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Government of India
Ministry of Rural Development
Department of Rural Development
Rural Connectivity (RC) Division

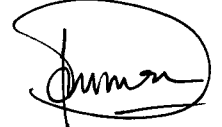
Krishi Bhavan, New Delhi
Dated the 10th February, 2021

PRE-EC - MINUTES

Sub: Minutes of the Meeting of Pre-Empowered Committee to discuss the project proposals for PMGSY-III, submitted by the State Government of Maharashtra for the 2020-21 (Batch-II)-reg.

The undersigned is directed to enclose herewith the minutes of the meeting of the Pre-Empowered Committee held on 02nd February, 2021 (Tuesday) at 03:00 PM to discuss the project proposals submitted by the State Government of Maharashtra for the year 2020-21 (Batch-II) under PMGSY-III.

2. It is requested that a compliance report on all the observations of the Committee may be sent to the Ministry/NRIDA.



(Devinder Kumar)
Director (RC)
Tel: 011-23070129

Distribution:-

1. The Addl. Chief Secretary, Rural Development Department, Government of Maharashtra, Bandhkam Bhawan, 7th Floor, 25, Marzban Road, Fort, Mumbai-400001, Maharashtra.
2. The Chief Engineer, Rural Development Department, Government of Maharashtra, Bandhkam Bhawan, 7th Floor, 25, Marzban Road, Fort, Mumbai-400001, Maharashtra.
3. All Directors, NRIDA.

Copy for information to:-

- Sr. PPS to Secretary (RD)/PSO to AS & FA/PPS to AS (RD)/PPS to JS (RC).

MINUTES OF THE MEETING OF THE PRE-EMPOWERED COMMITTEE HELD ON 02nd FEBRUARY, 2020 03:00 PM TO CONSIDER THE PROJECT PROPOSALS SUBMITTED BY GOVERNMENT OF MAHARASHTRA UNDER PMGSY-III, (BATCH-II, 2020-21)

A Meeting of the Pre-Empowered Committee (RC) was held through Video Conference on 02nd February, 2020 at 03:00 PM under the Chairmanship of Joint Secretary (RC) & DG, NRIDA to consider the project proposals submitted by the State of Maharashtra under Pradhan Mantri Gram Sadak Yojana-III (PMGSY-III) (Batch-II) of 2020-21. Following officials were present in the meeting.

Dr. Ashish Kumar Goel	Joint Secretary (RC), MoRD & DG, NRIDA
Shri Devinder Kumar	Director (RC), MoRD
Shri B. C. Pradhan	Director (Tech), NRIDA
Shri Pradeep Aggarwal	Director (P.I), NRIDA
Shri Deepak Ashish Kaul	Director (F&A), NRIDA
Dr. I.K.Pateriya	Director (P.II & III), NRIDA
State Govt. Representatives	
Shri SR Katkade	Chief Engineer, PMGSY
Shri R R Hande	SQC
Shri Shafee J. Sayed	ITNO
Shri Pravin Jain	FC
Shri Sangle S S	SE PMGSY, Nashik
Shri P R Khawale	SE PMGSY, Amravati
Smt. Trupti Nag	SE, PMGSY Konkan
Smt. Nasim Ansari	SE, PMGSY Nagpur

No official from the Mantralaya or department looking after PMGSY was present.

2. Details of Proposal

Item	As per State's proposal dated 01.02.2021				As per OMMAS dated 01.02.2021			
	No	Length (in km/m)	Cost (Rs in Crores)	Avg. Cost per km/m (Lakhs)	No	Length (in km/m)	Cost (Rs in Crores)	Avg. Cost per km/m (Lakhs)
Roads	344	2,391.12	1,939.40	81.11	344	2,391.12	1,939.40	81.11
Total	344	2,391.12	1,939.40	81.11	344	2,391.12	1,939.40*	81.11
*MoRD Share: Rs. 1130.42 Crore Target: 6,550 km					State share: Rs. 808.98 Crore Sanctioned : 0.00 km			

3 m width road - 17 Nos & Length - 85.45 km - Rs. 76.98 Lakhs/km

3.75 m width road- 322 Nos & Length - 2,261.18 km - Rs. 80.93 Lakhs/km

5.50 m width road -5 Nos & Length- 44.49 km - Rs. 97.86 Lakhs/km

State has wrongly mentioned RQI length of 544.61 Km in OMMAS. State should rectify the same.

