



## ABSTRACT

Tamil Nadu Urban Road Infrastructure Project (TURIP) - Revised Procedures and Guidelines - Orders issued

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### **Municipal Administration and Water Supply (MA.III) Department**

G.O. (Ms) No. 290

Dated: 22.11.2010

Read:-

1. G.O. (Ms) No. 235 Municipal Administration and Water Supply (MA.III) Department, dated 27.11.2008.
2. G.O. (Ms) No. 51 Municipal Administration and Water Supply (MA.III) Department, dated 26.3.2009.
3. G.O. (Ms) No. 53 Municipal Administration and Water Supply (MA.III) Department, dated 30.3.2009.
4. G.O. (Ms) No. 189 Municipal Administration and Water Supply (MA.III) Department, dated 12.10.2009.
5. G.O. (Ms) No. 210 Municipal Administration and Water Supply (TP.2) Department, dated 09.09.2010.
6. From the Director of Municipal Administration and the Director of Town Panchayats Roc No. 70606/E3/2008, dated 28.10.2010.

### ORDER:

In Government Order first read above orders were issued regarding "Tamil Nadu Urban Road Infrastructure Project (TURIP)" and the establishment of a non-lapsable "Tamil Nadu Urban Road Infrastructure Fund (TURIF)". The main objective of the project was to take up road improvement projects in the towns where Under Ground Sewerage Schemes have been completed. "Tamil Nadu Urban Road Infrastructure Fund " was created with multiple sources of financing, such as a portion of the surcharge on stamp duty payable to Municipal Corporations and Municipalities, a portion of devolution due to Corporations and Municipalities, proceeds from issue of bonds and other market borrowings by the Fund, and any other sources as may be decided by the Government from time to time. The Tamil Nadu Urban Infrastructure Financial Services Limited (TNUIFSL) has been appointed as the 'Fund Manager' of Tamil Nadu Urban Road Infrastructure Fund. Orders have been

issued in the Government Order third read above crediting the arrears of devolution payable to Corporations and Municipalities amounting to Rs.147 crores to "Tamil Nadu Urban Road Infrastructure Fund".

2. The Director of Municipal Administration and the Director of Town Panchayats in the letter sixth read above have stated that till date, approvals have been given for taking up Under Ground Sewerage Schemes in 65 Corporations and Municipalities. Of this, only 13 schemes have been completed. In the first phase, 11 Urban Local Bodies (Madurai, Trichirappalli, Tirunelveli and Tiruppur Municipal Corporations and Alandur, Mayiladuthurai, Karur, Inam Karur, Kumbakonam, Thanjavur and Valasaravakkam Municipalities) where the Under Ground Sewerage Schemes works were completed have been selected under "Tamil Nadu Urban Road Infrastructure Project". These were categorized into 6 packages based on their geographical location, and consultancies for the preparation of Comprehensive Road Plan (CRP) and Detailed Project Report (DPR) have been awarded to 6 consultants at a cost of Rs.18.05 crores. The consultants have so far prepared only interim reports. They have further reported that it is now felt that the "Tamil Nadu Urban Road Infrastructure Project" (TURIP), as currently structured, needs a thorough overhaul for the following reasons:

- The existing guidelines of "Tamil Nadu Urban Road Infrastructure Project" do not permit the taking up of road projects in Town Panchayats. Government has issued an Ordinance on 13th September 2010 for pooling 50% of the surcharge on Stamp duty due to Town Panchayats and crediting it to "Tamil Nadu Urban Road Infrastructure Fund". It has therefore become imperative to bring Town Panchayats also within the ambit of "Tamil Nadu Urban Road Infrastructure Project".
- "Tamil Nadu Urban Road Infrastructure Project" as originally conceived entails 100% coverage of the road network in the 11 Urban Local Bodies selected for the first phase and improving all their roads to 'international standards'. At present, the Under Ground Sewerage Scheme works are on in 43 Corporations, Municipalities and Town Panchayats. In a scheme funded largely by the pooling of 50% of the surcharge on stamp duty from all the Urban Local Bodies in the State, it is iniquitous to deploy the funds to benefit just one or a handful of Urban Local Bodies in any given financial year. Moreover, the Under Ground Sewerage Scheme towns have already had a substantial injection of funds for the Under Ground Sewerage Scheme project and giving them another huge injection of funds under "Tamil Nadu Urban Road Infrastructure Project" is again iniquitous.
- If, as envisaged in the Government Order first read above 100% coverage of all the roads is aimed at even in the 11 Urban Local Bodies selected for the first phase, it is expected to cost about Rs.3,314 crore for

