tests are carried out as per specified frequency at the specified time and place, by the specified person/ authority. Any change in location of field laboratory shall be approved through the same process as indicated above.

14.5 The 1st tier supervisory officers of the level of AE and EE shall exercise “Stage Passing” through quality control checks and certify the work of various stages on the basis of tests and their frequency indicated as prescribed under “Quality Control Checks” in the concerned chapters of Quality Assurance Handbook for Rural Roads, published by NRIDA from time to time. The officer certifying the work at various stages as prescribed shall be responsible for the quality and quantity of the work certified by them. In this regard, detailed instructions issued by NRIDA shall be applicable.

14.6 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), are expected to carry out regular inspections and 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 STAs. The State Governments shall issue detailed guidelines in this regard. The findings of State Quality Monitor (SQM) reports shall be uploaded in OMMAS and made available in the public domain. The SQM shall be not below the rank of Executive Engineer and preferably at the level of Superintendent Engineer or equivalent or above from a Govt. organization, either retired or working and also shall be independent of PIU / SRRDA. The State may also deploy independent agency for this purpose. The qualifications and experience of SQMs, modalities for inspection etc. will be as per directions of NRIDA in this regard. It shall however be ensured that the SQMs are drawn from only those organizations which are constructing and maintaining roads.

14.7 The State Quality Monitors (SQMs) shall report the quality of material and workmanship of the projects in the prescribed e-format and support the observations through e-test reports. The complete e-forms of the report supported by test results and geo-referenced/ time stamped photographs item-wise abstract of reports shall be uploaded in Programme MIS- OMMAS. These reports shall be made available in public domain. Depending upon the length of the road and the span of the bridge, a greater number of SQM inspections shall be ensured by the State.



14.8 Given the increasing number of long-span bridges being constructed under PMGSY, greater emphasis on bridge quality is necessary. Bridges with spans up to 75 m will be inspected three times by SQMs, following existing provisions. For bridges with spans exceeding 75 m, SQM inspections will occur five times at various stages of construction, with an additional inspection upon completion to ensure thorough quality control throughout the construction process.

14.9 Each State Government has appointed a senior Engineer (not below the rank of Superintending Engineer) to function as State Quality Coordinator (SQC) at the State level. His function is 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 and State Quality Monitors. The State Quality Coordinator is part of the SRRDA. The State Quality Coordinator (SQC) shall be appointed keeping in view the following: -

- (i) She/ He should be a 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.

In view of requirement of continuity in quality monitoring at State level it is desirable that SQC shall be appointed for a period of not less than two years.

14.10 As the third tier of the Quality Control Structure, the NRIDA will engage Independent Monitors (retired senior engineers of the level of SE and above) or an agency for carrying out inspection at random, of the projects under the Program. These people will be designated as National Quality Monitors (NQMs). In addition to retired officials, NRIDA may empanel working officials of the level of Superintending Engineer (SE) and above as National Quality Monitors for conducting inspections outside their cadre state and for cross-learning.

14.11 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 inspection shall focus on the Quality Control aspect of the work and also report on the general functioning of the Quality Control mechanism in the district. The qualification and experience of NQMs, inspection and reporting, action taken reports and other details will be as per instructions of NRIDA in this regard. It shall however be ensured that the NQMs are drawn from only those organizations which are basically implementing construction and maintenance of roads.



14.12 The SRRDA shall ensure that the PIU officials are available for the inspections by NQMs.

14.13 In case the 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 stipulated. Till such time the work remains as 'unsatisfactory', payments for the works will not be released. Action Taken Reports on NQM reports of completed works to be submitted by the SRRDA within six months.

14.14 Recurrent adverse reports about the quality of road works or their maintenance in a given District might entail suspension of sanctioning of the new projects under the Programme and release of funds in that area till the underlying causes of defective work have been addressed and accepted by NRIDA.

14.15 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 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 inquired into by the PIU or if circumstances so require, by deputing a State Quality Monitor or by an independent team.
- (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/Ministry of Rural Development.
- (v) Complaints received through the Department of Rural Development / NRIDA will normally be sent to the State Quality Coordinator for inquiry and necessary action. In case a 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 or a team of experts and further processing will be done only on the basis of NQM / report of the team.
- (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 this complaint handling mechanism.



14.16 Quality Control expenses of the second tier will be borne by the programme as per these Guidelines. An amount of 0.50% of the cleared project cost shall be released to the SRRDA for the purpose, as a proportion of the programme fund released.

