

GOVERNMENT OF ODISHA

ROAD SECTOR POLICY

2014 - 2024

1 Road Sector Vision

To provide and maintain a quality road network which is safe, sustainable and adequate for efficient transportation of goods and people meeting the socio-economic development needs of the state.

2 Objectives of Road Sector Policy

The specific objectives of the Road Sector Policy are:

1. Develop a state road network to provide adequate capacity for traffic demand and to meet the mobility and accessibility needs of all road users.
2. Provide adequate and sustainable funding for road asset management and maintain the road assets at an adequate level of serviceability.
3. Improve safety of the road network and traffic to reduce accidents and fatalities.
4. Strengthen road sector organizations' capacity and practices in planning, design, procurement, construction, maintenance, operation and project management.
5. Attract and sustain private sector participation in the road sector.
6. Ensure sustainable road development in the state with minimal social and environmental impacts and with increased public support and participation.

3 Policy Directions

3.1 Develop a state road network to provide adequate capacity for traffic demand and to meet the mobility and accessibility needs of all road users

- All villages/habitations shall be connected by an all-weather sustainable road by the year 2021.
- Annual and multi-year road development plans shall be developed utilizing a transportation 'master planning' model.
- All State Highways, District Roads and major Urban Roads shall be designed to achieve an operating speed of 80 km/hour, 65 km/hour and 50 km/hour respectively.
- The major road network (National Highways, State Highways, Major District Roads and Other District Roads) shall operate at all times at an optimum level of service as prescribed in the IRC Standards.
- Road planning for disaster prone areas shall emphasize sustainable solutions.
- Ownership of different roads shall be periodically updated and clarified publicly.

- Modern technology and construction practices (equipment intensive) shall be adopted for construction and maintenance of all paved roads.
- In the case of limited funding, priority shall be given for the maintenance of the existing road assets pending capital improvements.

3.2 Provide sustainable funding for road maintenance and maintain the road assets at an adequate level of serviceability

- GOO shall provide and dedicate adequate funds to meet the objective cost of maintenance of roads in Odisha and shall establish a dedicated “Odisha State Road Fund” for road maintenance.
- Minimum acceptable ‘levels of service’ shall be defined for pavement condition and other road assets (drainage, traffic signs, road markings, street lights, shoulders, curbs) and shall be adopted for annual performance monitoring.
- Maintenance plan and budgets of major roads (SH, MDR and ODR) shall be prepared using Orissa Road Asset Management System (ORAMS).
- For all rural roads, maintenance standards set out in the PMGSY guidelines shall be followed and in due course rural road maintenance management shall use ORAMS.
- Performance based maintenance contracts shall be adopted for preservation of the assets on the core road network.

3.3 Improve safety of the road network and traffic to reduce accidents and fatalities

- An Odisha Road Safety Council shall be established and equipped with adequate resources for more effective action on Road Safety Management throughout the state.
- The Council will take up the ‘Odisha Road Safety Action Plan 2014’ as a basis for action and business plans between the Council, concerned GOO departments/agencies and (where appropriate) NGOs or other community bodies.
- Dedicated funds shall be set apart for road safety improvement works and road safety schemes shall be taken up annually for implementation.
- All blackstretches on the NH, SH and MDR network shall be identified and improved by 2019.
- Road Safety Audits shall be carried out at feasibility, detail engineering, during construction, pre-opening and operational stages of all major road improvement projects.
- Safety of all workers engaged in the construction and maintenance of roads shall be ensured through adequate contractual provisions for implementation of traffic management plans and construction zone safety guidelines.

3.4 Strengthen road sector organizations' capacity and practices in planning, design, procurement, construction, maintenance, operation and project management

- Adequate Training shall be provided to all staff in the road sector agencies as envisaged in the Training Plan and HRD Policy.
- Premier institutions such as CRRI, IRTE, IITs and IAHE shall be engaged through a partnership mechanism for collaborative technology transfer and capacity building.
- The road agencies shall optimize the use of Information communication Technology (ICT) on all planning, design, construction, maintenance and operation processes.
- A Construction (skills training) Academy shall be established with GOO support to meet the training requirements of the road development (construction and maintenance) work force.
- For training and capacity building of Contractors and its supply chain, 0.5% of Project costs shall be set aside by incorporating suitable provisions (item head) in the tender forms.
- E-procurement process and Standard Bidding Documents shall be used in the procurement of works, goods and services in all road sector projects.
- Contracts for road projects shall be awarded only after ensuring acquisition of at least 75% of the earmarked land/RoW and obtaining required environmental clearances.
- The road sector organizations engaged in project execution shall employ standard project management practices.
- Consultants shall be engaged for design, quality and construction supervision of major road and bridge projects.
- The designs of roads shall include provision for installation of potential utilities (gas, telephone, water, sewerage/drainage etc.) without (or with least amount of) road cutting.
- RoW shall be marked for all categories of roads and their records shall be maintained by respective road sector agencies and an IT-based ROW management system shall be developed to avert potential encroachments.
- Modern 'Highway Management' legislation shall be enacted to empower road sector departments/agencies in their ROW management responsibilities.
- Project Coordination Unit(s) should be set up within each 'executing department/agency' to undertake advanced coordination with all stakeholders for utility relocation before construction may start.

