

Government of Chhattisgarh



Road
Policy

1. Preface and Objectives

Road Policy of the State provides a framework for future plans, programmes and actions for development of an efficient road network in Chhattisgarh. The primary objectives of this Road Policy are to:

- Ensure good road connectivity in rural areas with particular emphasis on access to district and block headquarters, healthcare centres, educational institutions, agricultural markets, tourism locations and cultural heritage sites
- Promote two north-south and four east-west high speed access corridors to develop Chhattisgarh into a regional logistics and transshipment hub.
- Facilitate social and economic development by strengthening the road network around industrial areas and growth centers
- Improve connectivity between industrial clusters/ areas.
- Convert all national highways into two lane roads and convert three of the busiest national highways into four lane roads

2. Strategies

To meet the objectives laid down in this Policy, the Government will adopt four broad strategies:

- Integrated road development and management
- Private sector participation
- Dedicated funding
- Capacity building of State institutions.

STRATEGY 1 – Integrated Road Development and Management

Cluster based development is a key strategy for the overall economic and social development of the State. Accordingly, the Government would promote and improve the road network with the objective of:

- Developing high speed access corridors
- Linking economic clusters i.e. industrial areas, commercial centres and agricultural mandis
- Integrating Prime Minister Gram Sadak Yojna (PMGSY) with the overall road development programme.

STRATEGY 2 – Private Sector Participation

The magnitude of private sector participation will need to increase manifold to meet overall funding needs. To achieve this, the Government will:

- Formulate guidelines to support private sector participation
- Ensure transparency in bidding and selection criteria
- Provide fiscal support to private sector initiatives.

STRATEGY 3 – Dedicated Funding

The Government will take steps to ensure a dedicated funding mechanism for the development of roads in the State. This will ensure not only systematic maintenance of roads but also timely completion of projects.

STRATEGY 4 – Capacity Building

The Government will strengthen its institutions to enhance project preparation, contract and project management skills. The Government will progressively focus on playing a more broad-based role in road management with greater emphasis on planning and project management.

3.1 Action Plan – Integrated Road Development and Management

The various steps that would be undertaken by the Government to ensure integrated road development include:

Project prioritisation: The government will put in place a project prioritisation framework. This framework will specify the strategic and economic rationale on the basis of which Government funds will be allotted to various road projects. The framework will give weightage to economic and social factors and will be used to create a shelf of projects along with a time-bound action plan for implementation. It will also identify road projects that are particularly suitable for private sector participation.

Development of high speed access corridors: The Government will, in association with the private sector, take up the development of two north-south and four east-west high speed corridors. This will position Chhattisgarh as a regional logistics and transshipment destination with Saraipalli-Raipur-Rajnandgaon as its hub. The Government will categorise improvement of different road sections into specific projects, integrating these into one project for corridor development and preparing a phasing and implementation plan for the corridor development project.

Integration of PMGSY with overall road development: Selection of rural road to be developed as part of the PMGSY would be integrated to ensure total connectivity of all villages in the State. For this specific purpose, the Government will prioritise survey work for PMGSY and undertake surveys and other preparatory activities to link these projects with overall arterial road network in the State. The Government will also undertake construction in suitable phases to ease out the yearly financial burden.

Development of linkages for agriculture, industry and tourism: To improve linkages across the State, the existing road network would be superimposed over the industrial, mining, agricultural, tourism and cultural map of the State to identify development projects.

Prevention of ribbon development: The Government will emphasise proper management of land around town roads, bypasses, overhead and underbridges, national and state highways, to prevent encroachments and traffic congestion. Accordingly, the Government will:

- Review road land plans with khasra records for roads passing through villages and small towns to identify and demarcate road boundaries
- Fix norms for periodic inspection of state roads with a view to identify and free any encroachments
- Shift all blind corners and realign narrow corners to improve safety
- Improve sharp curves and avoid future construction through village bastis

Emphasis on road maintenance: The Government will prioritise road maintenance over construction of new roads. The average cycle for renewal of carriageways will be reduced to the accepted norm of 5-6 years. Traffic surveys will be conducted periodically and the renewal cycle for heavy load bearing roads will be further reduced. The Government will also strictly enforce norms relating to loading of vehicles and strict measures will be taken against overloading of vehicles.

3.2 Private Sector Participation

The Government will promote private sector for the overall development of new roads and also to improve maintenance of existing roads. Accordingly, all road projects which are financially viable i.e. where projects have an attractive rate of return, will be developed in the private sector under BOT,BOOT,BOLT, and BOO.