4,324 km (5,524 lane km at Rs.60 lakh per lane-km as per the rough estimates indicated in the reports of the consultants). This is clearly impractical as the funds available in a given financial year may not be sufficient to cover 100% of the roads even in a single large Municipal Corporation.

- Further, with the available financial resources in TURIF, it may take several decades to cover 100% of the roads in the 11 Urban Local Bodies selected for the first phase alone. This is clearly unacceptable as the 32 Under Ground Sewerage Scheme towns not covered under the first phase and the vast majority of non-Under Ground Sewerage Scheme towns cannot be neglected for this long.
- Improvement of the roads up to 'international standard' may be necessary only for select roads in select cities. Improving all the roads in the 11 ULBs selected for the first phase (some of which are small towns like Inam Karur and Mayiladuthurai) upto 'international standard' is unnecessary and amounts to injudicious use of the limited funds available.
- Nearly 2 years after the launch of "Tamil Nadu Urban Road Infrastructure Project" in 2008, work on the road development could not be started even in a single ULB as per the original guidelines. This is not surprising considering that the scheme entails engaging the consultants to prepare detailed City Road Plan and Detailed Project Reports for all the roads which is a time-consuming process; and leveraging the available funds to mobilize funds from the financial markets for the Urban Local Bodies selected for the first phase. However, all these Urban Local Bodies do not have sufficient financial viability and hence they may not be able to get buyers for the bonds. It may take anything from 3 to 4 years even to achieve financial closure (which may not be possible in all cases) and call for tenders. If "Tamil Nadu Urban Road Infrastructure Project" takes this long even for the first 11 towns, it will take decades to cover all the Under Ground Sewerage Scheme towns. Thus, the present guidelines of "Tamil Nadu Urban Road Infrastructure Project" are over-ambitious and impractical, and need to be reworked.
- Frequent representations have been received seeking the restoration and improvement of road networks in non-Under Ground Sewerage Scheme Municipalities where the roads have been damaged due to developmental works and natural calamities. These Urban Local Bodies may never get any funds for several decades unless the present "Tamil Nadu Urban Road Infrastructure Project" guidelines are changed.

- In Government Order fifth cited, orders have been issued for a "Special Roads Programme 2010-11" at a cost of Rs.1,000 crores. To the amount of Rs.147 crores already released to "Tamil Nadu Urban Road Infrastructure Fund", Government sanctioned an additional amount of Rs.853 crores, viz., (1) Rs.350 crores from 50% Surcharge on Stamp Duty due to Urban Local Bodies including Town Panchayats, (2) Rs.194 crores from Devolution arrears, (3) Rs.309 crores from the Infrastructure and Amenities Fund operated by the Director of Town and Country Planning, and this is also to be credited to "Tamil Nadu Urban Road Infrastructure Fund" . The Special Roads Programme 2010-11, which envisaged the improvement/renovation/relaying of roads including related infrastructure such as cross-drainage works, storm water drains, protective structures, etc., covers all the Corporations, Municipalities and Town Panchayats. It aimed at equitable distribution of resources among all the Urban Local Bodies with the towns where Under Ground Sewerage Scheme were completed; financially weak towns, etc., being given appropriate weightage. As such, all the funds presently available in TURIF have been deployed for the Special Roads Programme 2010-11. Taking into account the salient features of the "Special Roads Programme 2010-11", and the experience gained in project preparation for the Programme, the guidelines of Tamil Nadu Urban Road Infrastructure Project need to be reexamined.

