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Government of India
Ministry of Rural Development

Krishi Bhavan, New Delhi
Dated the 8th November, 2013

Subject: Pre-Empowered Committee Meeting for considering the project proposals of the State Government of **Uttarakhand** under Phase-XII of PMGSY-reg.

A copy of the Minutes of the Pre-Empowered Committee meeting held on 7th November, 2013 under the Chairmanship of Joint Secretary (RC) for considering the project proposal under Phase-XII under PMGSY to the State Government of **Uttarakhand** is forwarded herewith for necessary action.


(P.K. Singh)

Under Secretary to the Government of India
011-23388770

Distribution:-

1. The Secretary, Rural Development Department, Government of Uttarakhand, Dehradun.
2. The Chief Executive Officer, URRDA, First Floor, Dptt. Of Panchayati Raj, Sahashtradhara Road, Dehradun.

Copy to:-

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


(P.K. Singh)

Under Secretary to the Government of India
Telephone No 011-23388770

**MINUTES OF THE PRE-EMPOWERED COMMITTEE MEETING
HELD ON 7th NOVEMBER, 2013**

STATE: UTTRAKHAND

A Meeting of Pre-Empowered Committee was held on 7th November, 2013 at 11.00 am under the chairmanship of Joint Secretary (RC), MoRD to discuss project proposal of State of Uttarakhand under Pradhan Mantri Gram Sadak Yojana (PMGSY). List of participants is given below:

Shri Rajesh Bhushan	Joint Secretary (RC) in Chair
Smt. Manju Rajpal	Deputy Secretary (RC)
Shri I. K. Pateriya	Director(Tech), NRRDA
Shri Sunil Kukreja	Joint Director(F&A), NRRDA
Shri N. J. Thomas	Consultant IFD, MoRD
State Representatives	
Shri Vinod Fonia	Secretary RD, Uttarakhand
Shri K. K. Jain	CE (PMGSY), Uttarakhand
Shri P. C. Gaur	CE (URRDA)
Shri Manish Kumar Mittal	EE (URRDA)
Sri. Arvind Singh Jyala	ITNO (URRDA)

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

Phase -XII under PMGSY

Item	New Connectivity				
	Stage I	Full stage	Stage II	Upgradation	Total
Value in Rs. Lakh	228.40	252.88	127.48	320.70	929.46
No. of Road works	48	49	27	60	184
Length in Km	400.96	408.85	270.40	986.69	2066.90
Average Cost in Lakh/ Km	56.96	61.85	47.14	32.50	44.97
Habitation	1 of 1000+ 18 of 500+ 145 of 250+ 74 of less than 250+				1 of 1000+ 18 of 500+ 145 of 250+ 74 of less than 250+

3. The Pre-Empowered Committee reviewed the progress of the implementation of PMSGY in the State of Uttarakhand since the previous Empowered Committee Meetings held on 27th June, 2013, which considered all aspects of implementation of PMGSY works in the State as well as the current proposal.

4. Joint Secretary (RC) while welcoming all the participants appreciated the efforts of the State to reconcile the habitation data on OMMAS with the hard copy of such data and directed the State to finalize this reconciliation process urgently. Further, it was suggested that State needs to assess the potential of clusters within 1.5 km path distance in eligible hill areas and within 10 km path distance in international border blocks to benefit the habitations having population less than 250. In view of the paucity of skilled manpower within the Nodal Department, the State needs to outsource this survey to any retired engineer with suitable qualifications and experience of the area to get a timely feedback. The State representatives requested for time upto 20th November to finalize the reconciliation process and assured to explore the potential of clusters in eligible areas.

5. DS (RC) Smt. Rajpal stated that the Ministry was concerned regarding natural calamity faced by the State of Uttarakhand and considering the grim situation in the State, it was suggested in the last Empowered Committee Meeting held on 27th June, 2013 that State may prepare fresh proposals for upgradation of such Through Routes, not covered under PMGSY within the balance upgradation target. Hon'ble Minister of Rural Development offered State to prepare DPRs for upgradation of roads of 500 km within balance upgradation target which can be increased if required. The current proposal has been prepared for upgradation of 986.69 km in 12 districts, which is beyond the agreed limit. JS (RC) suggested that State needs to revisit the DPRs and propose for 500 km of upgradation of rural roads in the 6 districts (as mentioned in communication of Hon'ble Minister of Rural Development) for consideration of Empowered Committee. The State Representatives agreed to reduce the proposed length accordingly. Further, it was decided that the justification of increased road length and number of districts would

simultaneously be examined in the Ministry and decision in this regard would be communicated to the State at the earliest.

6. **DPR Issues:** Director, Technical Dr. Pateriya mentioned the following DPR issues to be addressed prior to the Empowered Committee Meeting:

- i. The proposed quantity of earth work in Stage-I works is on higher i.e.16186 cum/km and no Longitudinal & Cross Section and road geometrics design of the road are provided in DPR.
- ii. Cost for compensation of forestation, and utility works provisioned in DPRs needs to be considered as State share.
- iii. CD works and protection works provisioned are on higher side and without justification.
- iv. Drawings, structural design for 15m span bridge and details of hydraulic data and scour depth calculation based on the site hydraulic data should be provided in the DPRs of proposed bridges. STA approval for design should be enclosed with these DPRs.
- v. Drawings for **Upgradation and Stage II** works should be enclosed with DPR prepared on A3 size paper and should be readable.
- vi. The existing roads proposed for upgradation have black topping and the credit of existing pavement layers should be considered in DPR.
- vii. WBM -I material needs to be replaced by GSB.
- viii. Pavement design has not been done as per IRC: SP-72. This needs to be recalculated as vehicles less than 3T axle load considered for ESAL calculation.
- ix. CBR has not been found, but assumed as 5-6%. This needs to be tested so that pavement design is prepared accordingly.
- x. Test results of soil should be enclosed in the DPRs.
- xi. Provision of Type 'A' Metal crash barrier for an amount of Rs 10.08 crore has been provisioned. In case the provision of parapets is cost effective, should be provisioned instead of metal crash barrier.
- xii. Detailed quantity calculation needs to be done again as quantity for CD works not deducted while calculating quantities of pavement material.
- xiii. A quantity of 13125 cum has been provisioned as slip clearance, this need to be undertaken in maintenance.

- xiv. The State shall take up atleast 15% of total proposals under R & D. The choice of roads and technology will remain with State.

7. **Completion Plan:** The Committee further reviewed the progress of implementation of PMGSY in the State and status of physical and financial progress on OMMAS. The status of phase-wise/year-wise completion of road works as reported by the State was discussed at length and it was pointed out that State has 2 balance road works of the year 2003-4, 12 balance works of the year 2005-6, 26 balance works of the year 2006-7, 88 balance works of the year 2007-8 and 69 works of the year 2008-9, which needs immediate focus. The State informed that 78 works of Phase-VI (9 works), VII (36 works) and Phase- VIII (33 works) are not yet started for want of forest clearance. It was discussed that as per prevailing guidelines, if cleared works are not started because of delayed forest clearance, State may send a proposal with approval of SLSC, for dropping of such roads and may propose them as fresh works on current SoRs after getting such forest clearance. The State representatives agreed to expedite the dropping proposals and assured to send the same prior to EC meeting for current proposals.

8. **Financial Closure:** The Committee observed that the State had focused on completion of cleared projects in totality. It was reviewed that State has a balance of 51 completed works (10% of physically completed works), where financial closure is yet to take place. The State needs to bring the pendency down at zero level in regard to all completed works. The State was advised for strict monitoring with PIUs to ensure financial closure of all completed works so that smooth fund flow for current proposals can be ensured by this Ministry, to which the State agreed. The State representatives raised an issue related to about 18 works, where either works are physically completed but expenditure has been incurred beyond the cleared value or works are only partially completed because of lack of required funds. State representatives mentioned that there are no savings in earlier respective phases to meet out the excessive expenditure and State finance department has also refused to provide additional funds. The State was advised to send a proposal with full detail and justification in this regard, so that issue may be consulted with Internal Finance Division (IFD) of the Ministry to find out a way to ensure financial closure of such roads.

9. **Audited Accounts:** The State has provided manually prepared Balance sheet for year 2011-12 and some variation has been found in JMMAS generated balance sheet and manually prepared balance sheet, which State needs to reconcile. The balance sheet for the year 2012-13 should be sent to NRRDA by 20th November, 2013 based on the output generated through OMMAS as it is overdue.

10. **Maintenance Progress:** While reviewing the maintenance commitment for current proposal, it was observed that proposed maintenance is 15.01 % w.r.t. construction costs, which seems reasonable as per guidelines. The details of maintenance funds required, released to SRRDA and utilized by them during the last two years and current year are given below:

Rs. In Crores

Sl. No.	Financial Year	Maintenance Funds required	Actual release to SRRDA	Expenditure by SRRDA during the financial years	% Expenditure w.r.t funds required
1	2	3	4	5	6
1	2010-11	11.47	5.20	5.20	45%
2	2011-12	11.48	9.74	9.74	85%
3	2012-13	9.86	7.42	7.42	75%
4	2013-14 (Upto September, 13)	16.11	16.00	6.92	43%
Total		48.92	38.36	29.28	

The Committee appreciated the efforts of State Government to credit the required amount to SRRDA and expected that State would ensure the utilization of required amount by the year end. It was suggested that State may study the draft policy paper on maintenance of rural roads by State government of Uttar Pradesh and suitably prepare a policy framework for maintenance of rural roads for Uttarakhand, as per geographic terrain of the State.

11. Quality and Monitoring Issues: The State informed that 2 laboratories have been established in Pithoragarh district so all the projects have fulfilled the pre-requisite of field laboratory. Out of 307 SQM inspections during the period April, 2012 to September, 2013, total 6% works were reported unsatisfactory at on-going stage and 0% at completed stage. The reports of NQMs show that the quality of the roads is not upto the expected level and during April, 2012 to September, 2013, a high number of unsatisfactory works have been reported by NQMs (23% at on-going stage and 7% at completion stage). The Committee opined that the monitoring mechanism under 2nd tier is weak and advised the State to strengthen the quality monitoring system in the State. The Committee also advised the State Government to ensure proper functioning of independent monitoring under 2nd tier quality mechanism and accountability of agency should be ensured for qualitative outcome. As regards submission of ATR on NQM inspections, out of 44 ATRs required to be sent, the State has sent only 29 reports. The State is required to send remaining 15 ATRs in time bound manner for effective compliance of observations raised in inspections of NQMs.

12. Dedicated Human Resource: It was observed by the Committee that in spite of earlier directions, State has not yet appointed a dedicated Financial Controller and dedicated CEO for SRRDA. It was discussed that State has shortage of officials, therefore dedicated CEO is not feasible at the moment but State would ensure the placement of a dedicated Financial Controller on a priority basis.

13. Review of RRP-II, World Bank Projects: The Committee, after review of progress under RRP-II, World Bank Projects, stated that against the revised entitlement of Rs. 1,002 crore, the State has got the clearance for Rs. 851 crore. DS (RC) Smt. Rajpal pointed out that State has yet to award balance 10 road works against the clearance of 5th October, 2011, balance 3 works against the clearance of 8th February, 2013 and balance 65 works against the clearance of 31st July, 2013. The State representative informed that an amount of Rs 4 crore is required as tender premium from State finance department to award the balance bridge works against the clearance of 5th October, 2011. It was emphasised that State need to ensure that all earlier sanctioned works are awarded and are under progress. As the mid-term review of World Bank Mission is due in mid December, 2013, State needs to release requisite amount (including the tender premium

amount) to SRRDA, prior to seeking the date for Empowered Committee meeting so that time bound procurement and completion of these delayed works can be ensured. Further, it was discussed that State has left with only balance entitlement of Rs. 151 crore under RRP-II, World Bank; therefore, the State would segregate the current proposals under RRP-II, World Bank and regular PMGSY prior to Empowered Committee Meeting and accordingly status on OMMAS would be updated. It was suggested that preferably Stage-II works should be proposed under RRP-II, World Bank and balance works may be proposed under regular PMGSY.

14. Absorption Capacity: It was stressed that State needs to understand the importance of existing contractual capacity in the State and thereon to enhance the absorption capacity for timely completion of cleared projects. If the State is not able to complete all balance cleared works prior to March, 2011), it will create a major liability for State to bear the cost escalation due to delayed execution of projects. The absorption/executing capacity of the State is as follows:-

Sl. No.	Criteria for calculation of Absorption Capacity	Value (Rs. in crore)
1	According to Expenditure	309
2	According to Maintenance	247
3	According to Quality	49
	Total	605

It was observed that State already have balance work of Rs. 1,227 crore as on 30th September, 2013, therefore it needs to increase absorption capacity substantially to execute all sanctioned works within the provided framework under programme guidelines. It was advised that either State needs to increase the number of PIUs/ SQMs before clearance of roads/ bridges of current proposals or explore the potential of engaging the Central Public Sector Units (CPSUs) in accordance to guidelines under PMGSY for execution of projects on saturation basis. It was discussed that at present various States have engaged number of CPSUs i.e. CPWD, NBCC, NPCC, NHPC, IRCON and HSCL as executing agency for PMGSY rural roads and speedy construction of bridges. The State representatives mentioned that working experience with Border Road Organisation (BRO) in the State has not been very encouraging for execution of National

Highways; therefore it would be preferable to go for any other CPSU. JS (RC) stated that the concern of this Ministry is to get time bound and effective execution of cleared road projects therefore the emphasis is to increase the absorption capacity by increasing the number of PIUs or engaging the CPSUs (with clearly designated districts), for execution of road works. The State needs to be responsive to address this issue and inform about the decision prior to seeking the date of Empowered Committee Meeting for current proposals.

15. The State will complete following activities to fix up an early date for Empowered Committee Meeting:

15.1. The balance sheet for the year 2011-12 should be prepared based on the output generated through OMMAS and should be reconciled with manual audited balance sheet.

15.2. The balance sheet for the year 2012-13 as an OMMAS output should be provided by 20th November, 2013.

15.3 The DPRs should be corrected as per the observations of the Committee and NRRDA and uploaded on OMMAS after due vetting by STAs.

15.3. The State is required to send remaining 15 ATRs in time bound manner for effective compliance of observations raised in inspections of NQMs. An action plan should be provided by 20th November, 2013.

15.4. The Core Network data in respect of the current proposal should be amended/corrected in consultation with NRRDA, if required.

15.5. Financial closure of all the balance 51 road works should be completed on OMMAS prior to EC Meeting.

15.6 Mandatory certificates like land clearance certificates etc. should be provided.

15.7 The State shall take up atleast 15% of total proposals under R & D. The choice of roads and technology will remain with State.

15.8 State needs to increase the absorption capacity either by increasing the number of PIUs or engaging the CPSUs for execution of road works. The State needs to be responsive to address this issue and inform about the decision prior to seeking the date of Empowered Committee Meeting for current proposals.

15.9 The State needs to finalize the reconciliation process of habitation data on OMMAS by 20th November, 2013 and to explore the potential of clusters in allowed areas.

15.10 The State Representatives needs to reduce the proposed length of upgradation of roads upto 500 km.

15.11 The State needs to expedite the dropping proposals of 78 road works of Phase-VI to VII those are not yet started because of forest clearance and send the same prior to EC meeting for current proposals.

15.12 The State should send a compliance report on all issues as indicated at para 4 to 14 above along with Brief (10 copies) for the Meeting to the Ministry/ NRRDA while seeking date for EC meeting.

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