The Government would create an enabling environment for private sector participation through:

- Providing requisite administrative support and reduction in procedural delays
- Ensuring a speedy and transparent selection mechanism
- Creating enabling legislation and institutions

Administrative support: Government support for private sector projects would be across the following areas:

- Land acquisition and environmental clearances
- Project preparation
- Project feasibility enhancement
- Financial support
- **Land acquisition and environmental clearances:** The Government would be responsible for land acquisition as well as providing land on lease to the private developer. This would include clearances in town planning regulation to permit use of land along project corridors. The government would also be responsible for obtaining all environmental clearances
- **Project preparation:** The Government will prepare Detailed Feasibility Reports (DFRs) for all projects proposed to be contracted out to the private sector. The Government will also provide right-of-way and take responsibility for relocation of utilities and resettlement and rehabilitation of people affected by the proposed projects. Depending on the financial viability of project, the Government may also recoup cost of the above activities
- **Financial support:** Depending upon the techno-economic feasibility of projects, the Government would consider appropriate contribution in projects.
- **Project feasibility enhancement.** Such enhancement can be through the following:
 - Right for developing wayside amenities/facilities within and outside the project site during concession period
 - Flexible concession mechanisms
- **Bidding and selection mechanism:** The Government will adopt a transparent mechanism for the bidding of contracts and selection of private entrepreneurs.

- **Creation of an Autonomous Body:** The Government would consider constituting an Autonomous body. This body would be responsible for interfacing with the private entrepreneurs for all aspects ranging from providing clearances, contract execution, construction monitoring, etc.
- **Enabling legislation:** The Government will undertake a comprehensive review of the legislative framework in the State for development of the road sector. This would include:
 - Preparation of “Chhattisgarh Highway Bill”, by suitably adopting the model highway act issued by Government of India.
 - Amendments to the MP Toll Act to broaden provisions relating to the levy of toll or user tax.

3.3 Dedicated Funding

The Government will create a mechanism to ensure dedicated funding for the operation and maintenance of existing roads and also to catalyse new road projects in the State. The key elements of this strategy would be:

- **Setting up a State Road Fund:** The Government would set up a State Road Fund to ensure availability of resources for operation and maintenance of existing roads. This fund would also be used for providing for capital contribution to road projects. The specific aspects relating to the creation and operation of this fund include:
 - Earmarking revenue streams which would be the source of the fund
 - Creating a mechanism for the pooling of funds – the Government would initiate suitable legislation for providing legal status to the Fund
 - Defining criteria for selection of roads for funding
 - Defining criteria for using the fund to provide capital.
- **Prioritisation of Government Funding:** Government funding for projects would be prioritised. High impact projects that are not commercially viable would be taken up on a priority basis. While Government funding for such projects would be brought under the plan budget, the commitment of funds would be treated as a future liability and would be acknowledged separately in the State budget.
- **Support from funding institutions:** The Government will actively seek the support of funding institutions including multilateral funding agencies for undertaking mega projects, especially the development of north-south and east west high speed access corridors.
- **Taking the bond route:** The Government would consider raising funds for the road sector through issue of bonds from the public.

3.4 Capacity Building

The key elements of this strategy would be:

- **Shift in Government focus:** Government institutions, especially the State PWD, would transform from being construction focussed to being development focussed wherein:

- They play a pivotal role in managing and planning the development of road sector through progressively involving the private sector
- Focus is on project management and adoption of superior contract management practices
- **Adoption of modern technology:** The Government would encourage adoption of modern technology with appropriate mix of labour potential (employment) for construction and management of roads. Specific initiatives would include:
 - Use of modern equipment like vibratory rollers, hot mix plants, road pavers, etc. Availability of modern construction equipment would be one of the parameters considered while assessing the capability of private entrepreneurs
 - Use of modern equipment like total stations, remote sensing devices for survey and investigation
 - Use of computerised applications like Global Positioning System, Geographical Information System and Pavement Management System for road management
 - Adoption of modern specifications like wet-mix macadam, dense bituminous macadam, etc., through modifications in technical specifications for road works
 - Training of government officers on use of modern equipment and construction applications
 - Use of prefabricated material in construction of culverts and bridges
- **Review of systems and procedures:** The Government would institute wide ranging measures to improve the systems and procedures followed by the works departments, especially the Public Works Department. These measures would cover the following areas:
 - Systems for according administrative, financial and technical sanction
 - Systems for budgeting and funds allocation through “Letter of Credit”
 - Assessment of ongoing liabilities and future liabilities from new works during preparation of budget
 - Tendering system
 - Revision and uniformity in ‘schedule of rates’

4. Implementation and Monitoring

In order to ensure speedy implementation of the road policy, the Government would undertake the following measures:

- Constitution of an expert committee (with representatives from State and private developers) to prepare detailed guidelines for facilitating private sector participation in line with the direction contained in this road policy. The expert committee would also suggest changes in the existing legislation and frame new legislation, in line with the directions contained in this policy
- Consider constitution of an Autonomous body for taking up projects in the private sector