3. The Director of Municipal Administration and the Director of Town Panchayats have therefore sent the revised draft guidelines as in the annexure for "Tamil Nadu Urban Road Infrastructure Project". The guidelines for the revamped "Tamil Nadu Urban Road Infrastructure Project" now proposed are closer to the guidelines of the Special Roads Programme 2010-11 than those of the old "Tamil Nadu Urban Road Infrastructure Project" and will cover all the Urban Local Bodies. Currently, "Tamil Nadu Urban Road Infrastructure Fund" is operated by Tamil Nadu Urban Infrastructure Financials Services Limited, and this may be continued for the proposed revamped "Tamil Nadu Urban Road Infrastructure Project" as well. Therefore, the Director of Municipal Administration and the Director of Town Panchayats have requested the Government to issue orders approving the revised guidelines for "Tamil Nadu Urban Road Infrastructure Project".

4. The Government have carefully examined the proposal of the Director of Municipal Administration and the Director of Town Panchayats and have decided to accept the same. Accordingly, in supersession of the Procedures and Guidelines issued in the Government Order first read above, the Government approve the revised Procedures and Guidelines for the Tamil Nadu Urban Road Infrastructure Project (TURIP), as in the Annexure to this orders.

		<ul style="list-style-type: none"> <li>Besides the Commissioners in respect of Corporations, Regional Directors of Municipal Administration in respect of Municipalities; and the Assistant Directors of Town Panchayats in respect of Town Panchayats, District Collectors shall also monitor the implementation of TURIP in all ULBs at the District level, and assist in sorting out implementation bottlenecks, if any.</li> <li>The Project Sanctioning Authority may engage Third party Quality Monitors to ensure the quality of works being implemented.</li> </ul>
xi.	<b>Modification to the guidelines</b>	The Principal Secretary to Government, Municipal Administration and Water Supply Department may, in consultation with the Director of Municipal administration and the Director of Town Panchayats and for reasons to be recorded in writing, modify any of the guidelines relating to the Project based on the exigencies that may arise from time to time.

**K.ASHOK VARDHAN SHETTY**  
Principal Secretary to Government

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*V-S.V.mid*  
22/11/13  
Section Officer.

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22/11/13

## ANNEXURE

### Tamil Nadu Urban Road Infrastructure Project (TURIP)

#### Revised Procedures & Guidelines

i.	<b>Objectives of the Project</b>	a. The project is meant for improving/ renovating/ relaying of roads and related infrastructure in the Municipal Corporations, Municipalities and Town Panchayats of Tamil Nadu. b. It is implemented through a dedicated non-lapsable fund, namely, the Tamil Nadu Urban Road Infrastructure Fund (TURIF).
ii.	<b>The Fund:</b>	<p>The Tamil Nadu Urban Road Infrastructure Fund (TURIF) will be operated by the Managing Director and Chief Executive Officer, Tamil Nadu Urban Infrastructure Financial Services Limited (TNUIFSL). The interest, if any, accruing to the fund will also form a part of its corpus, and can be used for the purpose for which the fund has been created.</p> <p>The following can be the sources of funds for TURIF:</p> <ul style="list-style-type: none"><li>• 50% of the revenue from the surcharge on Stamp duty payable to Municipal Corporations, Municipalities, and Town Panchayats (which will be deducted at source by the Government).</li><li>• A portion of the devolution to the Urban Local Bodies, if any.</li><li>• Proceeds from issue of bonds and other market borrowings, if any.</li><li>• Other grants/borrowings from Government, if any.</li><li>• Any other source as decided by the Government from time to time</li></ul> <p>All expenditures relating to the project (which includes works, goods &amp; services), cost of tender advertisements under the project, testing of materials, third party inspections, and engagement of Quality Monitors etc. relating to urban road infrastructure shall be met from the TURIF.</p>

iii.

