



POLICY ON MAINTENANCE OF RURAL ROADS IN STATE OF PUNJAB



Punjab Mandi Board

NOVEMBER 2015

**Government of Punjab
Department of Agriculture
(Mandi Branch)**

Notification

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The Governor of Punjab is pleased to lay down the Policy on maintenance of village roads by the Department of Public Works (B&R) and the Punjab Mandi Board (PMB) as following:-

Government Commitment

- 1.0 Government of Punjab recognizes that village roads are an infrastructure critical for socio-economic development of the state and it is imperative to not only upgrade the existing network but also to ensure that the road assets are preserved through proper maintenance. The maintenance of roads would help the road users in reducing vehicle operating costs and in enhancing productivity and also results in reducing time spent on the transport of agriculture produce from farm to market. For the state government, assured maintenance would help in safeguarding the previous investment in construction and upgradation by reducing the rate of deterioration of roads. Otherwise, these very roads would require rehabilitation which is 4 to 6 times more costly. It has, therefore, been decided to review the current maintenance practices and to take the following steps:

High Level Empowered Committee

- 2.0 An Apex Committee (High Level Empowered Committee) headed by the Financial Commissioner Development with Secretary Public Works Department (B&R), Secretary Punjab Mandi Board, representatives from the Planning and Finance Departments and Chief Engineer PWD (B&R) as members, would review and monitor the programme and management of funds allocated for maintenance. The Chief Engineer, Punjab Mandi Board would serve as the Member Secretary and he would be supported by a full time dedicated Executive Engineer (Planning).

**“It is not our wealth that built our
roads but it is our roads that built
our wealth”**

- John F Kennedy

Responsibility for Planning, Management and Delivery

- 3.0 Overall responsibility for efficient planning, management and delivery of village roads maintenance would be of Punjab Mandi Board in coordination with Department of Public Works (B&R).

Financing

- 4.0 Punjab Mandi Board and Rural Development Board may make adequate provisions in their annual budget for the maintenance of the roads.
- 4.1 Proportionate funds for maintenance of village roads out of the Finance Commission Grant from Central Government would be decided by the Apex Committee.
- 4.2 State Government may also make a provision under for maintenance of roads in its annual budget.
- 4.3 In case of any short fall, in the requirement and availability of funds additional revenues such as Levy of cess to mobilize the additional funds would also be explored.
- 4.4 The State Government may explore utilization of part of fund under MGNREGS for off carriageway maintenance.
- 4.5 The allocation of funds by the state for maintenance would be increased gradually, first attempt being made for the PMB and PWD to ensure efficient use of available funds and to improve maintenance delivery.
- 4.6 Both the departments would ensure that as far as possible, there are no cost or time over runs in the projects.

Administration and Implementation

- 5.0 Both the Departments of Public Works (B&R) and Punjab Mandi Board would be responsible for the construction and maintenance of village roads in their respective jurisdiction.
- 5.1 In special circumstances, if a department is to maintain a road constructed by the other department then there are two alternative: (a) by the mutual understanding of both the departments or (b) after obtaining a no objection certificate from the parent department.
- 5.2 Rural roads within the municipal limits of Municipal

Corporations/ Committees would be maintained by the respective Corporation/ Committee. On the creation of a new local body, a suitable transition period would be decided by the concerned departments before handing over the charge of roads to the local body i.e. Municipal Corporation/ Municipal Committee.

