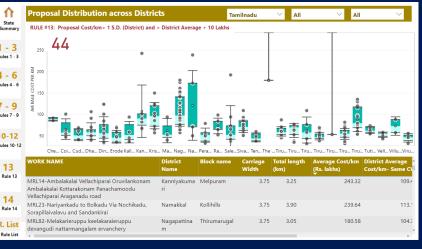
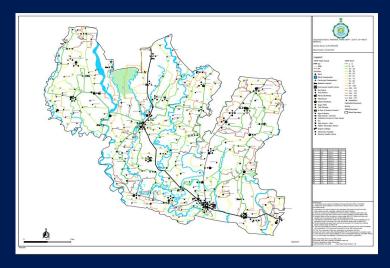


Data-Driven Planning of Rural Roads: Algorithms, GIS and Process Re-engineering in PMGSY









Harsh Nisar Lead Data Scientist Data & Insights Unit Ministry of Rural Development, Government of India



Despite their pleas to build a bridge, these Gujarat kids swim daily to reach school

Drenched, the girls wring their churidaar-kurta uniforms before reaching out for their slippers.



Pregnant woman carried for 6 km in cloth cradle in Erode

By Asia News International

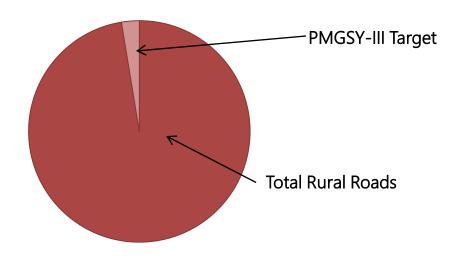
ts LIVE updates:
ts assault on soul of
andhi

r 16 episode LIVE
or Rashami Desai and

PMGSY-III

Consolidating rural access to schools, hospitals and agro markets 1,25,000 km

Competing demands: MP/MLA, Local Industry, Panchayat and Citizens. Parallel funds – Temple board, Mandi board, District Mining Funds



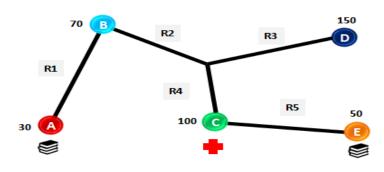
PMGSY-II Planning (Baseline)

Stage 1 – DRRP Preparation

Exhaustive survey of all Roads, Facilities and Habitations through tabular data-entry in excel sheets.

Plain listing.

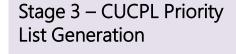
Let's assume block has target for only 1 road



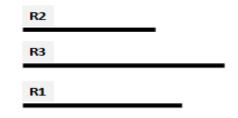
Stage 2 – Candidate Road Identification

PIU identifies important roads based on local field knowledge and public representatives.

Eg. PIU selects 3 Roads



Each selected Road is scored in Excel on Utility Value based on population and facilities directly benefitted Good condition roads eliminated.



Road	Utility Value	PCI	
R2	33.2	2.1	7
R3	13.4	1.2	
R1	12.0	4	×

Stage 4 – Audit and Approvals

Audit of random 15% DPR for cost/design by Centre and 100% by STA.

SLSC, PRE-EC and EC approvals

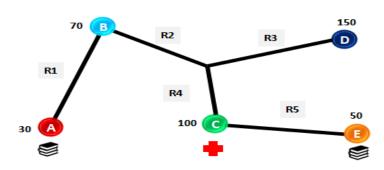
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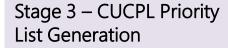
Let's assume block has target for only 1 road



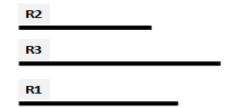
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SLSC, PRE-EC and EC approvals

Key concerns

Tabular inventory of roads, habitations and facilities which are inherently spatial for rural road planning

Entirely **offline** process prone to manipulation with no point for early intervention

Subjective selection of candidate roads leading to unfair competition [large vested interests in road construction]

No independent source of data for road-use or traffic for rural roads at nation-scale

Manual mapping of "Benefitted Habitations" for Utility Value calculation allowing for rigging [excess/insufficient mapping]

No evidence to prove road's being proposed exist in poor condition [except for scrutiny sample]

Random sampling to identify roads to be scrutinized leading to sub-optimal cost reduction and time-use

No GIS alignments of the roads being sanctioned at the time

No planning audit for selection quality of roads [Primary focus was cost of roads selected]

PMGSY-III Planning

Stage 1 – DRRP Preparation

Exhaustive survey of all Roads, Facilities and Habitations and does tabular data-entry mapping on GIS and geo-tagged pictures.

Let's assume block has target for only 1 road

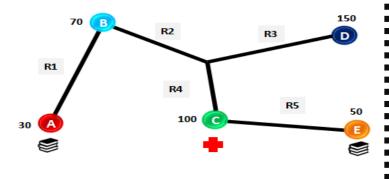
Stage 2 – Candidate Road Identification

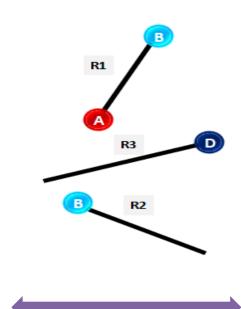
PIU identifies important roads based on local field knowledge, public representatives and top ranking Trace Map Roads

Stage 3 – CUCPL Priority List Generation

Each selected Road is scored on Utility Value based on population and facilities indirectly benefitted and sorted by system. Good condition roads based on geo-tagged PCI pictures are eliminated.