**Types of works admissible under TURIP:**

Improvement/ Renovation/Relaying of roads in the Urban Local Bodies including related infrastructure such as:

- Roads: Laying of Black Topped (BT) road or Cement Concrete (CC) road or cement interlocking paver block road, as appropriate. Roads should be as per Indian Road Congress (IRC) specifications, and provided with camber and super elevation in curves.
- Pedestrian footpaths.
- Storm water drains.
- Signages.
- Provisions for ducting.
- Street furniture.
- Protective structures such as retaining wall.
- Cross drainage structures such as culverts (up to 6 m span) and minor bridges (between 6m and 60 m span), wherever necessary, and
- Bus stands.

Note 1: Selected roads will be provided with road-related infrastructure such as storm water drain, cross culverts, protective structures, ducts for various utilities, only where necessary.

Note 2: Roads with WBM layer alone shall not be taken up.

Note 3: Roads requiring acquisition of lands shall not be taken up.

Note 4: In the case of roads of width 4 m or less, taking up of CC pavement or laying of interlocking paver blocks would alone be permitted.

Note 5: In the case of roads with width above 4 m, taking up of CC pavement or BT road with paver finish would alone be permitted.

Note 6: Shopping complexes in Bus stands will not be funded.

iv.

**Priority of road works under TURIP**

Roads of the following priority would be taken:

- Roads damaged in natural calamities or due to implementation of infrastructure works such as laying of sewer lines or water mains etc. could be considered even if they were laid within 5 years, provided the Commissioner/ Executive Officer and the Engineer concerned furnish a certificate to this effect.

		<ul style="list-style-type: none"> <li>• Bus-route roads, roads important from heritage, pilgrimage or tourism point of view, and/or roads leading to educational institutions, market places/industrial clusters, could be considered, only if they were laid before 5 years.</li> </ul>
v.	<b>Project Sanctioning Authority</b>	<ul style="list-style-type: none"> <li>• A Committee consisting of the Principal Secretary to Government, Municipal Administration and water Supply Department as Chairman, the Director of Municipal Administration and the Director of Town Panchayats as members, and Chief Engineer of the Directorate of Municipal Administration as special invitee, shall scrutinize the proposals received.</li> <li>• The Director of Municipal Administration and the Director of Town Panchayats shall issue <b>Administrative Sanction orders</b> based on the approval of the Committee.</li> <li>• Generally the works sanctioned under TURIP would be given 100% grant. However, any cost escalation subsequent to the approval of works on account of tender excesses, changes in the Schedule of Rates, changes in the Bill of Quantities, etc. shall be borne by the Urban Local Bodies concerned.</li> <li>• The Committee may entertain proposals under TURIP from Urban Local Bodies, elected representatives, Resident Welfare Associations, Non Government Organisations (NGOs), general public, etc. Where requests are received from quarters other than the ULBs, the Committee may direct the Executive Authority of the ULB concerned (Commissioner/Executive Officer) or such other Agency (e.g. consultant) as deemed fit in order to vet the same and submit detailed proposals directly to the Committee.</li> <li>• The proposals should be submitted in the prescribed format and must incorporate: <ul style="list-style-type: none"> <li>a) Photographs of the roads taken at 200m intervals. [In the case of other works, photographs showing the existing condition].</li> <li>b) Detailed estimates for each work prepared adopting the current Schedule of Rates. Any road or other projects proposed only with rough cost estimates will be not be considered for funding and will be summarily rejected.</li> </ul> </li> </ul>