3.5 Attract and sustain private sector participation in the road sector

- GOO shall facilitate infusion of private sector finances and skills in road sector development and maintenance through existing PPP Policy, 2007.
- Where appropriate, GOO will set up Special Purpose Vehicles (SPV) with private sector parties (PSP) with equity participation for the development and maintenance of road projects.
- Provision of additional land to Concessionaires/SPVs engaged in road sector development through PPP, for commercial exploitation on non-viable transport routes shall be permitted on case to case basis.
- The present Tolling policy for setting and revising user charges for State Highways shall be periodically reviewed at 3-yearly intervals considering user charging and funding options.
- Partial support of industries/mining/tourism establishments (or groups of them) in financing “specific” industrial/mining/tourism road corridors shall be promoted.

3.6 Ensure sustainable road development in the state with minimal social and environmental impacts and with increased public support and participation

- A redefined mechanism, in line with procedures defined under NH Act, shall be employed to accelerate land acquisition for road projects.
- Environmental and social impact assessment shall be carried out on all major road sector projects, based on the guideline National Environmental Policy (2006) or similar and other legislations promulgated by the Government of India.
- A contractual mechanism shall be developed to encourage the use of recycled materials in road construction.
- Resettlement and Rehabilitation shall be done with the objective that after a reasonable transition period, the affected families improve or at least regain their previous living standards, earning capacity and production levels.
- The road agencies shall publicize any major road works through print and electronic media to inform the public and shall disseminate all required information concerning planning, procurement, construction, maintenance and progress of works in their respective web portals.
- Participation of important stakeholders shall be ensured in various road sector official bodies, committees etc.
- Apart from public consultation, road user surveys shall be periodically conducted to receive feedback from the users regarding quality and safety of the major road network.

- Research Partnerships shall be established by road sector departments/agencies (under OWD 'nodal' leadership) with reputed institutes for adopting environmentally sustainable materials, technology and 'best practices' in road works.

4 Implementation

The implementation of the road sector policy shall require not only administrative actions but enabling legislations. These are described below:

4.1 Enabling Legislation, Regulatory and Other Mechanisms

For effective implementation of the proposed road sector policy, existing Acts and Policies has to be improved and few Acts and Policies need to be framed and promulgated. The following require further review and further amendments:

- Periodic review of Toll Policy (Amendments in Existing Toll Act).
- Amendments under Motor Vehicle Act (vehicle axle load management in Odisha).
- Amendments in Land Acquisition Act, to consider special requirements of LWE areas and rights of tribal and indigenous people; as also to expedite the LA processes for new alignments/additional land for widening etc.

The following new Acts/Policies shall be framed and promulgated:

- A comprehensive 'Highway Management' Act for effective ROW and traffic management encompassing control/regulation of ribbon development, prevention of encroachments, etc.
- A 'Road Safety Policy' to guide GOO actions on reduction in road accidents and fatalities.

Enabling Budgetary Reforms:

- a. Separate "item head" for Training under Establishment costs
- b. Specific provision for payment of labor wages and salaries of work charged staff
- c. Provision for funding of strengthening, widening and conversion of WBM roads into black topped roads to be treated as "Capital Expenditure" – Plan
- d. Separate "items head" for State-level Road Safety schemes/activities.

Enforcement of vehicle axle loads shall be strengthened with the support of modern technology to protect the State's road infrastructure.

4.2 Performance Indicators (PIs)

For the monitoring and reviewing of the implementation and results of this Road Sector Policy, the following PIs shall be used:

- Number of villages/ habitations connected with an all-weather road
- Increase in length of 2-lane State Highways and Major District Roads
- Increase in paved roads as a percentage of road network
- Increased investment in the road sector as a % of GSDP
- Increase in quantum of road sector investments through PPP mode
- Reduction in number of axle load violations
- Reduction in annual number of road accidents and fatalities.

Systems, processes, responsibility distribution and overall performance of road sector organizations in Odisha shall be assessed using Performance Indicators (PIs) featuring measures of efficiency and effectiveness appropriate to road sector operations and services.

4.3 Monitoring and Reviewing Mechanism

A High Level GOO Committee with members from Planning and Coordination, Works, Rural Development, Panchayat Raj, Irrigation, Forest, Transport, Home, Housing & Urban Development, Finance and Law will be established to monitor the progress on the implementation of the policy. The proposed committee shall be chaired by the Chief Secretary of GOO and the Secretary-cum-EIC of the Works Department will carry the responsibility of Member/Secretary in this Committee.

The monitoring shall be done by using specific quantifiable measures based on the above-mentioned Performance Indicators, which shall focus particularly on up-gradation of the Core Road Network, maintenance of road assets, reduction in road accidents and fatalities, and creation/operationalization of a maintenance-dedicated Road Fund. The Committee shall meet once in six months to review and suggest means for enhanced effectiveness.

The proposed road policy shall be in force initially for a period of 10 years (2014-2024). There shall be a mid-term review of the Policy and its implementation (i.e., five years after launch), to consider any significant deficiencies and/or major issues arisen in the Policy during its implementation and to initiate appropriate improvements consistent with the main aims of the Policy.