Stage 4 – Audit and Approvals
Audit of random algorithm
based 15% DPR for
cost/design by Centre and
100% by STA. Planning Audit
stage introduced to monitor
utility of roads proposed on
GIS. SLSC, PRE-EC and EC
approvals





Rank	Utility Value	PCI	
R5	55.5	2.4	\mathbf{Y}
R4	45.4	2.3	7
R2	33.2	2.1	
R3	13.4	1.2	×
R1	12.0	4	

Each State separately completed online in modular manner

End to End PMGSY-III Planning Process

Habitation, **DRRP** and Facility Master

OMMAS

Trace Map Module

Candidate Road Module **Priority List** Generation **Proposal** Module

Planning Audit

DPR Audit MP Consent, SLSC and EC



Facility Survey

7,70,000+ facilities geo-tagged through mobile app



Habitation & DRRP Survey on GIS

1 million habitations & 2.5 million km rural roads





Trace Map Tool

Multi-objective

algorithm to identify

important TR/MRLs

and quantify the importance of every rural road in India

optimization

network

Identification of TR/MRLs:

- 1. MP Recommendations
- 2. Trace Map Algorithm
- 3. Local Elected Representatives
- 4. PIU Field Knowledge

Auto-mapping of **Benefitted Habitations** based on GIS API

Geo-tagged photo survey of each road to assess pavement condition

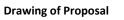


Priority List Generation:

- 1. Ranking based on **Utility Value**
- 2. Eliminating roads in good condition
- 3. Eliminating roads in Design Life Period
- 4. Eliminating very small proposals
- 5. Road selection only in order of system priority



OMMAS doesn't permit entering proposal if not in order of priority



Alignments on **GEOSADAK** (GIS ERP) by **District Engineers**



Planning Audit Vetting Utility of

Individual Proposals on GEOSADAK



Analyzing Geographical Parity



Ensure Candidate Road Coverage Giving go ahead for DPR preparation

AI/ML Model to Flag Road's with Majority Surface in Good Condition



Anomaly Detection BI Tool to identify

proposals with abornmal cost or design based on historical data



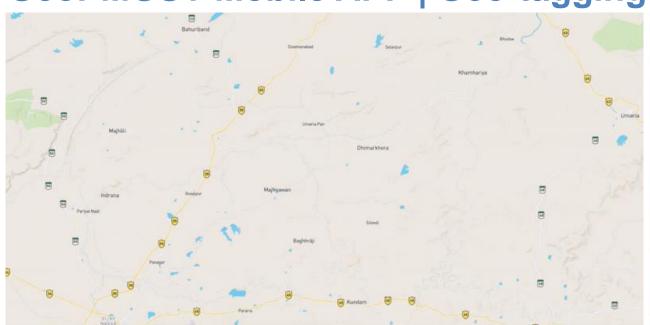
MP Consent and SLSC

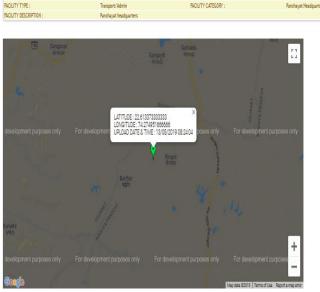
Approval on respective proposal list from Hon. Member of Parliament Approval of entire proposal by SLSC

PRE-EC & EC



GeoPMGSY Mobile APP | Geo-tagging Rural Facilities











7,70,000+ rural facilities geo-tagged with photographs across Rural India Released under Government Open Data License
One of the largest publicly available geo-tagged rural datasets released by Gol

High Schools, CHCs, Bedded Hospitals, Cold Storages, Warehouses, Banks, Fuel Stations, Panchayat HQs, Block HQs, Mandis etc

http://omms.nic.in/Home/PMGSYRuralDataset/

100% GIS based Inventory | Rural Roads & Habitations

25 million km ie more than half of India's entire road network digitized on GIS

1 million habitations with population digitized on GIS covering almost all rural settlements, tolas etc.

Took more than 3 years to complete from start to end One of largest rural GIS datasets





Without this investment – the following algorithms and re-engineering wouldn't have been possible

Trace Maps

Multi-objective transport planning algorithm

Basic Principle

Each habitation should have access to nearest school, hospital, market and administrative buildings

Identify nearest facilities of every kind and draw the route from the habitation to each of the facilities

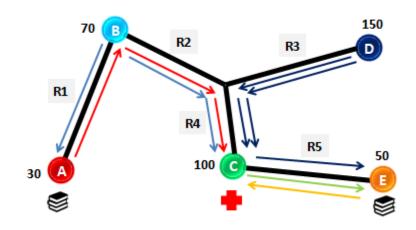
Eg. Routes from Habitation A to nearest high school, hospital, agricultural market etc

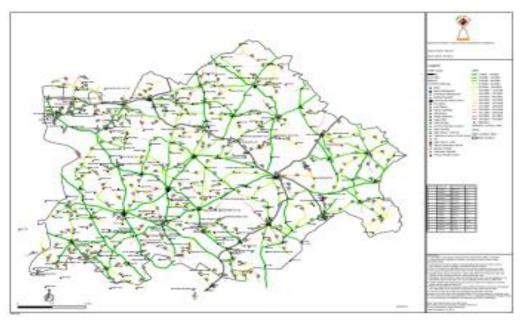
22 such routes for every habitation – termed as its routes of fundamental access

Repeat it for 1 million habitations ie 22 million fundamental routes Identify the roads which are part of these 22 million routes and calculate importance based on the destination facilities and population of habitation using the route

Convert this information into Block Level Trace Map Ranks with color coded roads and ranks.

