

No.P-17024/1/2017-RC(part)(358786)

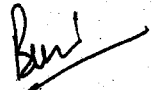
Government of India  
Ministry of Rural Development  
Department of Rural Development

Krishi Bhavan, New Delhi  
Dated the 27<sup>th</sup> October, 2017

**Sub: Minutes of Meeting of Pre-Empowered Committee held on 23<sup>rd</sup> October, 2017 to discuss the project proposals of Jammu & Kashmir under PMGSY-I (Batch-I, 2017-18)-reg.**

The undersigned is directed to enclose herewith a copy of the minutes of the meeting of Pre-Empowered Committee held on 23<sup>rd</sup> October, 2017 under the Chairpersonship of Joint Secretary (RC), Ministry of Rural Development to discuss the proposals of Jammu & Kashmir under PMGSY-I (Batch-I, 2017-18).

2. It is requested that the compliance report on all the observations of the Committee may please be sent to the Ministry at the earliest for fixing an early date for Empowered Committee meeting.

  
(B. Pawar)

Under Secretary to the Govt of India  
Tel No 01123070978

**Distribution:**

- i. Shri Sanjeev Verma, Secretary/Commissioner, Public Works (R& B) Department, Government of Jammu & Kashmir, Civil Secretariat, Jammu- 180001, Jammu & Kashmir. - 11/10/17
- ii. The Chief Engineer (PMGSY), JKRRDA, Engineering Complex, Bund Road Rajbagh, Srinagar-190008 - 11/10/17-1
- iii. The Chief Engineer (PMGSY), JKRRDA, Channi Himmat Railway Crossing Jammu, Jammu- 11/10/17-2

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PS to Hon'ble MoRD /PS to Hon'ble MoS (RD) /PPS to Secretary (RD) /PPS to AS&FA  
/PPS to AS(RD) /PPS to JS (RC) /All Directors in NRRDA, New Delhi

(4)

(5)

(6 to 8)

Issued  
30/10/17

**Minutes of the Pre-Empowered Committee held on 23<sup>rd</sup> October, 2017 to discuss project proposals of the State of Jammu & Kashmir under Pradhan Mantri Gram Sadak Yojana (PMGSY)**

**State: Jammu & Kashmir**

A meeting of Pre-Empowered Committee was held on 23<sup>rd</sup> October, 2017 at 11.00 AM under the Chairpersonship of Joint Secretary (RC) to discuss the proposals submitted by the State of Jammu & Kashmir under Batch-I, Regular PMGSY for the year 2017-18. List of the participants is as under:

|   |  |
|---|--|
| <b>SmtAlka Upadhyay</b>                 | <b>Joint Secretary (RC) – in Chair</b> |
| Shri I.K. Pateriya                      | Director (Tech), NRRDA                 |
| Shri Uttam Kumar                        | Director (P-III), NRRDA                |
| Smt Shanthi Priya                       | Director (F&A), NRRDA                  |
| <b>State Government Representatives</b> |  |
| Shri Malik Basharat                     | Chief Engineer, Kashmir                |
| Shri S.P. Manhas                        | Chief Engineer, Jammu                  |
| Shri B L Bhagat                         | SQC, JKRRDA                            |
| Shri Ashwani Mehra                      | Nodal Officer, JKRRDA                  |
| Shri Sajjad Ahmed                       | ITNO, JKRRDA                           |

2. Details of the proposals discussed by the Pre-Empowered Committee for the State of Jammu & Kashmir under PMGSY (Batch-I, 2017-18) are as under:

| Item  | Pre-EC submission by Jammu & Kashmir |                       |          |             |          |   |
|---|--------------------------------------|-----------------------|----------|-------------|----------|---|
|   | Stage-I                              | Complete construction | Stage II | Upgradation | Bridges  | Total   |
| Value in Rs Crores                                      | 397.30                               | 7.95                  | 488.33   | 11.85       | 127.14   | 1032.57*  |
| No. of Works  | 64                                   | 1                     | 77       | 3           | 81       | 145 roads<br>81 bridges   |
| Length in Km  | 498.78                               | 8.32                  | 747.80   | 8.45        | 3,289.00 | 1,263.35 Kms<br>3,289.00 m Bridges  |
| Average cost per km/m                                   | 79.65                                | 95.55                 | 65.30    | 140.24      | 3.87     |   |
| Habitation  |                                      |                       |          |             |          | 1 of 1000+<br>10 of 500+<br>94 of 250+<br>42 of <250 (Incidental)<br>Total: 147 |
| MoRD cost: Rs 929.31 crore State share: Rs 103.26 crore |                                      |                       |          |             |          |   |

3. Details of proposal as per OMMAS:

| Item       | No of proposals in current Batch | Uploaded on OMMAS | STA scrutinized |
|------------|----------------------------------|-------------------|-----------------|
| Roads (NC) | 142                              | 134               | 130             |
| Roads (UG) | 3                                | 3                 | 2               |
| Bridges    | 81                               | 57                | 57              |

The Committee observed that the State has not fully uploaded the proposals on OMMAS duly scrutinized by STA. The Committee decided that the State would reconcile the number of road works and bridges mentioned in the hard copy of the proposal with the number mentioned on OMMAS. The Empowered Committee would only consider the proposals which are uploaded on OMMAS after due scrutiny by STA. The Committee also asked the State to submit a certificate (along with separate list of proposed bridges) that the proposed 81 bridges have been proposed on PMGSY roads.

4. No. of Eligible Unconnected Habitations:

| Item   | 1000+ | 500+ | 250+ | Total |
|--|-------|------|------|-------|
| As on 1 <sup>st</sup> April, 2000 (as Reconciled by State)   | 618   | 1034 | 1086 | 2738  |
| As per OMMAS as on 22.10.2017  | 619   | 1061 | 2015 | 3695  |
| Already sanctioned as per NRRDA records  | 572   | 870  | 760  | 2202  |
| Sanctioned habitations as per State's reconciliation   | 561   | 844  | 376  | 1781  |
| Balance unconnected habitations reconciled by the State (as per email dated 20.09.2017) including left out habitations | 26    | 63   | 626  | 715   |
| Balance unconnected habitations as per OMMAS as on 22.10.2017  | 53    | 89   | 1040 | 1182  |
| Proposed in current batch as per State's report (2017-18)  | 1     | 10   | 94   | 105   |
| Balance unconnected habitations to be sanctioned as per NRRDA records  | -1    | 16   | 287  | 302   |

The Committee observed that there is a huge gap in habitation data maintained by the State and available on OMMAS. The State representative informed that habitation reconciliation is yet to be done by the State. The Committee advised the State to share the habitation mapping list with NRRDA/Ministry and to reconcile the habitation master on OMMAS with the on-ground position and correct the data on OMMAS before the EC meeting. The Committee also advised the State to make a representation to the Ministry/NRRDA about the balance habitations.

5. Average cost:

The Committee observed that the average cost of some of the districts like Anantnag, Doda, Jammu, Kathua, Kupwara, Pulwama, Rajouri, Ramban, Resai and Udhampur is on the higher side, especially of the upgradation works in Kupwara district. The DPRs needs to be corrected based on observations of NRRDA and the cost to be justified by the State. DPRs issues in general are placed at Para 11.

6. Maintenance cost:

The Committee observed that the maintenance cost has been kept as 7%, which is on the lower side. The Committee advised the State to keep the maintenance cost in the range of 10-12%.

7. R&D:

| Sl No | Description  | Minimum length to be proposed | Length proposed | Percentage of R&D roads with respect to total length |
|-------|--|-------------------------------|-----------------|--|
| 1     | Technology with IRC Specification (Main streaming of Technology) – 10% | 76.46                         | 66.34           | 8.68%  |
| 2.    | Technology with IRC Accreditation - 5%                                 | 38.23                         | 26.81           | 3.51%  |

The Committee observed that against the minimum requirement of 10% in new technology, the State has proposed only 8.68% and against the minimum requirement of 5% under new material/technology accredited by IRC, the State has proposed only 3.51% of total road length. The Committee advised the State to increase the road length under the said technologies.

8. Pending works:

| Year         | Sanctioned                        |                  |                        |             | Completed        |                        |             | Balance          |                        |             |
|--------------|-----------------------------------|------------------|------------------------|-------------|------------------|------------------------|-------------|------------------|------------------------|-------------|
|              | Total Value of Projects in Crores | Net No. of Roads | Length of Roads in kms | No. of LSBs | Net No. of Roads | Length of Roads in kms | No. of LSBs | Net No. of Roads | Length of Roads in kms | No. of LSBs |
| 2001-02      | 63.28                             | 66               | 220.97                 | 0           | 56               | 189.04                 | 0           | 10               | 24.90                  | 0           |
| 2003-04      | 88.06                             | 63               | 285.42                 | 0           | 57               | 263.07                 | 0           | 6                | 17.45                  | 0           |
| 2004-05      | 142.42                            | 104              | 406.50                 | 0           | 102              | 390.47                 | 0           | 2                | 2.15                   | 0           |
| 2005-06      | 513.07                            | 139              | 1138.64                | 0           | 107              | 978.19                 | 0           | 32               | 123.82                 | 0           |
| 2006-07      | 1242.16                           | 434              | 2316.18                | 0           | 393              | 2090.96                | 0           | 41               | 182.32                 | 0           |
| 2007-08      | 1432.66                           | 461              | 2191.86                | 23          | 357              | 1673.45                | 14          | 104              | 458.65                 | 9           |
| 2011-12      | 1250.06                           | 484              | 2651.07                | 50          | 234              | 1235.91                | 28          | 250              | 1390.59                | 22          |
| 2012-13      | 526.37                            | 120              | 843.52                 | 5           | 36               | 220.41                 | 3           | 84               | 617.67                 | 2           |
| 2016-17      | 2842.32                           | 513              | 3519.94                | 29          | 8                | 477.10                 | 1           | 505              | 3041.69                | 28          |
| <b>Total</b> | <b>8100.40</b>                    | <b>2384</b>      | <b>13574.09</b>        | <b>107</b>  | <b>1350</b>      | <b>7518.58</b>         | <b>46</b>   | <b>1034</b>      | <b>5859.23</b>         | <b>61</b>   |

The Committee observed that there are 529 such roads which are pending completion for more than 4 years and advised the State to furnish status of these works, immediately. The Committee expressed serious concern over the pending works of 2011-12 and 2007-08 and advised the State to bring down the pending works. The Committee advised the State to review the status of works awarded and furnish report in this regard (along with reasons) to the Ministry before EC.

9. Quality issues:

9.1 While reviewing the quality mechanism in the State, the Committee noticed that under Ist tier of quality control mechanism, the Committee observed that the labs have not yet been established in case of 239 packages, where the SQM inspections have been conducted.

9.2 Under the 2<sup>nd</sup> tier quality control mechanism, there are 23 such works, where substantial payments have been made to the contractors but the inspections have not yet been conducted by SQMs. The Committee advised the State to conduct balance inspections on priority basis.

9.3 Under the 3<sup>rd</sup> tier quality control mechanism, 13 ATRs of completed works of the period 2015-18 are still pending with the State. 57 ATRs of ongoing works are pending with the State for more than 5 years. The State was advised to liquidate the ATRs of more than 6 months' period.

9.4 It was also observed by the Committee that the works of 112 contractors have not been inspected, even once by NQMs. The State was asked to ensure that such works are inspected by NQMs.

10. Financial Management/Accounting Issues:

| S. N. | Observation   | Amount (Rs. in Cr) |                                     |
|-------|---|--------------------|-------------------------------------|
| 1     | Balance Sheet not received for 2016-17  |                    |                                     |
| 2     | Amount recoverable from State Govt.   |                    | 200                                 |
| 3     | TDS deducted by bank on interest  |                    | 8.40                                |
| 4     | DPR advance outstanding not adjusted  |                    | 4.86                                |
| 5     | Advance against staff   |                    | 0.30                                |
| 6     | Implementation of OMMAS:<br>Month for which entries has been completed in OMMAS (R&P Module)<br>Programme Fund:- September, 2017<br>Administrative Fund:- Not closed<br>Maintenance Fund:- Not closed |                    |                                     |
| 7     | Pending Financial completion of Works status as on 23.10.2016<br>Pendency Percentage: 31.84 % ( Out of total 1432 physically completed works)   | Year               | Pending final bill as on 16.6.2017  |
|       |   |                    | Pending final bill as on 23.10.2017 |
|       |   | 2000-01            | 36                                  |
|       |   | 2001-02            | 53                                  |
|       |   | 2003-04            | 36                                  |
|       |   | 2004-05            | 64                                  |
|       |   | 2005-06            | 69                                  |
|       |   | 2006-07            | 277                                 |
|       |   | 2007-08            | 276                                 |
|       |   | 2011-12            | 162                                 |
|       |   | 2012-13            | 30                                  |
|       |   | 2016-17            | 0                                   |
|       |   | <b>Total</b>       | <b>1003</b>                         |
|       |   |                    | <b>456</b>                          |

The Committee observed that there is an issue of foreclosure, which the State Govt. expressed that has to be seen. The foreclosure issue was linked to maintenance contract to enable to upload on OMMAS. Joint Secretary (RC) said that the State has to be given maintenance fund for further works otherwise the Ministry cannot release the funds.

11. General and DPR issues:

- Clear colour photographs of proposed alignment at 100m interval are not attached in many of the cases. In addition, the specific photographs of protection work and CD work location are also not attached with DPRs. Further, photographs needs to be uploaded in OMMAS.
- Transect walk photographs, Transect walk summary/Minutes and copy of Gramma Sabha approval have not been attached with the DPRs.

- The length of the proposed roads found to be more than Core Network length. State should provide certificate that the proposed length is as per actual length measured during Transect walk with geo tagged photographs at 100 m intervals of such roads.
- The earthwork cost observed to be on higher side. This is due to the classification of earthwork. Classification may be redone as per actual site conditions.
- Cutting areas indicated in the earthwork statement do not match with the photographs in most of the sections.
- Credit for hard rock is not given in the DPR. It should be taken in to account and reused for protective works/CD works.
- The roadway width for stage I taken as 7.50m. As per PMGSY guidelines the road width for link roads should be 6m. Hence, cross section needs revision and earthwork quantity needs to be recalculated.
- The protection work for stage I are proposed in higher order (30 to 50% of road length) without sound justification from photographs and cross section drawings.
- CDs proposed in close intervals without justification from L section drawings may be deleted in order to achieve economy in construction.
- L section and cross section drawings for stage II construction work are not provided with DPRs, hence provisions of CDs and protection work are not justified.
- Attached soil report do not shows correlation among soil test parameters. Also soil sample test results should be provided for at least 1 sample test for every km, however this has not been done.
- Authenticated traffic survey details and soil results have not been attached with the stage II construction DPRs.
- Pavements have been designed as per para 8 (x) with 450 mm thickness. State needs to provide authenticated document of this proposed road areas susceptible to frost action.
- CD works should be proposed for 6 m width only for Link and T routes as per Expert Committee report. However, State has proposed 7.50 m width, needs to be corrected or the additional cost beyond 6 m width should come from the State share.
- Hydraulic calculation to justify the linear waterway of proposed CD works with MWL, HFL and toposheet etc are not attached with the DPR.
- Provision of protection work for Stage II construction is on higher side. Large number of protection work/CD works is proposed for Stage II works. State should certify that no CD/Protection structures were sanctioned at these locations with Stage I proposal and all CDs/Protective works sanctioned in Stage – I project have been constructed. Necessity of CDs/Protection works need to be justified.
- Provision of CC drain is observed to be on higher side without justification with chainage location.
- Provision of maintenance board needs to be included in DPRs.
- Provision of utility shifting cost should be included in state share.
- Joint Inspection report of STA/CE/SE for bridge site as per format prescribed by NRRDA have not been provided for all proposed bridges.

12. After discussing the proposals in detail, subject to the compliance of the above observations, the Pre-Empowered Committee recommended proposals of 145 road works and 81 bridges under PMGSY-I (Batch-I, 2017-18) in the State of Jammu & Kashmir.

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

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