14.17 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.

14.18 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.

14.19 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. A joint inspection of the project(s) may be arranged as per their convenience.

14.20 In sum, the PIU as the first level of quality control is directly responsible for quality management, i.e. always ensuring that 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 and provide hand holding support to the PIU, wherever required. The third level of quality control is 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. This tier is aimed to identify systemic issues in quality management system of the district/ State, if any, and suggest remedial measures required. The three sub-systems are thus not interchangeable and need to work in tandem.

15. MONITORING

15.1 Effective monitoring of the Programme being critical, the State Governments/UTs will ensure that the officials are prompt in sending the requisite reports / information to the SRRDA as well as the NRIDA. The 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.

15.2 The State Government would provide necessary manpower, space and facilities to set up the Computer Hardware at the District and State Level.

15.3 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. Secretary in-charge of PMGSY implementing department in the State 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 shall not be taken.

15.4 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-IV.

15.5 The implementation of projects under PMGSY-IV will be monitored through Regional Review Meetings, Empowered Committee Meetings, and 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-IV to function as a paperless management programme, and regular updation of OMMAS data by the implementing agency would be the prerequisite 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.

15.6 The District Vigilance & Monitoring Committee/ District Development Coordination and Monitoring Committees (DISHA) set up by the Department will also monitor the progress and exercise vigilance in respect of PMGSY-IV.

16. MAINTENANCE OF RURAL ROADS AND BRIDGES

16.1 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, 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 and bridges.

16.2 At State level, the funding of maintenance of rural roads and bridges can be sourced from mandi tax/ cess and mining cess, etc. States may use District Mining/Mineral funds for construction/maintenance of the roads in convergence model in case of mining areas keeping in view the traffic load of these roads.

16.3 Roads and Bridges constructed under PMGSY since PMGSY I are required to be maintained in view of providing sustainable rural connectivity. Therefore, all roads and bridges constructed under PMGSY shall be maintained by the State Government through one single agency, preferably the SRRDA or the executing agency which has constructed the road and bridge.

16.4 The estimated sanctioned cost of any road project encompasses the construction cost, a five-year defect liability cost (for routine maintenance based on a Performance-Based Maintenance Contract as per NRIDA's Standard Bidding Document, executed through the e-MARG module), and additional costs for routine maintenance and renewal after the five-year defect liability period. These are monitored through the e-MARG module, in accordance with the Standard Operating Procedures (SoP) issued by NRIDA for both pre- and post-five-year DLP. Under the Memorandum of Understanding (MoU) between the DoRD and the State Government/UT, the Central Government funds the construction cost, while maintenance costs for up to 10 years are borne by the State/UT Government. To qualify for Central Government funding, the State/UT's share, which includes both the construction cost and the 10-year maintenance cost as approved in each Detailed Project Report (DPR), must be credited to the PMGSY fund. To ensure timely credit by the State/UT Government, DoRD requires that maintenance funds be deposited into the works account, with 50% by May 31 and the remaining 50% by November 30 of each financial year, prior to releasing the central share.

16.5 Since the new connectivity links and the rural Through Routes/Major Rural Links constructed under PMGSY in its previous phases carry comparatively larger traffic and keeping them in good condition is particularly important, the new connectivity links and 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.

16.6 The SRRDAs were advised to develop road maintenance cells to ensure effective monitoring of maintenance aspects of rural roads. All SRRDAs shall ensure that this maintenance cell is operating efficiently in the State. Bridges constructed under PMGSY are also required to be maintained efficiently, therefore, the SRRDAs shall ensure effective monitoring of these bridges. For ensuring this, the road maintenance cell of the SRRDA shall include bridge expert with appropriate qualification and experience. The State shall also develop a manual for inspection and maintenance of bridges. The maintenance of roads and bridges under this programme shall be governed by the provisions of latest IRC/NRIDA guidelines in this regard. State shall include 5 years bridge Defect Liability Period (DLP) including routine maintenance, as is being done for road component, in the Bidding Document.

16.7 The State Governments shall endeavour to utilise the services of Self-Help Groups (SHGs) for routine maintenance of roads during Defect Liability Period(DLP)/ after DLP. Capacity building of SHGs shall be done by the SRRDAs for maintenance of roads. Guidelines for utilizing services of SHGs in maintenance of PMGSY roads will be issued by NRIDA.