Written in PyQGIS and GRASS [works offline as QGIS plugin]
Code is made open source and can be used by State Schemes



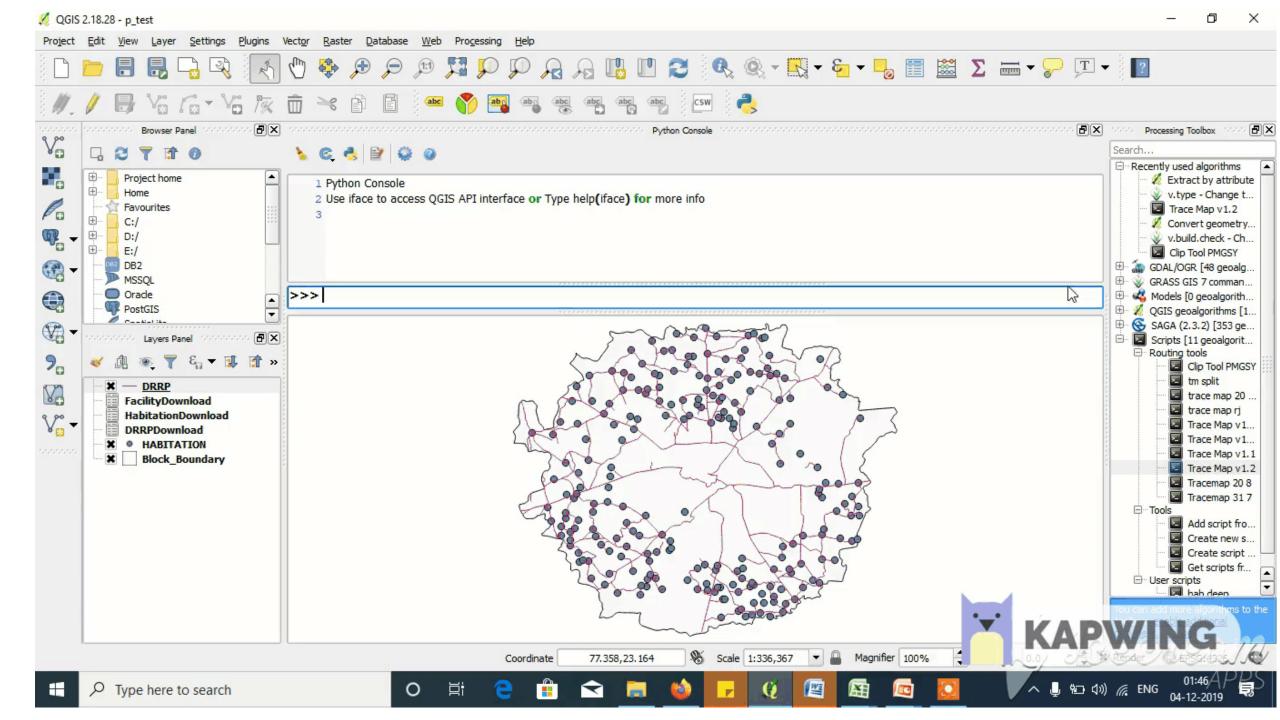


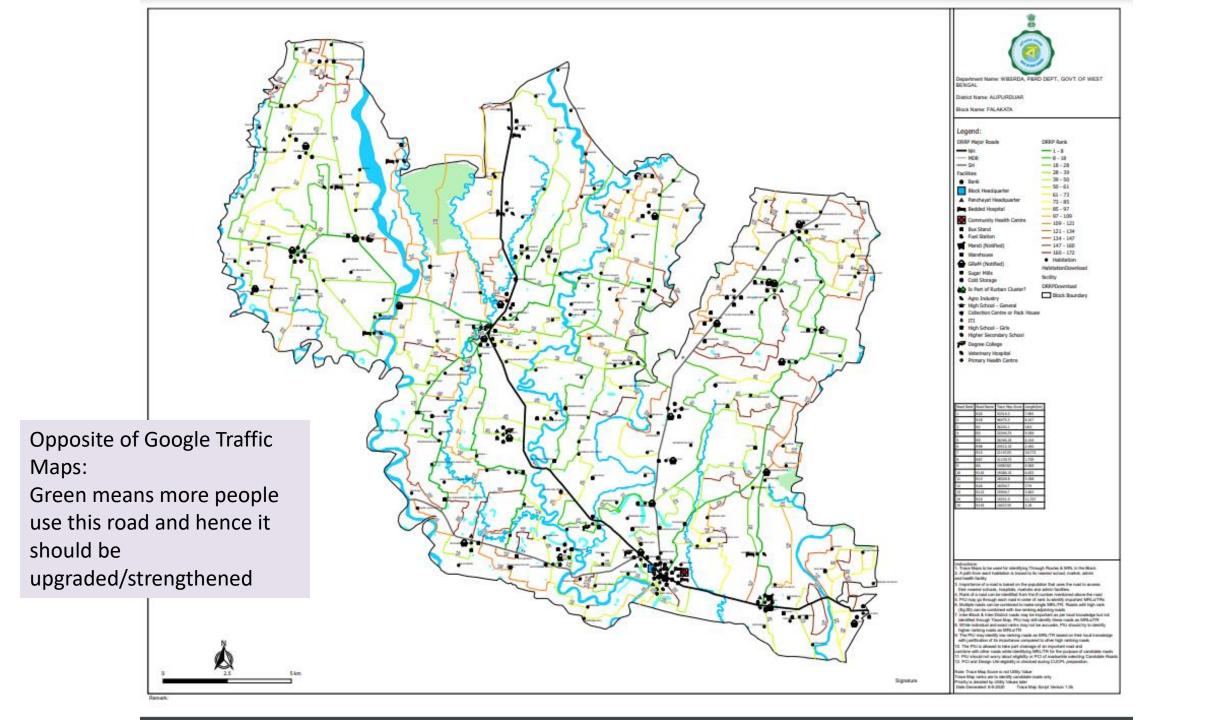
Inputs:

Geo-tagged facilities
Habitation & rural road shapefiles

Outputs

Trace Map PDF
Trace Rank CSV

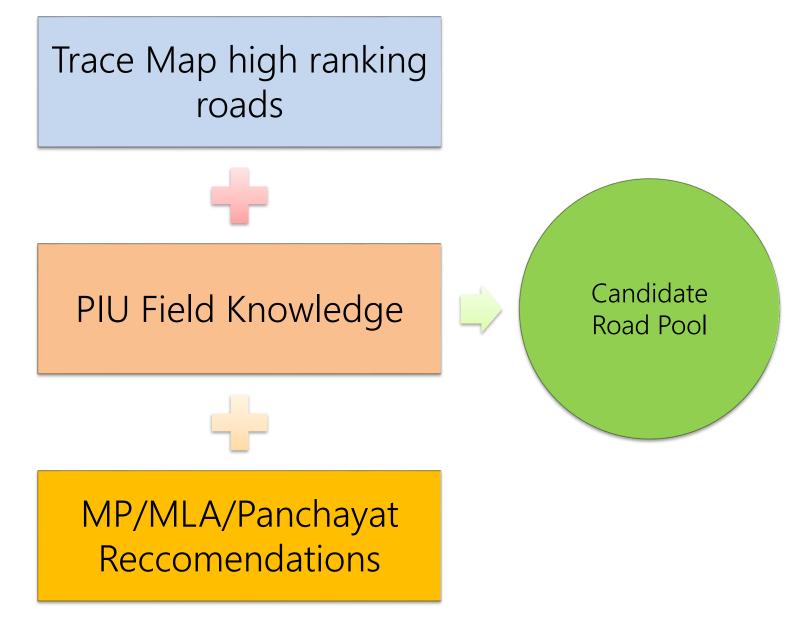




We make it mandatory to consider the top-15 trace map ranked road as part of the "Candidate Roads". Rest remains asis.

Guiding principle was to not override field knowledge or political representation but ensure roads with most impact are selected

Existing and Trusted Utility Value based final selection was retained. Trace Map is used just to make the competition fair.



