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By Speed Post

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Government of India
Ministry of Rural Development
Department of Rural Development
RC Division

Room No. 378
Krishi Bhavan, New Delhi,
Dated the 28th June, 2013.

To

- W.P.-28/2013-1
1. Shri M.C Boro, Commissioner & Special Secretary,
Public Works Department,
Government of Assam,
Dispur, Guwahati
 2. Shri K.C. Hazarika,
Chief Engineer,
Public Works Department,
Government of Assam,
Dispur, Guwahati.

Subject: Pre-Empowered Committee Meeting to discuss proposals of State of Assam under Pradhan Mantri Gram Sadak Yojana (PMGSY) on 27th June, 2013 - Minutes thereon.

Sir,

I am directed to enclose herewith a copy of the Minutes of the Meeting of the Pre-Empowered Committee held under the Chairmanship of Joint Secretary (RC), Ministry of Rural Development on 27th June, 2013 to consider the project proposals of Assam State under PMGSY. You are requested to take necessary action.

Yours faithfully,


(M. Jayachandran)

Under Secretary to the Government of India
Tel. No.011-23070978

Copy for information to:

PS to MoRD/ PPS to Secretary (RD)/ Sr. PPS to SS&FA/ PS to JS(RC) /
Director(RC-YSD)/ Director(RC-PMK)/ DS(RC-MR)/
Director(Tech.)/ Director (P-I)/ Director(P-II)/Director (F&A), NRRDA.

ISSUED
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**MINUTES OF THE MEETING OF THE PRE-EMPOWERED COMMITTEE
FOR PMGSY HELD ON 27th JUNE, 2013**

STATE: ASSAM

A Meeting of the Pre- Empowered Committee was held on 27th June 2013 at 11.30 am under the chairmanship of Joint Secretary (RC), MoRD to discuss the proposals of the State of Assam under Pradhan Mantri Gram Sadak Yojana (PMGSY). List of participants is given below:

Dr P K Anand	Joint Secretary (RC), MoRD
Shri P.Manoj Kumar	Director (RC), MoRD
Dr I K Pateriya	Dir(Tech), NRRDA
Shri. P.K. Katare	Dir (P-III), NRRDA
Shri. N.C. Solanki	Dir (P-I), NRRDA
Shri. Bhupal Nanda	Dir (F&A), NRRDA
State Govt. Representatives	
Sh.M.C.Boro	Commissioner & Special Secretary
Sh.K.C.Hazarika	Chief Engineer, PWD (Roads), Assam
Sh.R.K.Das	Director, RRL, PWD & SQC
Sh.S.M.Hassan	Supt.Engineer, Traffic Engineer
Shri Haba Shyam Sinha	Asstt. ITNO

2. Details of proposals discussed by the Committee for the State of Assam are as under:

Item	New Connectivity (ADB)
Value (Rs. In crore)	389.05
No of Road Works	278
Length (Km)	668.75
Average Cost Rs. Lakh per Km	58.18
Total No. of habitations benefitted	495

3. The Pre-Empowered Committee reviewed the progress of the implementation of PMSGY in the State of Assam since the previous Empowered Committee Meeting held on 12th February 2013 considered the institutional capacity of the State to efficiently execute the PMGSY works with the requisite attention to quality.

4. **Physical Progress**

4.1. The Pre-Empowered Committee reviewed the pace of the implementation in the State. As per OMMAS out of 5198 road works sanctioned, 3395 road works were reported as completed. 1803 works, including 1425 works which were sanctioned prior to March 2011, are still incomplete, which is a matter of serious concern, since PMGSY works are required to be completed within 12 months. The status of phase-wise/year-wise completion of road works as per OMMAS is given below.

Year of sanction	Phase	Sanctioned works	Completed works	Pending works
2000-01	I	212	212	0
2001-02	II	294	291	3
2003-04	III	109	108	1
2004-05	IV	195	194	1
2005-06	V	438	452	36
2006-07	VI	629	528	101
2007-08	VII	1276	786	490
2008-09	VIII	1445	824	621
2011-12	IX	172		172
2012-13	X	378(including 257 bridges)		378(including 257 bridges)
Total		5198	3395	1803

4.2. As per OMMAS, out of 3,395 road works completed, only 2251 road works have been financially closed, which is just 66%. The Committee advised the State that efforts should be made to financially close all the completed works immediately. The Committee reminded that if the financial closure does not take place, the State will not be able to be sanctioned funds in terms of para 19.2 of the PMGSY Guidelines, which would adversely affect the pace of the programme in the State.