vi.	<b>Executing Agency</b>	The execution of the works approved by the Project Sanctioning Authority shall be entrusted to the Urban Local Bodies concerned. However, if a work involves high technical skills, the Project Sanctioning Committee may assign it to other Government agencies for execution.
vii.	<b>Technical Sanction</b>	The Technical Sanction shall be accorded by the appropriate authorities for the sub-projects as per the Government orders in force.
viii.	<b>Tendering and Award of work</b>	<ul style="list-style-type: none"> <li>• Based on the Administrative Sanction and Technical Sanction, the Urban Local Bodies shall call for tenders, finalize the tenders subject to the powers of tender acceptance vested in various authorities, and award the works to successful bidders.</li> <li>• The Project Sanctioning Authority has the right to prescribe the manner in which works should be packaged before being put to tender. The packages so prepared shall be got approved by the Head of the Department concerned.</li> <li>• The Tamil Nadu Transparency in Tenders Act, 1998 and all relevant Rules and procedures shall be duly followed.</li> <li>• The ULBs should not change the work or the nature of the approved work (e.g. taking up an unapproved work or taking up a BT road where a CC road has been approved and so on). In cases of violation, the Project Sanctioning Authority shall be at liberty to cancel such works after due notice.</li> </ul>
ix.	<b>Drawal and Release of funds</b>	The Managing Director and Chief Executive Officer of Tamil Nadu Urban Infrastructure and Financial Services Limited (TNUIFSL) shall release the funds to the Urban Local Bodies from Tamil Nadu Urban Road Infrastructure Fund (TURIF) based on the proceedings of the Director of Municipal Administration and the Director of Town Panchayats according administrative sanction for the road and related works.
x.	<b>Monitoring and Supervision</b>	<ul style="list-style-type: none"> <li>• The Project Sanctioning Committee shall periodically monitor the progress of works under TURIP. In the event of any works not taking off or being delayed badly or being implemented badly in any ULB, the Project Sanctioning Authority shall be at liberty to cancel such works after due notice and recover the funds released, if any.</li> </ul>

5. This order issues of with the concurrence of the Finance Department vide its U.O.No.2953/FS/P/2010, dated 12.11.2010.

(By order of the Governor)

**K.ASHOK VARDHAN SHETTY**  
Principal Secretary to Government

To  
The Managing Director & Chief Executive Officer,  
Tamil Nadu Urban Infrastructure Financial Services Limited (TNUIFSL),  
Chennai- 600 017.  
✓ The Director of Municipal Administration, Chennai - 600 005.  
The Director of Town Panchayats, Chennai – 600 005.  
The Managing Director, Tamil Nadu Water Supply and Drainage Board (TWAD),  
Chennai - 600 005.  
The Managing Director,  
Chennai Metropolitan Water Supply and Sewerage Board (CMWSSB),  
Chennai -600 002.  
The Chairman, Tamil Nadu Electricity Board (TNEB), Chennai.  
The Commissioner of Land Administration, Chennai – 600 005.  
The Chief Engineer, High ways Department, Chennai – 600 005.  
The Chief Engineer, Public Works Department – Water Resource Organization,  
Chennai – 600 005.  
The Commissioner, Corporation of Chennai – 600 003.  
The General Manager , Bharat Sanchar Nigam Limited, Chennai.  
The Pay and Accounts Officer, Chennai – 600 009 / 600 035.  
The Accountant General Office (Audit), Chennai – 600 018/600 035.

**Copy to**

The Finance Department, Chennai -600 009,  
The Secretary to Hon'ble Chief Minister, Chennai -600 009,  
The Senior personal Assistant to Hon'ble Chief Minister, Chennai-600 009.  
The Senior personal Assistant to Minister (Finance), Chennai-600 009.  
The Senior personal Assistant to Hon'ble Deputy Chief Minister,  
Chennai-600 009.  
The Private Secretary to Principal Secretary to Government,  
Municipal Administration and Water Supply Department,  
Chennai – 600 009.  
The Municipal Administration and Water Supply (OP.2) Department,  
Chennai – 600 009.

//Forwarded by Order//

V. S. V. Smit 22/11/10  
Section Officer.

22/11/10