- 5.3 If any development work of the village is undertaken by any other department like Panchayati Raj, Public Health etc., the department would seek the approval of level or road cuttings from PWD or PMB. PWD or PMB would issue approval within ten days of receipt of such a request.
- 5.4 Every Division would be required to undertake the condition survey of roads and bridges, and would send the proposals for routine maintenance works, preferably by September each year. This would form the basis of working out Annual Maintenance Plan for each division. While working out the requirements, these divisions should follow the norms by the MORD Committee in respect of Rural Roads (including PMGSY). Any such norms would also need to take into account the maintenance of weak culverts and bridges until they are replaced with regular culverts or bridges.
- 5.5 A simplified Asset Management System (AMS) for the state road network would be instituted once the task of inventory and condition survey of roads and bridges becomes a regular activity of the PMB and PWD. The AMS would cover maintenance requirements of pavements, drainage, culverts, bridges, road signs, pavement markings, crash barriers, retaining and breast walls, other traffic control and safety devices. Initially, the system would be kept simple, based on a few critical parameters that can rely mostly on visual inspections. The surveys would aim to provide the villages with well-maintained access to various service facilities and it requires a different criterion based on a composite measure or index or utility value. The recommended relative weightage for various variables in the State would be as per IRC: SP: 20, Rural Roads Manual.

Capacity & Level of Service Guidelines

- 6.0 The Volume/Capacity (V/C) ratio is one of the most important indicators of the service levels offered to the

traffic. An increase in V/C ratio indicates increase in congestion and thereby deterioration in level of service. The recommended capacities would be as per IRC: SP: 20.

- 6.1 The rural roads may be divided into three categories viz A, B and C. The categorization of the rural roads may be done as per norms specified by MoRD, Govt. of India for PMGSY-II Project.
- 6.2 Pavement Condition Survey: A simplified Pavement Condition Survey based on speed or driving comfort would be conducted on the network to ascertain the Pavement Condition Index (PCI) of Good, Fair and Poor stretches.
- 6.3 Taking into consideration above parameters, PMB would establish the Asset Management System (Rural Roads Maintenance Management System) which would enable the Departments to decide prioritization of maintenance interventions on the road network and preparation of Annual Maintenance Plans for each division.
- 6.4 Based on AMS, Annual Maintenance Plan (AMP) would be prepared by both the departments i.e., PWD B&R and PMB every year. This Annual Maintenance Programme would include routine maintenance particularly pot hole repairs on the paved surface, maintenance of shoulders and cleaning of CD works etc. on whole network.
- 6.5 For general guidance, the Ministry of Road Transport and Highways (MoRT&H) norms for maintenance of rural roads (village roads and other district roads) or the norms finalized by the committee on maintenance of rural roads constituted by NRRDA, can be taken for estimation purpose. However, a committee of two Chief Engineers from PWD and PMB can finalize state specific routine maintenance norms.
- 6.6 Detailed Project Reports of the roads included in the AMP would be prepared by the Executive Engineers and sanctioned by the competent authorities by 15th February subject to financial provisioning.
- 6.7 The well-established procedure of e-tendering would be followed for all works.
- 6.8 Bidding process and the allotment of works would be

completed within seven weeks from Administrative Approval.

- 6.9 After completion of all contractual formalities the repair works may start in the beginning of April.
- 6.10 For Strengthening/rehabilitation of the roads following procedure would be adopted:-
 - i) If the road is badly damaged, it would be inspected by the Superintending Engineer and requisite provisions would be decided by him in writing. Photographs/Video of the road before and after completion of the work would be kept in record.
 - ii) There would be defect liability period of one year after the completion of the strengthening/rehabilitation works.
 - iii) No routine maintenance work would be carried out during the one year defect liability period. It would be the responsibility of the contractual agency to maintain the road during one year defect liability period.
 - iv) All the works would be carried out as per IRC SP:20, Rural Roads Manual.

Institutional Reforms

- 7.0 A system of annual performance evaluation and reporting on use of maintenance funds made available to each field division would also be established. This would improve accountability of the field divisions in proper utilization of maintenance funds and provide feedback to the Empowered Committee for their guidance in further improving the service delivery of maintenance for the road users who are the real beneficiaries. The State Government also benefits as a result of the preservation and protection of its road asset base through proper maintenance. The key performance indicators for each field division would be:
 - Percentage of roads subjected to routine maintenance
 - Percentage of roads subjected to periodic maintenance
 - Unit cost per km of routine maintenance and periodic

maintenance.