16.8 State Governments shall endeavour to develop sustainable sources of funding for maintenance of rural roads after defect liability period and shall ensure that the SRRDA:

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



16.9 For ensuring sustained maintenance, a Rural Road Maintenance and Asset Management Policy needs to be put in place/ strengthened and followed by the States/UTs. The provision of a Rural Road Maintenance and Asset Management Policy will also include bridges. The policy evolved by the State incorporating State specific conditions ensuring adequate maintenance investment, shall 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.

17. Rural Roads Safety and accessibility measures

17.1 Road safety of PMGSY roads shall be enhanced by implementing geometric standards, specifications, proper placement of essential traffic signs and markings, and the adherence of road users to traffic rules. Any compromise on these aspects will result in roads with sub-standard safety norms. Roads shall be built to adhere to the standardized safety norms rather than attempting improvements later. In this regard, it is prudent to conduct road safety audits (RSAs) at the planning and design stages before execution. These audits are essential to understand the safety hazards during the construction and propose road safety measures for all new connectivity.

17.2 Road safety is a multi-disciplinary activity. It involves joint and complimentary inputs by the departments dealing with roads, police, transport, health, insurance, and educational institutions. Support may also be required from mass media, local communities, civil society, and non-government organizations. A Rural Road Safety Manual has been prepared by the NRIDA and circulated to all SRRDAs to construct safer rural roads. This Manual shall be strictly followed at DPR preparation stage and also execution stage. It 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 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).

17.3 Broad guidelines on road safety engineering measures in road projects under PMGSY-IV will be updated by NRIDA separately. The cost of implementing these engineering measures for road safety (excluding land acquisition), will be a part of construction cost and shall be included in the Detailed Project Report.



17.4 It is also necessary to sensitize the communities and users of rural roads to road safety concerns and their role in reducing the accident burden. Several methodologies are at work in designing and organizing public advocacy campaigns that target road user behaviour 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 risks the entire community.
- (iii) Convincing that safe road use behaviour benefits them and their society.
- (iv) From among the local communities, an attempt could be made to identify and select safety champions/ volunteers to act and serve as facilitators.

17.5 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 shall be incorporated. A Road Safety Module shall be developed within the OMMAS by NRIDA.

17.6 While preparing DPRs, the “Accessibility Guidelines for person with disabilities (PWDs) for Rural Roads” are to be followed.

18. FLOW OF FUNDS

18.1 The cost of the project will include cost of construction (preparation of DPR and construction cost). The Administrative costs will be limited to 2.00% 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 para4.1 (i). 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 shall also entail 5-year routine maintenance contract. The entire cost of maintenance will be borne by the State government/UT.

18.2 SNASPARSH mechanism shall be used for the flow of funds to the States /UTs under PMGSY-IV.

18.3 The interest accrued on the funds deposited in the banks as well as amount received towards liquidated damages, if any, are Miscellaneous receipts, shall be remitted to CFI/CFS, in the ratio of their funds sharing pattern.

18.4 Sanction of Administrative Expenses fund i.e. 2.00% of Central share of the construction cost would be issued through a different sanction letter for accounting purposes.



18.5 In order to monitor the sharing of fund between Central and State for PMGSY-IV 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.

18.6 The accounting entries have been fine-tuned keeping in view that the expenditure when done from SRRDA and PIU level, then project-wise expenditure is 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 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.

18.7 The issuance 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 (for SD Account).
- (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. Outputs of the relevant modules of the OMMAS, duly certified by the SRRDA as being correct and verified by the NRIDA
- (v) A certificate from CEO of SRRDA that Maintenance funds required as per maintenance contracts in force (both DLP and post DLP) had been spent during the previous financial year.

18.8 For issue of any Sanction after May of a year, the certificate shall 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 shall be for 100% of such funds.

18.9 For the purpose of issue of Sanction for funds, the State would be taken as a Unit. The banking arrangements, procedure for operation of bank account and other modalities for operationalizing the scheme will be made as per the extant provision of SNASPARSH module.



18.10 Flow of funds for all three component i.e. programme fund, administrative fund and maintenance fund shall be aligned in accordance with the concerned provision of the SNASPARSH guidelines, as issued from time-to-time.