Instead of changing rules of the race – we just ensure that race is competitive

Pradhan Mantri Gram Sadak Yojana PMGSY3 CUCPL Details

	STATE : Chhatti	sgarh DISTRICT	T : Bijapur BLO	OCK : Bijapur						Candidate Road Composition* (No roads of less than 10 years of design life can be taken up under PMGSY-III.)															
Rank	District Name	Block Name	Road Number	Candidate Road Length	Candidate Road Length Eligibility (should be greater than equal to 5 km)	Eligible CUCPL Length	Road Name	Utility Value	Trace Map Minimum Rank	DRRP Road Name	DRRP Road Number	Road Owner	Length	Trace Map Rank	Weighted PCI	PCI Eligibility (Less than equal to 3)	Eligible Length	Is Completed Under PMGSY- I or II	Is Partly/Fully Under Design Life?						
1	Bijapur	Bijapur	MRL05	0.800	Not Eligible	0.800	Bijapur To Rawatpara	12.50	10.000	Bijapur to Rawatpara (887362)	L061	OTHERS	0.800	10.000	3.00	Yes	0.800	N/A	N/A	A N/A					
2	Bijapur	Bijapur	MRL10	5.000	Eligible	5.000		11.40	6.000	Midte to Toynar (1314664)	RR(TRACK)092	CRRDA	2.000	12.000	1.50	Yes	2.000	N/A	N/A	A N/A					
							Eramnar) Road			T01(Bijapur to Naimed) to Midte Road (887656)	L077	CRRDA	3.000	6.000	2.00	Yes	3.000		Yes	s 0					
										T01(Bijapur to Naimed) to Midte Road (887656)	L077	CRRDA	3.000		2.00				Yes						
3	Bijapur	Bijapur	MRL04	6.500	Eligible	6.500	Dugoli To (Dhanora- Toynar) Road	9.08	6.000	T04(Toynar road Km 6.00) to Papanpal (887653)	L074		2.000		2.00										
										T01(Bijapur to Naimed) to Midte Road (887656)	L077		2.800		2.71				Yes						
															T01(Bijapur to Naimed) to Midte Road (887656)	L077	CRRDA	2.800		2.71				Yes	
															Papanpal to Patelpara (887655)	L076				2.00					
4	Bijapur	Bijapur	MRL03	6.500	Eligible	6.500	Bijapur To Sanghpara	6.77	4.000	Bijapur to Itpal (887361)	L060	-			3.00										
										Itpal To Sanghpara (889477)	RR(TRACK)97	CRRDA	1.500		2.00										
5	Bijapur	Bijapur	MRL09	13.780	Eligible	13.780	Toynar To (Naimed- Kutru) Road	6.31	8.000	(Naimed-Farsegarh Road) km 3.0 to Earamnar (887657)	L078														
										Toynar to Patelpara (887650)	L071	CRRDA	2.400		2.10										
										ERAWNAR TO TOYNAR (1318826)	RR(TRACK)088				1.00										
6	Bijapur	Bijapur	MRL07	0.950			Gangaloor to Gagrapara		14.000	Gangaloor to Gagarapara (887339)	L038		0.950		2.00										
7	Bijapur	Bijapur	MRL02	15.000			NH16 (Chinnakodepal) To Kandulnar	4.20	7.000	T04(Bhopalpatnam-Jagdalpur) to Kandulnar (887367)	L066		15.000												
8	Bijapur	Bijapur	T02	41.350		41.350	-7-7	4.06		Bijapur to Hiroli (887663)	T02		41.350		2.60					-					
9	Bijapur	Bijapur	MRL06	6.800	Eligible	6.800	NH16 To Block Colony	2.94	11.000	NH 16 MANUHIPARA TO ROUTPARA (1314738)	RR(TRACK)111	CRRDA	3.800		2.66										
										T01 to Turnar (887359)	L058				3.00										
10	Bijapur	Bijapur	MRL08	1.900	Not Eligible	1.900	Gangaloor to Potiyapara	2.63	15.000	Gangaloor to Potiapara (887340)	L039	CRRDA	1.900	15.000	2.21		1.900	N/A	N/A	A N/A					
11	Bijapur	Bijapur	MRL01	25.000	Eligible	25.000	Bijapur To Naimed via Tumnar	l via 2.52 1.	1.000	Bijapur to Tumnar (887046)	L024		10.000		2.25										
										TUMNAR TO PEDDAPARA (1314677)	RR(TRACK)105				2.00										
										Naimed to Peedapara (887045)	L023				3.00										
12	Bijapur	Bijapur	T01	36.000	Eligible	36.000	T02 (Gangaloor) To Karrepara	1.89	3.000	T02 to Karrepara (887664)	T03	OTHERS	36.000	3.000	1.00	Yes	36.000	N/A	N/A	A N/A					

Page 1 of 2 Generated On: 26/02/2021 01:24 PM 2014 NRRDA, All rights reserved.

GeoSADAK | Democratizing Use of GIS in Decision Making

- Login based GIS ERP solution
- First of its kind indigenous WebGIS built by C-DAC using FOSS instead of propriety & expensive softwares such as ArcGIS
- User roles for District Engineer, State Admin, NRIDA
- Tightly integrated with OMMAS
- Hosts 14+ layers such as water bodies, forest, rural facilities, quarries, railways etc
- Multiple Basemaps (OSM, Google and Bhuvan)
- 1 million habitations & 2.5 million km rural road network
- User can update and add new GIS features directly on the system by point-and-click mechanism
- Eliminates requirement GIS specialists for basic tasks
- Used in PMGSY-III for tracing and submitting alignments for Planning Audits by central and state teams
- APIs being developed to open this data publicly
- Benefitted Habitation API to provide OMMAS with habitations in 5 km path distance of every candidate road

Moving from static post-facto mapping to GIS first and enabled process flows, decision making and algorithms





















Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched by the Government of India to provide connectivity to unconnected habitations in order to provide continuing access to economic and social services thus increasing the agricultural incomes, employment and other

Planning Audits | Bringing Road Selection to the forefront

- Newly added separate high-level stage just for auditing the selection of roads in the state
- Heavy use of GIS, Remote Sensing and other algorithms
- Ensuring PMGSY-III Road Selection Policy is followed in letter & spirit
- Sampled based scrutiny of roads with large Trace Ranks on Satellite Imagery
 - This was not possible before because lack of data on road importance for every rural road in India
- Rejection of proposals which are meeting programme objectives
 - Eg. Roads leading to mines or serving very small population or through private farms, parallel to existing roads etc.
- Verifying State's target allocation strategy to ensure internal target is distributed fairly (especially in backward areas).
- DPR preparation is given go-ahead only after completion of Planning Audit





Anomaly Detection Tool | Smart Sampling for DPR Scrutiny

- After Planning Audit and preparation of DPRs, the cost & design specifications of proposals are uploaded on OMMAS
- Central Team is supposed to scrutinize 15% of the DPRs in-depth
- Usually these DPRs are selected randomly or based on simple averages
- Anomaly Detection Tool was created to give score to each DPR on how anomalous it's cost or design is
- It is mix of domain expert rules and unsupervised learning rules
- The output is visualized on a BI tool for ease of use
- Samples for scrutiny of states are derived from this tool