- 7.1 Each field division would be required to compile this information by end-June and forward the same electronically to their respective Circles (SEs). The CE (PMB) would furnish a consolidated report to the Apex Committee by mid-July for consideration and future guidance.
- 7.2 Digital Maps: - Digital maps with proper registration should be prepared when the master planning is to be done. For this, a Geographic Information System would be put in place by PMB. To facilitate this, PWD would supply the data of roads under their jurisdiction to PMB.
- 7.3 Current practice of financial audit by the CAG/AG would continue.
- 7.4 In addition to the technical audit by the senior departmental officers and Quality Control Cells, a panel of Independent Monitors consisting of retired Engineers would be created, on the pattern of PMGSY, for random inspection of the works. All the inspections would be Mobile based and the inspection and photographs would be simultaneously uploaded on the web site of PMB. This procedure is being carried out for the inspection of PMGSY works by National Quality Monitors (NQMs) and the State would follow the same procedure for all inspections at all levels. Necessary infrastructure would be put in place by the Punjab Mandi Board.

Implementation Capacity

- 8.0 Government of Punjab has been according high priority to knowledge development and training of its Engineers at all levels. This activity would be intensified so that the engineers also keep pace with the technological developments within the country and abroad. A dedicated training cell under the Chief Engineer PWD (Headquarter) would be tasked to prepare a training plan for all Engineers. Various training providers like CRRI, Indian Academy of Highway Engineers, National Institute for Training of Highway Engineers (NITHE) would be approached for this purpose.

- 8.1 For efficient delivery of road maintenance programmes of the State, capacity building/ training needs of field divisions are identified as following:
- Undertaking inventory and condition surveys of roads, bridges and culverts, etc.
 - Assessing the condition of the road network and plan, design and prioritize maintenance operations.
 - Managing the procurement process and supervision of the work done by the contractors
 - Undertaking performance evaluation of maintenance expenditure under different subheads (routine maintenance, periodic surface renewal, special repairs and emergency works)
 - Undertaking financial management of funds allocated
- 8.2 It is recognized that skill development is also required for site engineers, junior supervisory cadre, construction workers and equipment operators of the contractors. A dialogue would be undertaken with the association of contractors registered with the PWD/PMB to identify possible strategy in this regard.
- 8.3 The Ministry of Rural Development, Government of India have formulated guidelines for technology initiatives in construction and maintenance of rural roads under the PMGSY. A dedicated Research & Development Cell would be set up in the PWD to identify such technologies as are relevant for the state and would be helpful in reducing the financial and implementation burden of maintenance and improving resource efficiency of the available financial allocations for maintenance.
- 8.4 A system would be instituted for undertaking road user satisfaction surveys on a sample basis and put the results on the website. This would serve as a second oversight on the health of the road network, apart from evaluation reports of the field divisions.
- 8.5 It is noted that the field divisions would require proper infrastructure support by way of inspection vehicles, survey

instruments, laboratory equipment to ensure proper planning, supervision and quality control. Suitable allocation would be made for these identified needs accordingly.

- 8.6 The possibility of utilizing local communities would be explored in community contracts covering off-carriageway routine maintenance of rural roads.

Governance

- 9.0 Government of Punjab would put the Road Maintenance Policy on its website. The annual performance evaluation results of maintenance works executed on the road network as also analysis of the results of the Road User Satisfaction Surveys would also be put on the Punjab Mandi Board website.
- 9.1 The executing departments namely the Department of Public Works (B&R) and the Punjab Mandi Board are already interacting with the contractors and their associations to address their genuine concerns in efficient execution of works. Such interactions would cover maintenance contracts also.
- 9.2 There would be regular interaction with the Road Users associations so as to obtain first hand feedback on their critical concerns and requirements for maintenance interventions so that these are addressed expeditiously within the available funds.

Amendment to the Policy

- 10.0 This Policy is a dynamic document that will evolve over time to address new challenges effectively and adequately. It shall therefore be updated and reworked on the basis of good practices and experiences gained during its implementation.

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