The State of Maharashtra has been allocated a target of 6550 km under PMGSY-III. The current batch of proposals comprises 344 road works measuring 2391.12 km. Out of 344 roads, 17 roads measuring 85.45 km are of 3.00 m width, 322 roads measuring 2261.18 km are of 3.75 m width and remaining 5 roads measuring 44.49 km are of 5.50 m width. The average cost of roads of 3.00 m width is proposed to be Rs 76.98 lakh/Km, that of 3.75 m is proposed to be Rs 80.93 Lakh/Km and 5.50 m is proposed to be Rs 97.86 lakh/Km by the State Government. All the proposals have been scrutinized by STAs. PTA has not scrutinized any proposals on OMMAS. At least 10% of DPRs should be scrutinized by PTA. High cost DPRs should especially be scrutinized and examined by PTA. No proposals have been added in the Geo Sadak by the State. This is an essential pre requirement for conducting planning audit of the proposals. State should ensure that this should be done well before the EC meeting, so that NRIDA can examine the issue of planning compliance in detail.

Traffic wise details of road

- i. In 3/3.75 m carriageway width, 28 roads of length 172.28 km are in T5 category with average cost Rs 72.19 lakhs/km (average pavement cost Rs. 49.85 lakh/Km).
- ii. In 3/3.75 m carriageway width, 304 roads of length 2106.97 km are in T6, T7&T8 category with average cost Rs80.72lakhs/Km (average pavement cost Rs. 56.87 lakh/Km).
- iii. In 5.50 m carriageway width, 04 roads of length 34.09 km are in T6, T7&T8 category with average cost Rs 93.24 lakhs/Km (average pavement cost Rs. 66.68 lakh/Km).
- iv. In 3/3.75 m carriageway width, 05 roads of length 48.05 km are in T9 category with average cost Rs 91.11 lakhs/Km (average pavement cost Rs. 64.66 lakh/Km).
- v. In 5.50 m carriageway width, 01 road of length 10.4 km is in T9 category with average cost Rs 113.00 lakhs/Km (average pavement cost Rs. 76.83 lakh/Km).
- vi. In 3/3.75 m carriageway width, 02 road of length 19.34 km are in > 2 MSA category with average cost Rs 139.60 lakhs/km, designed with 3.6 MSA (average pavement cost Rs. 20.28 lakh/Km).

Pre EC observed that in 02 road works of 3/3.75m width of carriageway, detailed justification for adopting design 3.6 MSA along with traffic survey is required. How can such road be of 3.6 MSA. These roads are to be seen on the map and it needs to be ascertained as to what population and facilities these are serving. Cost of road, 113.00 lakh/km is abnormally on the higher side. Similarly, 5 roads in 3.75m category are in T-9 category, which does not seem to be justified. This seems odd that 3.75 Km road is proposed in T-9 category. Detailed breakdown of cost is to be intimated by the State along with traffic survey report.

It is also observed by Pre EC that average cost of all categories of roads is on higher side as compared with average cost trend of sanctioned PMGSY-III works of other states. State should forward detailed justification on this account.

Out of the total proposal of 2391.12 Km of roads, 1498.68 Km is BT, 42.28 Km is CC, 344.95 Km is from WBM level, 394.83 Km is from track level, 33.01 km from moorum level, 71.48 Km from gravel level and 5.89 Km from brick soling level. State should justify high proportion of track/gravel/WBM/brick soling roads and as to how they are classified as MLR/TR. Road wise

Information should be presented in a tabular form in which BT and non-BT portion length and percentage should be mentioned, and detailed justification be given for taking up non-BT portion, as to how it is MRL/ TR, and what is the projected PCU.

The length-wise proposal

Out of 344 roads 6 roads are less than 3 Km in length, 67 roads are 3 to 5 Km in length and 277 roads are more than 5 Km in length. State should justify the inclusion of roads of length less than 5 Km in proposal. State should give the average length of Candidate Roads.

3. Trace Map Quality

Trace Map Rank	Number of Proposals	%
1-15	235	68
16-50	66	19
50-100	37	11
100+	6	2

More than 68% of roads have been proposed from higher trace map rank. The proposals of trace map rank greater than 50 have not been audited on satellite imagery as they have not been uploaded on GEOSADAK by State. *Reasons for selecting 109 roads with low trace map rank is required from the State road-wise, with alignment map of all these 109 roads and its UV with detailed justification. NRIDA to examine all these roads of low trace map ranks.*

4. Planning

- a. **Planning Audit:** State had submitted the GIS data on Friday (29/01/2021) and NRIDA's sample checks on Blocks considered in this Batch haven't yet been conducted.
- b. State hasn't drawn a single proposal on Geo-SADAK. Proposal level checks cannot be completed till all proposals are finalized by SRRDA on GEOSADAK.
- c. 07 proposals have been identified where pucca drain length is greater than twice the length of CC pavement. State should re-examine this.

NRIDA to examine these two issues in detail and comment. The state must upload the proposal on Geosadak.

5. DPR Issues

- i. State needs to provide copy of SLSC approval, mandatory certificates and MoU for maintenance duly signed by the competent authority.
- ii. State needs to provide Hon'ble MP's consent letter as per Ministry's advisory dated 02.06.2020 along with MP-I, MP-II and MP-III formats duly signed by the competent authority.