Proposal

Count

5

108

61

27

78

280

Total Length

(km)

27.17

448.07

259.87

116.04

5.05

394.71

1,250.91

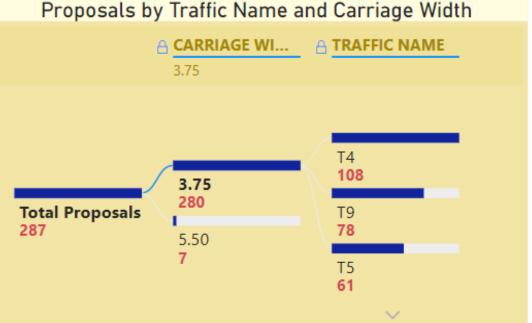








Score



3.75

Total Pavement

Cost (Rs. Lakhs)

1,038.52

19,046.67

7,784.86

3,329.28

15,989.99

47,350.24

160.92

Total Cost

(Rs. Lakhs)

1,714.12

35,469.64

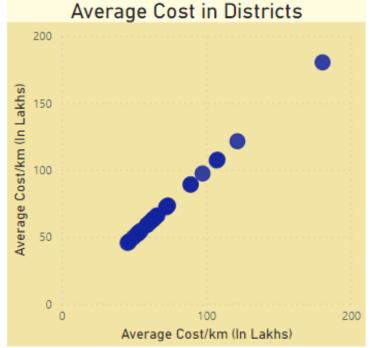
16,126.15

6,677.91

373.99

28,340.78

88,702.59



Average 0 0 0 0 0	Average	100 Cost/km (In Lak	200 (hs)
			5.50
age Cost/km Rs. Lakhs)	Proposal Count	Total Length (km)	Total Cost (Rs. Lakhs)
63.10	7	51.95	6,967.09
79.16			
62.05			
57.55			
74.06			
71.80			
70.91	7	51.95	6,967.09

287 TOTAL PROPOSALS

1,302.86 **TOTAL LENGTH (km)**

957 Total Cost (Rs. Crores)

73.43 Avg Cost/km (Rs. Lakhs)

Carriage Width

Traffic Name

IRC 37

T4

T5

T6

T7

T9

Total

⇑	List of Ru	les	
State Summary	Rule No.	Rule Description	Rule Weightage
1 - 3	1	Proposals with Furniture Cost > 3% of Total Cost	10
Rules 1 - 3	2	Proposals with Pucca Drain Length > 2X CC Length	10
4 - 6	3	Proposals with Traffic category < T9 and BM not 0	20
Rules 4 - 6	4	Proposals with BT+CC+WBM = Length and Sub base cost > 10% Pavement cost	30
7 0	5	Proposals with BT+CC+WBM = Length and Subgrade cost > 10% Pavement cost	30
7 - 9 Rules 7 - 9	6	Proposals with CW >3.75 and Average Cost/km > 1.4* Avg Cost/km for CW=3.75	0
10-12	7	Proposals with Carriage Width >5.5 and Higher Specification Cost =0	20
Rules 10-	8	Proposed Total Length > 1.10*Eligible Length and Higher Specs cost =0	0
42	9	PCI (2-3)= Eligible Length and Pavement Cost > 60% State Average Pavement cost	30
13 Rule 13	10	Proposals with CD works/km >2 and Avg CD Cost/no. > District Avg	20
4.4	11	Proposals with CC Length > 2 and CC Length > 50% Total Length	10
14 Rule 14	12	Proposals with T =T6/T7/T8 and WBM Cost/km > 1.5 State Avg WBM Cost/km for T<=T5	20
D. L. C.	13	Proposal Cost/km> 1 Standard Deviation (District) and > District Average + 10 Lakhs	30
R. List	14	Protection Cost> 1 Standard Deviation (District) and > District Average + 7 Lakhs	20



Rules 1 - 3

Rules 4 - 6

Total Component Cost

1,000

Rules 7 - 9

10-12

Rules 10-12

13 Rule 13

14

Rule 14

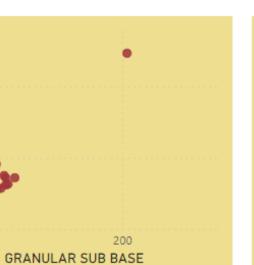
R. List

Rule List

Proposals Violating Rules 4 - 6

RULE #4: Proposals with BT+CC+WBM = Length and Sub base cost > 10% Pavement cost

49



WORK NAME	Subbase Cost/WBM Cost ▼
MRL47-Keelasalai -Anjamanai to Mukkavattam Via Naraiyanpuram	26.62%
MRL82-Melakarieruppu keelakaraieruppu devangudi nattarmangalam ervanchery	25.66%
MRL07-Manaloor-Anaiseri road to Muthaneri Nallukurichi road via keelakula	25.65%
MPI 76 Dharmathananuram	25 55%

RULE #5:

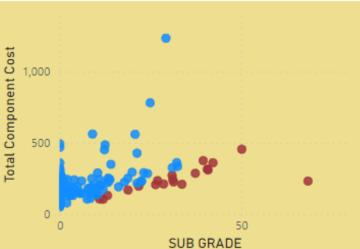
Proposals with BT+CC+WBM = Length and Sugrade cost > 10% Pavement cost

