Pradhan Mantri Gram Sadak Yojana (PMGSY)

India has a road network of 46.9 lakh km, the second largest in the world. While road transport is a vital artery to India's economy, the pace of construction has not kept up with the exponential increase in motorized vehicles. According to a recent study, it was estimated that India will need to invest $1.7 trillion for its roads to support the rising GDP growth. Roads enable the country's transportation sector to contribute 4.7% towards India's gross domestic product, in comparison to railways that contributed 1 %(2009–2010).

Extent of the problem

- Of the total road systems, National Highways comprise 79,116 km, which is only 1.7% of the total road network, but carry 40% of the road traffic, which points to the underutilization of arterial and local roads.
- The pace of addition of road network has been extremely slow in the country, as could be understood from the data on National Highways; only 47,795 km of national highway has been added since 1980, 23,814 km was added during 9th plan (1997-2002).
- While the overall road network of India is world's second largest, quality wise the network performs in the bottom 50% countries of the world; India has less than 0.07 km of highways (all season, 4 or more lane) per 1000 people (2010) which is extremely low as compared to France (15km per 1000 people) and United States (21km per 1000 people).

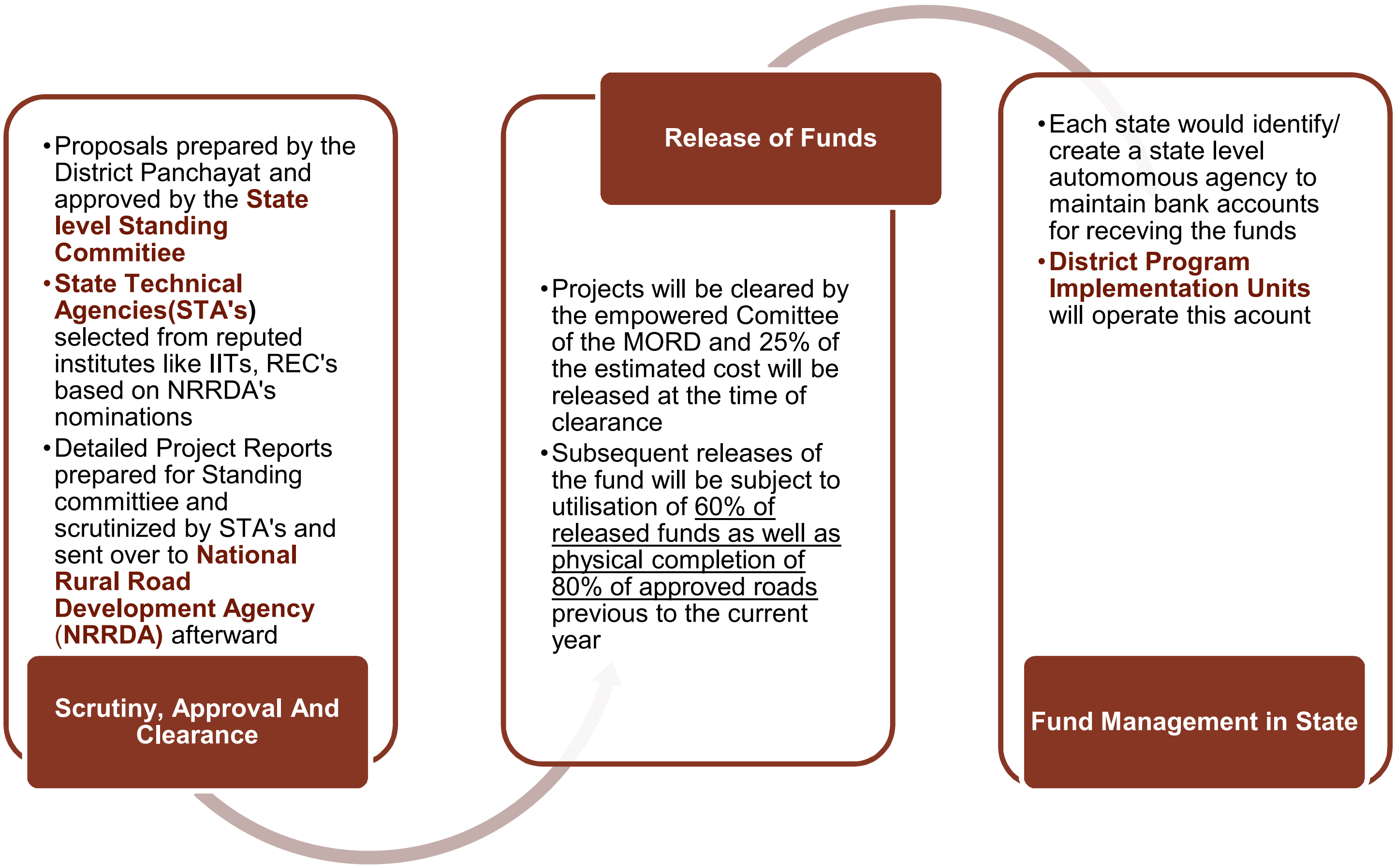
Objective

PMGSY aims to upgrade eligible existing 'through routes' and major 'rural link routes' to ensure full farm to market connectivity. It will work to provide all weather connectivity to all habitations having population of:

- 500 or more in plain areas
- 250 or more in Hill states, Tribal areas, Desert areas
- 60 LWE affected/ IAP districts.