- iii. State needs to provide a certificate that no PMGSY road has been proposed in current batch within the design life of 10 years.
- iv. *Average cost per km is on the higher side when compared to PMGSY-II sanction. State should forward detailed justification.*
- v. 3rd party traffic survey or axle load survey details needs to be provided wherever roads are proposed more than 1 MSA, as per recent advisory dated 24.12.2020 issued by the Ministry.
- vi. Design stage Road Safety Audit details needs to be provided for all the roads as all the proposed roads are said to be part of candidate roads which are of more than 5 km length.
- vii. Proper transect walk photographs, transect walk summary have not been attached to the DPRs.
- viii. The test results for GSB materials are not attached to the DPR.
- ix. Proper details of the existing crust thickness are not attached to the DPR.
- x. In most of the DPRs, CBR reported is less than 5%. The design CBR taken is also less than 5% and designed the pavement. As per Para 1.6.3 of SP:72:2015, the minimum CBR of subgrade soil for Rural Roads should be 5% minimum. (e.g. Package no. MH0250, MH17017, etc.). State should propose stabilization for improvement of CBR. This is a serious technical issue, and how did it escape the scrutiny of STA needs to be examined.
- xi. In many DPRs, the State has removed the existing crust and proposed pavement right from the GSB layer/subgrade by giving very smaller credit to the existing pavement materials. The State should propose overlay as per Clause 2.2.3 of IRC: SP:72:2015 to economize the cost of construction. (e.g. Package no. MH0489).
- xii. GSB width for intermediate lane (5.5m) and single lane (3.75m) should be restricted to 5.80m and 4.05m width respectively and for other crust layers such as WBM/WMM no offset should be given (e.g. MH0839).
- xiii. BM layer is proposed on 19 proposals with traffic less T9 category, which needs to be deleted and corrected in DPR. (e.g. Package no. MH11-31, MH19104)
- xiv. Two layer of tack coat is proposed in some DPRs. Only one layer of tack needs to be proposed and accordingly DPRs needs to be corrected. (e.g. Package no. MH2163)
- xv. Provisions made for fanning needs to be deducted from the estimate.
- xvi. Existing/proposed box culverts, slab culverts, causeways portion needs to be deducted in pavement quantity to avoid duplication of quantities.
- xvii. The cost of CDs/km for Maharashtra State is Rs. 13.03 Lakhs/km whereas the total average for the States sanctioned/considered by EC/Pre EC is Rs 7.31 Lakhs/km. All the CDs needs to be designed as per IRC: SP: 20.

- xviii. As per IRC: SP:72-2015, the thickness of the hard shoulder should be 100mm with a width of 1m on each side. State should consider the same.
- xix. The provision and cost of pucca drainage is on the higher side and drains should be proposed in the habitation area. Drainage plan needs to be attached to the DPR.
- xx. The cost towards utility shifting is not permitted from the programme fund. The cost for such provision should come from the additional State share and updated under higher specification.
- xxi. Junctions have not been designed properly.
- xxii. In some DPRs preparation charges/Survey Charges considered are on the higher side (around Rs. 50,000/km). It should be as per NRIDA approved rates letter dated 19.03.2020.(e.g. Package no. MH0489)

6. **Governance issues at SRRDA**

State Government to furnish inputs on following points pertaining to Governance issues at SRRDA/ PIUs: -

- i. Governance related issues like staff strength at SRRDA and PIU level. Whether sufficient staff is available at SRRDA & PIUs. What are the vacancies at SRRDA/ PIUs and how and when they would be filled? Availability of staff should be commensurate with works in hand or anticipated. The execution and management capacity in terms of staff and infrastructure should be explained and justified. If there are any deficiencies, then measures to accelerate them should also be spelt out.
- ii. Strength of technical wing involved in preparation and scrutiny of DPRs proposals-whether sufficient manpower and expertise exists?
- iii. Mechanism of SQM inspections and availability of expert staff at SRRDA to vet their reports. Whether strength of SQMs is adequate for carrying out required number of inspections as per guidelines, keeping in mind works in progress and new sanctions over the coming years. Separate SQMs should be empanelled for inspection of bridge works.
- iv. Forest / Land issues involved in current proposals or previous works in hand.
- v. System of contracting: How many days SRRDA is taking in award of sanctioned works and what measures is it taking to reduce the time taken for various process: from the date of sanction to actual publishing of NIT, evaluation, award, agreement, and actual start on ground. The state must commit to specific timelines in EC for these processes.