19



Tamilnadu

Proposals with CW > 3.75 and Average Cost/km > 1.4* Avg Cost/km for CW=3.75

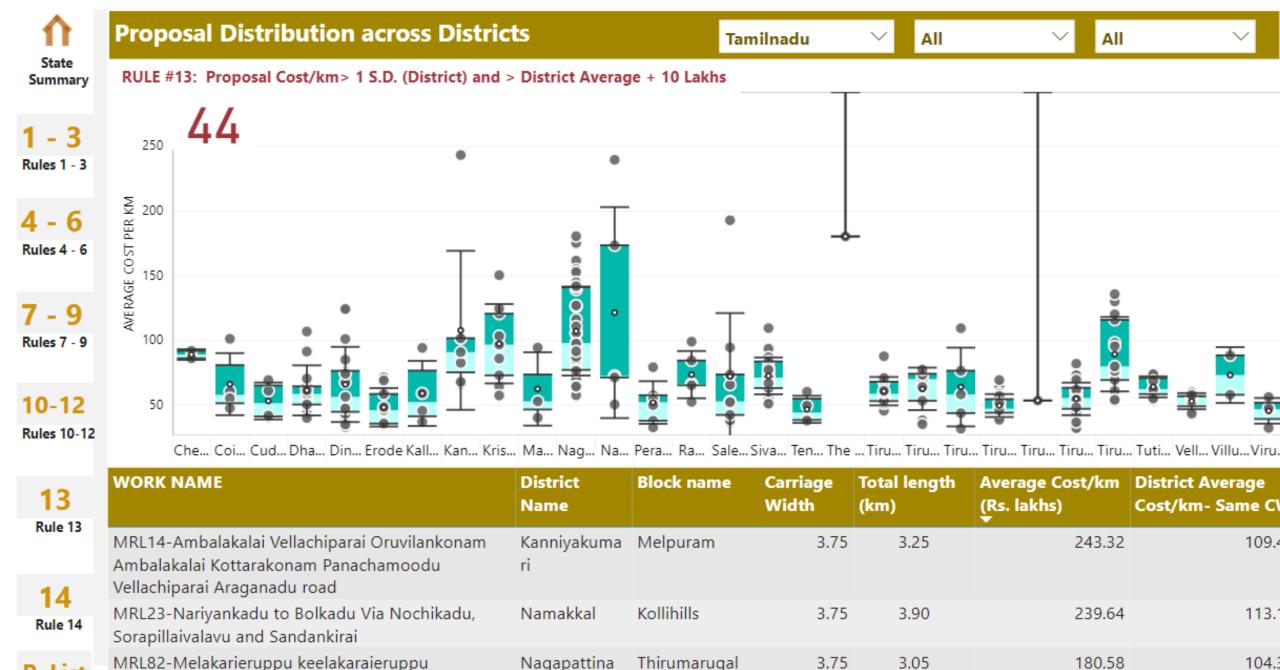


302 010	ADE
WORK NAME	Subgrade ^ Cost/WBM Cost
MRL01-Nangoor to kathiruppu Sembathaniruppu Via Keelaiyur	13.83%
MRL01-Thudiyalur to mangarai (via) 24,Veerapandi	11.35%
MRL03-Melavidangalur Kadambankudi sattiyakudi 119 anakudi West street Road	16.01%
MRL07-Manaloor-Anaiseri	11.43%
<	>

AVERAGE COST PER KM	200					
A	0 3.	.5	4.0	4.5 CARRIAGE WID	5.0 TH	5.5

All

WORK NAME	CARRIAGE WIDTH	AVER^ COST
MRL01-Thirupoondi Karapidagai Sadayankottagam Road	5.50	
MRL02-Mappadugai to Kadalengudi road	5.50	
MRL02-Thudiyalur to Maruthamalai	5.50	
MRL02-Vathalagundu Usilampatti road to	5.50	· ·



m

R. List

Rule List

devangudi nattarmangalam ervanchery

Al for Road Surface Detection [SADAK-Al]

- PMGSY-III is only for taking up road which are currently in poor condition
- Sometimes, PIUs propose roads which are largely in good condition
- These roads are either not eligible or candidates for cost reduction
- To verify surface condition central teams looks at random proposals and goes through their pictures which is time consuming
- A ResNet34 architecture based deep learning model was trained in-house which can classify road surface pictures as poor or good with more than 90%+ accuracy.
- The model goes through the pictures automatically and flags a select sample of proposals which it believes are largely in good condition
- Only proposals where more than 60% of pictures are marked by model in good condition are checked by central team.

Cost of Development: Rs 0/-Developed 100% inhouse Average Pictures Checked Before Each PRE-EC by Model: 5,000-10,000



{'Prediction': `Good', 'Probability': 0.99305}



{'Prediction': 'Poor',
'Probability': 0.96015}

People

Resources

C-DAC staffing increased by 30% for PMGSY-III

NRIDA created in-house position for Data Scientist and GIS Specialist

SRRDA provided with funding to setup GIS Cells in HQ [manpower + hardware]

Capacity Building

NRIDA created GIS course for civil engineers based on PMGSY examples

Continuous rolebased trainings to all officers from Block to State level [500+ hours of training]

Leadership & Policy Support

Major reform and re-engineering required 100% backing from leadership

NRIDA, CDAC, SRRDA and MORD were all on the same page regarding reforms.