Framework for Implementation

All roads under PMGSY are to be prioritized out of the Core Network as per the guidelines dependant on population size and giving preference to 'New Connectivity'. The 80% of State's allocation will be distributed among the districts on the basis of road length needed to provide connectivity to unconnected habitations. The district-wise allocation of funds would also be communicated to the Ministry / NRRDA every year by the State Government. The Rural Roads Manual (published by the Indian Roads Congress) allows for a carriageway of 3.0 m where traffic intensity is less than 100 MVD (motorized vehicles per day) and where the traffic is not likely to increase due to situation like dead end, low habitation and difficult terrain condition



Funding Mechanism

The funding flows from the **Ministry of Rural Development** to State Accounts specifically maintained for implementation of PMGSY. The chart below explains the exact flow of funds from center to State. The responsibilities shared by **State Governments** are:

- Cost escalation, if any, due to changes in design of time-overruns or tender premium will be borne by the State Governments.

- **Ensuring the quality of the road works shall primarily be the responsibility of the State Government/Union Territory Administrations, who are implementing the program**. In addition, District Vigilance and Monitoring Committee (which includes the all Member of Parliament and other elected representatives in the district) set up by the Ministry of Rural Development will also monitor the progress under the Scheme.

    - Roads under PMGSY are required to be maintained by the State Governments. State Governments have to communicate a satisfactory mechanism for the maintenance of rural roads under PMGSY in order to be able to receive Program assistance. The Scheme envisages Performance Guarantee for five years by the Contractor. Thereafter, the road may be transferred to Panchayati Raj Institutions for maintenance.

Opening the PMGSY Account

State Rural Road Development Agency (SRRDA) selects a Bank branch with internet connectivity at State HQ of any Public Sector Bank or Institution based Bank for maintaining various accounts for program management, administration and Maintenance purposes

SRRDA communicates to **NRRDA** and Ministry the Account details.

MoRD releases the program funds, administrative and travel expenses and quality control funds respectively into the Programme and Administrative account.

MoRD/NRRDA's Role

The Bank, SRRDA and NRRDA enter into tripartite MoU

PMGSY adopts a project approach where road works have to be completed within a specific time

Funds for the cleared projects will be made available to SRRDA in 2 instalments.

The first instalment (50% of the cleared value of projects) or annual allocation (whichever is lower) to be released on fulfilment of conditions, if any, stipulated earlier.

Fund Flow from State Government

State Government credits the Administrative account with funds for the proper functioning of SRRDA.

Funds for administration of maintenance contracts of PMGSY roads are credited to the Maintenance Account of SRRDA.

The State Government credits the programme account with funds in order to meet works related expenses not funded under PMGSY, and to meet cost escalation, tender premium and other programme expenses which are the responsibility of the State Government.

Taking PMGSY Forward – Phase II

The Phase II of the program is operational under the 12th Five Year Plan but can only be availed by states that have received all sanctions for new connectivity and up-gradation under PMGSY-I.

The second phase of PMGSY acknowledges the fact that development of rural hubs and growth centersare crucial to the overall strategy of facilitating poverty reduction by creating rural infrastructures while also providing jobs with a particular focus on youth unemployment. Growth centers/rural hubs provide markets, banking and other service facilities enabling and enhancing self-employment and livelihood facilities. They also help ensure raw materials and labor inputs for off-farm activities. A scientific criterion would be evolved in consultation with the States to categorize growth centers.[1] Weightages will be assigned on the basis of a level of facilities, in order to rank and priorities growth centers.

A Significant Addition to Phase II

PMGSY Phase II has a specific provision for **Vriksha Rojgar Yojana**. Vriksha Rojgar Yojana would be formulated to plant the trees on both sides of the road with participation of local youth. In every kilometer of road, 500 trees would be planted on each side. The type of trees to be planted would be decided by local conditions. As far as possible fruit bearing / income yielding varieties of trees will be chosen. Local unemployed youth would be put in charge of maintaining the trees and will be provided with necessary tools. The final cutting of trees would be done only after their full growth. The revenue generated by felling of trees will be distributed equally between the local Gram Panchayat and the youth who has been given the responsibility of that particular stretch.

PMGSY-II, by recognizing growth centers/rural hubs and facilitating their connectivity to the hinterland will catalyze livelihood based programs, including the Nation Rural Livelihoods Mission (NRLM) launched in the 12th Plan.

Road Side Plantation under MGNREGA – The Muzaffarpur Case Study

In the Muzaffarpur district of Bihar, using the MGNREGA provisions, old and physically challenged females as well as other female members of the community with valid “Job Cards” engaged in roadside tree plantation. They also engaged in maintenance of the planted trees. This initiative resulted in several positive outcomes namely:

- Local people developing a feeling of ownership
- Long duration scope of employment for females in the community, especially the old and physically challenged
- 100% survival rate of plants, due to social fencing
- Mitigating climate change
- With plantation, there is high labor-material ratio in the Gram Panchayat, resulting in scope for more material intensive work in the same

The initiative was deemed as durable asset as after 5 to 10 years the trees are expected to bear fruits and raw material for agro based industries, which will generate livelihood.

[1] It would include parameters like existence of Panchayat headquarter, agro processing facilities, medical facilities (bedded hospital, primary health center, maternity and child welfare center), veterinary facilities, education facilities (degree college, pre-university course, higher secondary, high school, middle school, primary school), transport and communication infrastructure (bus service, railway station, all-weather road, post-telegraph office, PCO, petrol/diesel outlet), market facilities (mandi, retail shops selling agricultural inputs and items of daily consumption), electricity substation, agriculture ware house, bank, post office, railway station, bus stand etc.