7. **Maintenance**

State has proposed maintenance cost of 6.79% which was agreed to and 6 years' renewal cost proposed by the state is 17.35% which should be around 18 to 20%. *05 years 'year routine maintenance cost after 6th year's renewal need to be included in the DPRs.*

8. R&D Proposals

State has proposed construction of 200 roads 615.39 km (25.74%) using green technology as per the following details.

Sl No.	Technology	No. of Roads	Length of road works
Mainstreaming of Technology			
1	Waste plastic	200	615.39
Sub-total		200	615.39

25.74% of total road length has been proposed using mainstream technology, against minimum requirement of 10%. No roads have been proposed by using IRC accredited technology against minimum requirement of 5%. The State was advised to propose atleast 5% road length using IRC accredited technologies/material in the current batch. *The state was also advised to specify technology in 17 roads of 125.91 km proposed to be taken under this batch and to furnish break-up details of specific IRC accredited technologies road-wise with justification. Other mainstream technologies, in addition to waste plastic, should be adopted/ proposed for initial cost as well as lifecycle cost economy.* The State Government was also advised to avoid mechanical distribution of R&D targets to the PIUs. It should be strictly as per the requirement of the location. The State was further asked to ensure the following: -

- i. State must sign MoU with Technology Provider and NRIDA before physically starting the work for Performance Evaluation in all these cases.
- ii. State needs to provide performance evaluation reports of earlier sanctioned works and the roads have been completed. No interim reports have been received so far.

9. Progress of PMGSY Works

The detail of balance works and unawarded works under PMGSY-I, II and RCPLWEA in the State are as detailed below: -

Name of Intervention	Balance works			Unawarded		
	No. of roads	Length (Km)	LSBs	No. of roads	Length (Km)	LSBs
PMGSY-I	98	359.77	60	NIL		
PMGSY-II	4	4.91	NIL	NIL		

Total 102 no of road works of length 364.68 m and 60 Nos of LSBs are pending with the state to complete. State should expedite the progress of balance works.

10. e-Marg

Progress of the State on boarding e-marg is slow. Out of 220 total workable packages, 40% packages have been locked, 50% are registered so far and payment using e-marg has been done only in 0.67% packages. State is advised to expedite the on-boarding e-Marg as it will be used for monitoring of maintenance contracts and all manual payment will be discontinued. Progress on e-Marg is quite unsatisfactory as compared to other states and state should bring substantial improvement before EC.

11. Maintenance of roads under DLP

MSRRDA has utilized Rs. 199.18 crore against its maintenance liability of last 5 years of Rs. 134.66 crore which comes around 148%. Whereas 227.68 crore has been credited in the SRRDA account in the same period. During 2020-21, against the liability of Rs. 35.49 crore, 11.96 crore amount has been credited in the MSRRDA account and a mere Rs 0.34 crore has been spent. *State has not updated renewal data on OMMAS. State should take immediate action for the same. According to the current data available, the progress on maintenance on rural roads is very poor.*

12. Quality.

Out of 161 ongoing packages, lab has not been established for 31 packages. Photographs of the labs are to be uploaded even if these are mobile labs. Further, 47 works have not been inspected by SQM even once; out of these 36 work are more than 12 months old. State has 68 active SQMs against the total requirement of 85. 2 ATRs of NQM observations in respect of Completed works and 7 ATRs of Ongoing works are pending with the State. Unsatisfactory grading is 18.18% for completed works, 3.61 % for ongoing works and 33.7% for maintenance works. Various anomalies in respect of SQM inspection have been seen:

- In Gondia District, 08 roads have been inspected during January'2021, out of which no photographs have been uploaded in 05 roads & less than 10 photographs uploaded in 03 roads.
- Cross drainages are in a very poor condition; purpose of drainage cannot be fulfilled. From visual observations it can be observed that water will get stagnant. Road given satisfactory by the SQMs.
- Condition of Citizen Information Board & Main Information Board are in a rusted and poor condition but given satisfactory by the SQMs in few roads.

State was advised to take immediate corrective action and show some improvement in the aforesaid before the proposal is considered by the Empowered Committee. A clear action plan to improve quality of works and inspections need to be put in place before the State comes for EC. *State should establish Quality Monitoring Cell with requisite manpower for periodic performance evaluation of SQMs/proper examination of SQM reports/guidance to SQMs/submission of proper ATRs on NQM observations etc.*

13. Financial issues

Financial closure of 03 physically completed work are pending with the State for more than six months. State has an unspent balance of Rs 402.35 crore and utilization percentage is only 21.31%. State has not submitted audited balance sheets of F.Y 2019-20. The State was asked to take immediate action and ensure completion before EC.

14. The State was asked to furnish the compliance report on the observations of the Pre-Empowered Committee urgently so that the proposal could be placed before the Empowered Committee at the earliest possible. It is pertinent to mention that the quality of proposals needs much improvement before the EC is done.

Meeting ended with Vote of Thanks to and from the chair.