Algorithm institutionalized in Original Guidelines

Management of Change

Selection of roads is political and high-stakes situation. Many high-level meetings were had with elected representatives both at the centre and at the state to get acceptance for the new and improved process of selection of roads.

Learnings

Investing in Data & Infra

Farseeing investments needed + focus on use eventually

Digitization of DRRP and Habitations initiated in 2015 much before PMGSY-III use-case was identified.

Data Quality Linked to State Capacity

- Algorithm needs good quality data.
- Good data requires proper monitoring of digitization effort + high quality local vendors
- States with poor overall capacity also didn't have good quality data
- They could not proceed with road selection process till data quality was fixed. State most need of roads may get roads delayed

Algorithmic Assumptions

- Even simple algorithms have assumptions or edge cases which can adversely impact outcomes
- Do people go their nearest facilities, if so, with the shortest path?
- Can habitations be treated as points?
- Do people only access facilities within the block they reside?

Building In-house capacity & Use of FOSS

Entire intervention cost nothing apart from the salaries of existing staff

Need to invest in inhouse specialized talent

Algorithms written in Python, QGIS, PyTorch etc.

Learnings



Algorithms

Use algorithms to support or nudge but with balancing of human oversight.

Algorithms can never be perfect

- Trace Map only ranks road based on simulated traffic but final combination of roads to make routes is decided based on field logic
- Field Engineer can select as many roads apart from Top-15 as candidate roads
- MPs to be recommended mandatorily while selecting candidate roads
- Final selection based on **Utility Value** which is pre-existing logic.
- Even SADAK-AI and Anomaly Tool are to do smart sampling for human verification & not to replace humans

68% roads proposed are recommended by Trace Maps.

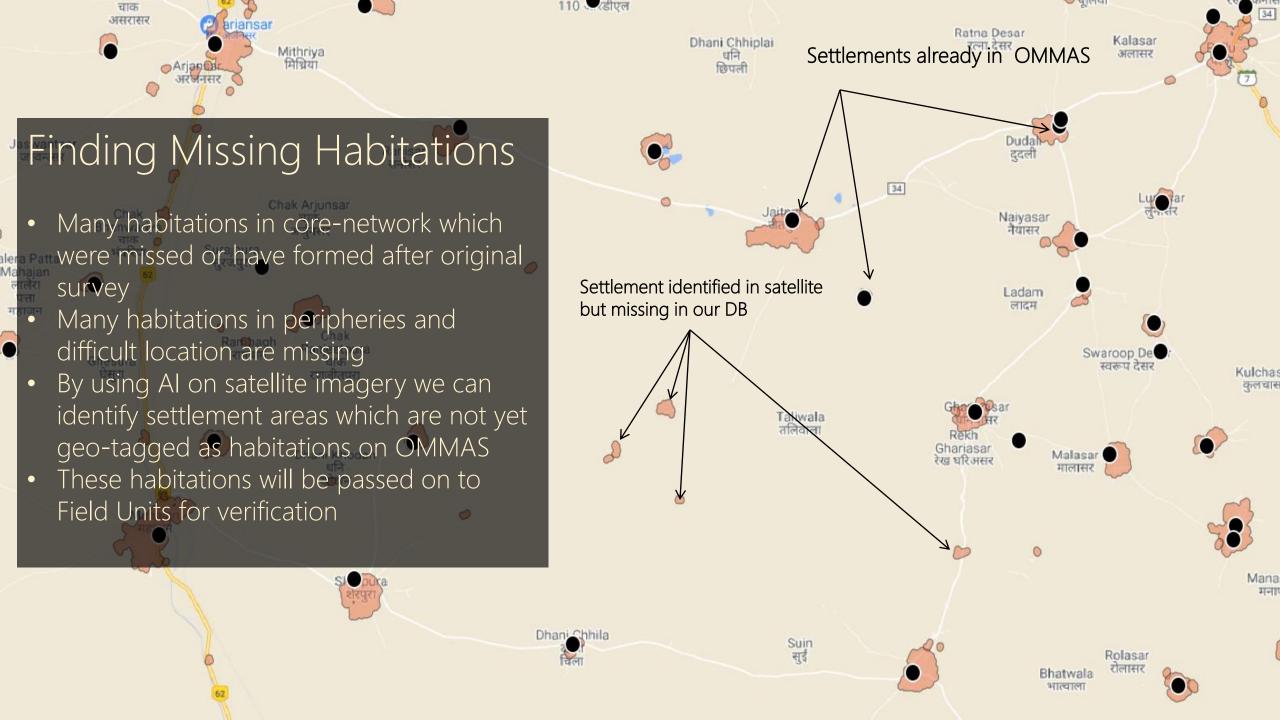
22% cases the road proposed by field logic or MPs have more Utility Value than the Trace Map roads

Open Data – From Physical to Digital Goods

- Data collected for planning is too valuable for single-use
- 800,000 facilities, 2.5 million km roads and 1 million habitations have released as open data
- Roads in itself act as multipliers for various services
- Planners, startups, academics etc are invited to build solutions on top of that data to ensure first mile delivery of services

https://geosadak-pmgsy.nic.in/opendata/

11,000+ downloads in two months



Thank You

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