5. Completion Plan

As per the completion plan submitted during the EC meeting held on 12th February 2013, which was a part of the clearance letter dated 11th March 2013, the works required to be completed by the State during the quarters January-March 2013, April-June 2013 were 503 (942 kms length) and 827 (1496 kms) respectively. The Committee reviewed the progress of works against the aforesaid completion plan and found that the State has completed 185 works covering 543 kms during the first quarter and 93 works covering 130 kms in the second quarter (upto May, 2013). Further, the State has informed that 60 road works covering 180 kms are expected to be completed in the quarter ending June 2013. **It shows that the State is not following the plan of completion as committed by the State itself.**

6. DPR Issues

6.1 Some of the observations of NRRDA on proposals based on the scrutiny of sample DPRs brought by the State are as under which should be complied with before seeking the date for Empowered Committee Meeting:

- i. Certain proposals are not part of core network. These proposals need to be deleted.
- ii. In certain proposals, incidentally benefitted habitations have not been indicated, which should be mapped.
- iii. It was found that the name of a road does not match with CN6 and the habitations mentioned in CN6 as incidental has not been indicted.
- iv. In certain proposals the habitation was marked as unconnected as per CN1, but the proposals are not part of CN6.
- v. The photographs of the roads were not clear enough to visualize the picture of the existing track.
- vi. The location of the proposed CD works was not well defined in the DPR.
- vii. The quantities of the items for construction of HP culvert were not fully justified. This has increased the total cost of the proposal.
- viii. The rates applied in proposed road construction for GSB and WBM items are on a higher side, which has increased the total cost of the proposal.
- ix. The proposal for new CD structures in the form of slab culverts are not fully justified from the photographs.

- x. The proposed road length passes through plain terrain and the existing CD works of HP are not clearly depicted in photographs. Further, there are contradictory remarks about the condition of these HPCs.
- xi. The cost analysis for the construction of the CD works of 1m span slab culvert is on higher side, which has increased the total cost of the proposal.
- xii. Average cost/km appears to be on higher side. Proposals need to be reviewed in the light of NRRDA's observations.

6.2. The Committee opined that the average construction cost/km is very high which cannot be agreed to. Under the programme, an amount of Rs. 41.45 lakh was sanctioned as average construction cost to the State during the year 2012-13, which is based on approved SoR of 2011-12. The percentage hike effected in the SoR for the current year (2013-14) by NRRDA for the State is 12%. The Committee advised the State to re-examine the cost estimate in light of the observations of NRRDA and considering the average cost per km of the earlier sanctions and percentage hike in SoR for the current year.

7. Quality

7.1. While reviewing the quality monitoring mechanism in the State, the Pre-Empowered Committee observed that though the second tier quality monitoring mechanism in the State has improved, the quality of the roads have been found very poor. During April 2011 to March 2013, out of 516 SQM inspections carried out in the case of completed works, 81 works were graded 'Unsatisfactory', which is 16%. Further, in the case of on-going works, out of 1803 SQM inspections, 343 works were graded as 'Unsatisfactory', which is 19%. The NQM reports also show that number of 'Unsatisfactory' works for the same period is 37% in case of completed works and 23 % in case of on-going works.

7.2. The number of photographs uploaded based on SQM inspections was not found to be adequate. Out of 2,306 SQM inspections, only 18,675 photographs were uploaded, where as 10 photographs for each SQM inspection, including one of field laboratory, is required to be uploaded by SQMs.

7.3. As regards submission of Action Taken Reports (ATR) of NQM inspections, out of 202 ATRs required, only 57 ATRs were uploaded by the State. The State was advised to take immediate action to upload remaining 145 ATRs on OMMAS.

7.4. It was informed to the State that this Ministry had deputed a team of NQMs to enquire about the complaint made by Shri. Ramen Deka, Hon'ble MP under Rule 377 in the Lok Sabha regarding poor quality of the roads constructed under PMGSY in Mangaldoi parliamentary constituency and the NQMs report was sent to the State on 14.5.2013 to take immediate action and also to send Action Taken Report (ATR) to the Ministry within one month. Since the requisite ATR was not received, the Committee advised the State to send ATRs on the NQMs report to the Ministry immediately.

8. Maintenance

8.1. The details of maintenance funds required, released to SRRDA and utilized by them during the last two years and current year are given below.

(in crore)

Financial Year	Maintenance Funds required to be released	Actual release to SRRDA	Expenditure (upto January 2013)	% of expenditure w.r.t fund required
2010-11	11.99	11.99	5.17	43%
2011-12	15.00	13.40	4.16	28%
2012-13	18.00	18.00	8.47	47%
Total	44.99	43.39	17.80	

8.2. The Committee observed that the State did not spend as per the requirement on maintenance of roads constructed under PMGSY despite the State having adequate funds on this account. The committee desired that the State Government's attention be drawn to the provision of para 17.1 of PMGSY Guidelines regarding maintenance which states that 'the putting in place of institutional measures to ensure systematic maintenance and providing adequate funding for maintenance of the rural Core Network, particularly the Through routes, will be key to the continuance of the PMGSY programme in the State.' The Committee reminded the State Government that PMGSY roads are not mere construction projects to be executed so as to achieve physical and financial progress. Rather, they are inputs into the poverty reduction strategy and their continued existence for atleast 10 years was absolutely essential to achieve the intended objective. The State Government would be doing itself and the people of the State a great disservice if they construct roads and then did not maintain it, which would lead to bad roads or no roads at

all after a short period of time and the people of the State are deprived of the opportunity to use the good rural road infrastructure which would hinder the objective of the Ministry in the poverty reduction strategy. The representative of the State assured the Committee that it will take utmost attention in maintaining the roads and will ensure to keep sufficient funds under maintenance head.