19. Audit

19.1 The SRRDA will ensure that the accounts (including those of PIUs) are audited by a Chartered Accountant selected from a panel approved by the C&AG, 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. The auditor will not take up any other work of SRRDA to ensure his independence. No auditor will continue to be SRRDA auditor for a period exceeding three years

19.2 The OMMAS based audited financial statements (for all funds i.e. Admn., Program and Maintenance) including the audit report shall be sent to the SRRDA within six months of closing of the financial year.

19.3 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)/ Internal Audit Wing, O/o Chief Controller of Accounts ,DoRD. The Audit of the work done by the C&AG may cover aspects of quality, in addition to financial audit.

19.4 Both the State level Agency and the PIUs must provide all relevant information to State and district level Vigilance and Monitoring Committees/ DISHA.

20. MISCELLANEOUS

20.1 The States/ UTs shall enter into a MoU with the Ministry prior to submission of proposals for the first batch under PMGSY IV. This MoU shall inter alia specify the following issues pertaining to quality management, executional capacity, online programme and accounts management, road safety and community participation:

a) The State/ UT has demonstrated through eMARG that the routine maintenance of PMGSY roads constructed in their State, post 5 years of construction of the road, has been carried out. The post five-year construction module of eMARG incorporates initial rehabilitation, renewal, pre-renewal routine maintenance, post-renewal maintenance and emergency repair works, as required;

b) The State/ UT shall implement the scheme through the SNA SPARSH model;

c) Survey of candidate alignments and habitations shall be taken up through Gram Sadak Survey App;



- d) PMGSY bridge maintenance policy shall be adopted in the first year of implementation of PMGSY IV;
- e) Emphasis shall be accorded on technologies specified under New Technology Vision 2022 and circulars issued by NRIDA from time-to-time;
- f) The State/ UT shall endeavour to utilise the services of Self-Help Groups (SHGs) for routine maintenance of roads during DLP/ after DLP;
- g) The State/ UT shall ensure that accessibility measures and rural road safety guidelines/ instructions from NRIDA are followed while preparing the DPRs; and
- h) The State/ UT shall submit Action Taken Reports on NQM inspections within stipulated time.

20.2 The construction of rural roads is being done using intermediate technology and therefore it generates direct employment. Consequent to construction of rural road substantial indirect employment opportunities are created for the rural masses.

20.3 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.

20.4 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 shall also be introduced in a few Industrial Training Institutes (ITIs) in each district. Rural Connectivity Training And Research Centers (RCTRCs), Rural Road Network Management Units (RRNMUs) could be requested to formulate a skill development strategy for construction workers for rural infrastructure including rural roads.

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

20.6 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 shall be followed for plantation of trees along the roads constructed under PMGSY-IV.



20.7 NRIDA has issued detailed guidelines for using New Technologies under PMGSY. States and Union Territories would mandatorily construct roads under PMGSY-IV as per Vision Document on New Technology Initiatives and Guidelines – 2022 issued by NRIDA.

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

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

20.10 The Operations Manual and Accounts Manual shall be followed for detailing the operational and accounting aspects under PMGSY-IV.

21. CONVERGENCE

21.1 Rural connectivity and consolidation of the rural road network is not an end in itself; it is a means for providing access to services and ensuring service delivery. It is expected that the PMGSY-IV 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. The PM Gati Shakti portal will be used for obtaining data on institutions likely to be benefited through the new connectivity.

21.2 District mining/ minerals funds shall be used for construction and maintenance of rural roads under PMGSY in convergence model in case of mining areas keeping in view the mining traffic load on these roads.

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



Annexure

MP-I

PRDHAN MANTRI GRAM SADAK YOJANA (PMGSY)

**Proposals received from MPs
(to be filled by PIUs on receipt)**

Name of District:

Year:

Name of MP:

Constituency:

Sl. No.	Name of Road proposed	Whether included in Core Network	Order of priority

Total no. of Roads:

Total number of roads included in Core Network:

Sign of PIU Head:

Sign of MP:

MP-II

PRDHAN MANTRI GRAM SADAK YOJANA (PMGSY)

**Action on Proposals of MPs included in Core Network
(to be filled up by PIU after consideration by District Panchayat)**

Name of District:

Year:

#	Name of MP	Name of Road*	Road Code	Order of Priority	Cost (Rs. Lakhs)	Whether approved by District Panchayat	Reasons, if not approved

*Extracted from MP-I in respect of roads in Core Network

Sign of PIU Head: