


No.P-17024/3/2016-RC  
Government of India  
Ministry of Rural Development  
RC Division

KrishiBhavan, New Delhi,  
3<sup>rd</sup> October 2016

**Subject: Pre-Empowered Committee Meeting for Pradhan Mantri Gram SadakYojana (PMGSY) held on 30<sup>th</sup> September 2016 in respect of the State of ASSAM - Minutes thereon.**

The undersigned is 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), MoRD on 30<sup>th</sup> September 2016 to discuss the project proposals of Assam under PMGSY for necessary action.

2. It is requested that a compliance report on all the observations of the Committee may please be sent to the Ministry to enable us to consider fixing of early Empowered Committee Meeting.

  
(P. Manoj Kumar)  
Director (RC)

**Distribution:**

1. Commissioner & Secretary (PWD), Government of ASSAM
2. Empowered Officer, SRRDA, ASSAM

**Copy also to:**

PPS to Secretary (RD)/PPS to SS&FA/PS to JS (RC)/ Director (Tech.)/Director(P-I)/Director(P-III)/Director (F&A), NRRDA.

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**MINUTES OF THE MEETING OF THE PRE-EMPOWERED COMMITTEE FOR  
PMGSY HELD ON 30<sup>th</sup> SEPTEMBER 2016**

**STATE: ASSAM**

A Meeting of the Pre- Empowered Committee was held under the chairmanship of JS (RC), MoRD on 30<sup>th</sup> September 2016 3.00 pm to discuss the proposals submitted by the State of Assam under Pradhan Mantri Gram Sadak Yojana (PMGSY). List of participants is given below:

<b>Shri. Rajesh Bhushan</b>	<b>Joint Secretary (RC), MoRD</b>
Shri P.Manoj Kumar	Director (RC), MoRD
Shri. Mahesh Hiremath	Dir(P-I), NRRDA
Shri. Uttam Kumar	Dir (P-III), NRRDA
Shri. Mohansundaram	JD (Tech), NRRDA
Shri. Praveen Bhalla	Dy Director (F&A)
<b>State Govt. Representatives</b>	
Shri. Syed Md. Bakir	CE, PWD, Assam
Shri.Dibyajyoti Saharia	Addl. CE & SQC, PWD Assam
Shri. Rameshwar Basumatary	Ex. Engineer, PWD, Assam
Shri. Naba Shyam	ITNO, PWD, Assam

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

<b>Item</b>	<b>New Connectivity</b>	<b>LSBs</b>	<b>Total</b>
<b>Value in Rs. Crores</b>	197.83	2.78	200.61*
<b>No. of Road works</b>	104	1	104 roads &1 Bridge
<b>Length in Km/m (for LSB)</b>	346.25	49.5 0	346.25 Km roads 49.50 m Bridge
<b>Average Cost in Rs. Lakhs / Km</b>	57.14	5.62	
<b>No. of Habitations</b>	15 of 1000 + 76 of 500 + 52 of 250 +	-	15 of 1000 + 76 of 500 + 52 of 250 +

**\*MoRD share Rs. 180.02 Crores ; State share : Rs. 20.59 Crores**

### 3. Habitation connectivity status

Item	1000+	500+	250+	Total
As on 1 <sup>st</sup> April, 2000 (as Reconciled by State)	7682	5609	4066	17357
As per OMMAS as on 29.09.2016	7682	5609	4066	17357
Habitations sanctioned as per NRRDA's record	5670	2893	1291	9854
Balance unconnected habitations reconciled by the State	690	2708	2774	6172
Balance unconnected habitations as per OMMAS as on 29.09.2016	690	2657	2746	6093
Proposed in current batch as per State's report (2016-17 – Batch - I)	15	76	52	143
Balance unconnected habitations to be sanctioned	675	2632	2722	6029

3.1. In the light of the pre-ponement of the target for completion of PMGSY works from March 2022 to March 2019, the Committee advised the State the following:

- i. The State has to prepare a realistic plan to submit the DPRs in respect of the balance unconnected habitations by or before December 2016 to enable the Ministry to process and sanction the proposal by March 2017;
- ii. The State has to prepare a realistic completion plan (month-wise and PIU-wise) in respect of ongoing works, which are more than 4 years old in consultation with PIUs and a quarterly review to be held at SRRDA level in order to achieve the desired target within the stipulated time, i.e. March 2019.

### 4. Physical progress:

Year	Sanctioned		Completed		Balance	
	No roads after dropping	No of LSBs	No. of Road Works	No. of LSB Works	No roads	No of Bridges
2000-2001	212	0	212	0	0	0
2001-2002	294	0	291	0	3	0

2003-2004	109	0	109	0	0	0
2004-2005	195	0	195	0	0	0
2005-2006	488	0	472	0	16	0
2006-2007	629	0	595	0	34	0
2007-2008	139	0	113	0	26	0
2008-2009	2582	0	2349	0	233	0
2012-2013	293	257	220	84	73	173
2013-2014	384	56	130	11	254	45
<b>Total</b>	<b>5325</b>	<b>313</b>	<b>4686</b>	<b>95</b>	<b>639</b>	<b>218</b>

4.1. The Committee reviewed the progress of works and voiced its concern regarding the large number of incomplete works particularly those roads which are more than four years old and are incomplete and emphasized the need to complete these in a time bound manner. The Committee further advised the State to submit the present status of 312 ongoing works, which have been sanctioned prior to March 2009 along with completion plan.

## 5. DPR Issues on the current proposal

Technical observations of NRRDA on proposals based on the scrutiny of sample DPRs are:

- Average cost/Km of roads is on higher side.
- Measures for achieving economy in construction as suggested in recent report have not been adopted.
- Photographs enclosed with the DPRs are not legible which do not carry any meaning. Required numbers of photographs (100 m intervals) are not attached.
- Signed Proforma C, STA certificate, score sheets and checklist have not been attached with the DPR.
- Road top level should be restricted to 0.60 m above HFL and necessary earth work should be reduced accordingly. Earth work quantity seems to be on higher side.
- From the photographs the road surface seems to be in good condition. The requirement of earthwork quantity for construction of embankment and sub-grade needs to be rationalised.
- Pavements have not been designed with a minimum sub grade CBR of 5 as per clause 1.6.3 of IRC SP:72-2015.
- Detailed test results indicating LL, PL, sieve analysis for GSB material is not attached. Needs to be tested and attached with the DPRs.
- Most of the roads, traffic category uploaded on OMMAS is T3. For T3 traffic and sub-grade CBR of 5 to 6 and above, one layer of Gr III layer over remaining required thickness of GSB layer with surface dressing of bituminous treatment may be adequate as per IRC

SP:72-2015. Gr II layer needs to be deleted and surface dressing should be proposed. This alone can reduce the cost by about Rs 6 to 9 Lakhs/Km for relevant roads.

- WBM Gr II and Gr III rate analysis, factor for loose quantity of metal taken as 1.48 and 1.45 respectively. It needs to be restricted to 1.21 as per MoRD data book. This is unnecessarily adding to the cost.
- State should explore the possibility to providing Stabilized/Cement Treated Bases and Sub bases for which the pavement design catalogue is available with IRC: SP-72-2015. This may be cheaper than providing GSB/WBM layers and the requirement of aggregates are minimum. Stabilization techniques which do not need aggregates should be adopted for achieving economy in construction.
- Length of Slab culverts and box culverts portion etc needs to be deducted in the pavement portion to avoid duplication of quantities.
- Wearing coat is not required for small CD structures. BT can be provided over CD works as per clause 7.4 of IRC SP-20-2002.
- Many of the existing culverts are proposed for replacement without any proper justification and large number of CD works proposed with closer intervals which is on higher side. Existing culverts needs to be repaired wherever possible and proposed CDs need to be justified with L/s and C/S drawings and clear photographs
- State has not proposed any roads leading to 5% of total road length using new materials/Technology Accredited by IRC as per New Technology Initiative guidelines.
- Provision of reflective sign boards is on higher side and arbitrary numbers provided. Needs to be verified and reduced according to site requirements.
- Provision of passing place and raising platform has been made in the DPRs. These Provision needs to be justified.
- DPR preparation cost of Rs. 25,000/Km has been proposed. It needs to be rationalized as per guidelines.
- Utility shifting cost should be proposed as additional State share.
- The Joint Inspection report of Bridge work has not been provided

The State was advised to send item-wise comments to NRRDA.

## 6. R & D Proposals

6.1. The State has proposed 55 roads for a length of 188.1 km under R & D with New Technology (cold Mix), which is 54%.

6.2. The State has not proposed any roads using New Materials/Technology Accredited by IRC as per New Technology Initiative guidelines leading to 5% of total road length. The State representative informed that the same would be incorporated in the next batch of proposal during the current FY

## 7. Quality

7.1. While reviewing the quality monitoring mechanism in the State, the Empowered Committee noted with concern that Quality Assurance Mechanism in the State needed substantial improvement. The Committee also observed that the first and second tier quality monitoring mechanism needs to be strengthened. Based on OMMAS data, out of 668 packages, field lab has not been established for 263 packages (39%). During the years 2015-16 to 2016-17, out of 1328 works, 38 works have been reported with no inspection by SQMs. **While expressing concern on the quality aspects, the EC stated that since quality is the hall mark of PMGSY, the State should focus on the quality aspects and liquidate the pending Inspections**

and should also ensure that the details in respect of balance field labs be uploaded on the OMMAS.

7.2. As regards submission of Action Taken Reports (ATR) of NQM inspections, out of 437 ATRs required during the years 2010-11 to 2016-17, ATRs on 245 works are still pending. **The State was advised to liquidate all ATRs of more than 6 months' period immediately.**

## 8. Maintenance

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

Financial Year(s)	Maintenance Funds Required (as per contracts)	Actual release to SRRDA	Rs. in crore	
			Expenditure by SRRDA during the Financial Year	% Expenditure w.r.t fund required
2013-14	22.00	18.72	13.86	63%
2014-15	25.00	25.00	17.45	70%
2015-16	30.00	0.00	20.88	70%
2016-17 (Upto June, 16)	35.00	0.00	7.26	21%

The SRRDA was advised to focus on the expenditure on maintenance and also to receive adequate budget on this account from the State Finance Department.

## 9. Status of State Matching Share

Year	Matching Share of the State (Rs. in cr)	Share credited by the States (Rs.in cr)	Balance to be credited (Rs.in cr)
2015-16	39	18.97	20.03
2016-17	45	0	45
<b>Total</b>	<b>84</b>	<b>18.97</b>	<b>65.03</b>

## 10. Financial Management/Accounting.

The following issues/points were pointed out:

S. N.	Observation	Amount(Rs. in Cr)
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a.	TDS deducted by bank on interest income	10.12																
b.	Excess payment of taxes	3.36																
c.	Outstanding Advances:(Mobilization Rs. 13.16 Cr + Machinery Rs. 20.24 Cr) (BG details and Agency wise break up not furnished)	33.40 Cr																
d.	Non adjustment of DPR Advance (Outstanding over 2 years)	3.21																
e.	Outstanding Statutory deductions	3.87																
	Weakness in BRS: <ul style="list-style-type: none"> <li>✓ Amount credited in Bank but not entered in the Cash Book</li> <li>✓ Stale cheques Rs 3,000 related to April 2008 still not cleared.</li> </ul>	1.04 Cr																
f.	State is following the E-payment System through R&P Module OMMAS.																	
g.	<b>Implementation of OMMAS (R&amp;P) Module</b> <ul style="list-style-type: none"> <li>✓ Month for which entries has been completed in OMMAS (R&amp;P Module)</li> <li>• Programme Fund and Admin Fund : March 2016 (unreconcile Programme Fund as on 31.08.2016 (Rs. 8927.72 Cr))</li> <li>• Maintenance Fund:- Not started</li> </ul>																	
h.	<ul style="list-style-type: none"> <li>• Pending Financial completion of Works status as on 30.09.2016</li> <li>• Pendency Percentage: 10.37% ( Out of total 4783 physically completed works)</li> </ul>	<table border="1"> <thead> <tr> <th>Year</th> <th>Pending final bill</th> </tr> </thead> <tbody> <tr> <td>2005-06</td> <td>31</td> </tr> <tr> <td>2006-07</td> <td>36</td> </tr> <tr> <td>2007-08</td> <td>19</td> </tr> <tr> <td>2008-09</td> <td>309</td> </tr> <tr> <td>2012-13</td> <td>70</td> </tr> <tr> <td>2013-14</td> <td>31</td> </tr> <tr> <td><b>Total</b></td> <td><b>496</b></td> </tr> </tbody> </table>	Year	Pending final bill	2005-06	31	2006-07	36	2007-08	19	2008-09	309	2012-13	70	2013-14	31	<b>Total</b>	<b>496</b>
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<b>Total</b>	<b>496</b>																	

11. **Recommendations of the Committee:**

After due deliberations, it was decided that the State will complete following activities as agreed by the State to consider for fixing an early date for Empowered Committee Meeting.

- i. **The State has to prepare a realistic completion plan in respect of all ongoing works, which are more than 4 years old in consultation with PIUs and send to the Ministry;**
- ii. **The State would address all issues referred to at Para 5 above and incorporate in the DPRs, wherever required;**
- iii. **The State would liquidate substantial ATRs of more than 6 months' period by 31<sup>st</sup> October 2016 and a calendar to be sent to the Ministry;**

- iv. The State would liquidate all pending SQM inspections;
- v. The State should credit the balance state share for the year 2015-16 and appropriate share for 2016-17;
- vi. The State should release maintenance amount due for the years 2015-16 and 2016-17.

12. The State should send a compliance report to the Ministry on all issues as indicated at **para 11 above** while seeking date for EC meeting.

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

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S.NO	NAME	FMS NO
1	SECRETARY	82679/I6
2	EMPOWERED OFFICER	82679/I6-I
1	PPS TO SECRETARY	I99467/I6
2	PPS TO SS & FA	I99467/I6 -I
3	PPS TO JS - RC	I99467/I6 -2
4	DIR -TECH	I99467/I6 -3
5	DIR - (P-I)	I99467/I6 -4
6	DIR - (P-III)	I99467/I6 -5
7	DIR - F&A	I99467/I6 -6