9. Absorption Capacity

As per the capacity assessment study (based on ongoing works excluding works proposed to be dropped, number of SQMs, average expenditure and no. of PIUs) the State does not have the capacity to take up any additional works during the financial year 2013-14. The execution capacity of the State based on the index on expenditure, maintenance and quality inspections is given below:

Execution Capacity of the State				
#	Basis	No. of PIU	Work load per PIU (Rs. in Crore)	Total
1	PIU	56	50	2800
#	Basis	No. of SQM	Capacity of a SQM to inspect work worth (Rs. in Crore)	Total
2	SQM	40	126	5,040

Average construction cost per km Rs.0.42 crore					
#	Basis	Year(s)			Maximum Expenditure + 10% per year (Rs.in crore)
		2010-11	2011-12	2012-13	
3	Expenditure (Rs. in Crore)	1,301	1,312	690	1,587

Work load required according to expenditure of Rs.1,587 Crore is = $Rs.1,587 \times 3 = Rs.4,761$ Crore.

Lowest of the above parameters Rs.2,800 Crore.

1. According to expenditure – Rs.934 Crore - $Rs.934 \times 1 = Rs.934$ Crore
2. According to Maintenance- Rs.933 Crore - $Rs.933 \times 0.47 = Rs.439$ Crore

3. According to Quality – Rs.933 Crore – Rs.933 Cr*0.19 = Rs.177 Crore Capacity according to index is sum of these three = Rs.1,550 Cr.

Balance work in hand (31.05.2013) = Rs.2,161 Cr.(-) Rs.0.00 Cr. (to be dropped) (-) Rs.26.67 (Savings) = Rs.2,134 Cr.

10. Annual Allocation of the State for the year

The annual allocation of the State for the year is Rs. 980 crore. The State has informed that it will complete 2000 km length of road with an anticipated expenditure of Rs. 1000 crore during 2013-14. The State has OB (as on 1.4.2013) to the tune of Rs. 479 Cr (including interest). The State therefore may actually require an amount of Rs. 521 Cr. to complete the works during the current financial year. Since the State is eligible to receive Rs. 980 crore during the current financial year as per annual allocation, the current proposal amounting to Rs.389 crore may be accommodated during the current financial year.

11. Road Condition Survey

The Committee observed that the State has not conducted fresh Pavement Condition Index (PCI) Survey for the rural roads in the State. As per OMMAS, out of 7081 kms of road length, the State has completed PCI for 1130 kms during 2012-13 and 78 kms during 2013-14. The Committee reminded the State that PCI data is essential for both maintenance and future upgradation works. The Committee further reminded the State that the funding under PMGSY will be purely based on road condition survey and advised the State to conduct periodic survey on PCI.

12. Financial Management/Accounting.

12.1 State Government has utilized Rs.1.03 crore for its expenditure from the PMGSY funds, which needs to be recouped.

12.2 Schedule of Current Liabilities shows Rs.0.11 lakh as 'purchase suspense' (persistent observation). PMGSY Accounting procedure does not provide the Head "Suspense".

12.3 It was found non remittance of an amount of Rs.49.87 crore towards the statutory deduction to the concerned authorities.

12.4. An amount of Rs.2.02 crore has been shown as secured advance which is not admissible under PMGSY.

13. **The State will complete following activities to consider for fixing an early date for Empowered Committee Meeting.**

13.1. The status of works against the completion plan as submitted during the EC Meeting held on 12.2.2013 should be sent.

13.2. The proposals should be corrected based on the observations of NRRDA as listed at Para No. 6 above and all DPRs should be entered on OMMAS after duly vetted by STAs.

13.3. Detailed Action Plan should be sent regarding ATRs on pending 145 NQM reports.

13.4. Financial closure should be made for atleast 80% of the completed works.

13.5. Average cost / km in the current batch of proposals is about Rs 58.18 lakh/km, which is on the higher side and needs to be reviewed in the light of the observations of NRRDA and considering the average cost per km of the earlier sanctions and hike in SoR for the current year.

13.6. Action Taken Report (ATR) on the NQMs report on the complaint made by Shri. Ramen Deka, Hon'ble MP under Rule 377 in the Lok Sabha regarding poor quality of the roads constructed under PMGSY in Mangaldoi parliamentary constituency should be sent to the Ministry immediately.

13.7. The State should send the status of works cleared vide this Ministry's clearance letter dated 11.3.2013. it should also send ATR on the issues referred at Para 3 and 4 of the aforesaid clearance letter.

14. **The State should send a compliance report to the Ministry/ NRRDA on all issues as indicated at para 13 above and EC Brief as per SOP while seeking date for EC meeting.**

15. The meeting ended with Vote of Thanks to the Chair.