

MAIL/SPEED POST

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

Krishi Bhawan, New Delhi-110001

Dated the 18th January, 2021

OFFICE MEMORANDUM

Subject: Minutes of Meeting- Pre-Empowered Committee held on 12th JANUARY, 2021 to consider the Project Proposals of Assam under PMGSY-III, (BATCH-I, 2020-21)-regarding.

The undersigned is directed to enclose herewith the Minutes of the meeting of the Pre-Empowered Committee held on 12th January, 2021 at 12:00 PM under the Chairpersonship of Director General, NRIDA and Joint Secretary (RC) to discuss the project proposals submitted by the State Government of Assam under PMGSY-III for the year 2020-21 (Batch-I).

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

Enc: As above


(Arnab Bhattacharyya)

Under Secretary to the Government of India

Distribution:

1. The Commissioner and Special Secretary, PWRD, Govt. of Assam.
2. The Chief Engineer PMGSY, Assam
3. All Directors, NRIDA.

Copy for information to:- PPS to Secretary (RD), PPS to AS & FA/PPS to AS (RD), PPS to JS (RC).

Minutes of the Pre-Empowered Committee Meeting held on 12.01.2021 for consideration of proposal of the State of Assam under PMGSY-III, Batch I of 2020-21

A meeting of the Pre-Empowered Committee for PMGSY was held on 12.01.2021 at 12.00 PM under the Chairpersonship of JS (RC) & DG (NRIDA) to consider the project proposal submitted by the State of Assam for PMGSY-III, Batch I of 2020-21. Following officials were present in the meeting:-

Dr. Ashish Kumar Goel	Joint Secretary (RC)& DG, NRIDA
Sh. Devinder Kumar	Director (RC), MoRD
Sh. B.C. Pradhan	Director (Technical), NRIDA
Dr. I.K. Pateriya	Director (P-II), NRIDA
Sh. Pradeep Aggarwal	Director (P-I) & P-III, NRIDA
Sh. Deepak Ashish Kaul	Director (F&A), NRIDA
Sh. P. Mohanasundaram	Joint Director (NRIDA)
State Govt. Representatives	
Sh. Rajesh Kemprai	Commissioner and Special Secretary, PWRD, Assam
Sh. D. Saharia	OSD, I/C PMGSY
Sh. B. Talukdar	CE, PWD & Empowered Officer
Sh. P. Barua	SE, PMGSY
Sh. Bimal Kumar Seal	FC, PMGSY
Sh. C. Sarmah	SQC, PMGSY
Sh. N. S. Sinha	AE & ITNO, PMGSY
Sh. P. Bhattacharjee	NMO, PMGSY

2. **Current proposals of the State Govt. under PMGSY-III, Batch-I of 2020-21 are as under: -**

As per State's proposal dated 09.01.2021					As per OMMAS as on 10.01.2021			
Item	Nos	Length (in km/m)	Cost (Rs in Crores)	Avg. Cost/km (Lakhs)	Nos	Length (in km/m)	Cost (Rs in Crores)	Avg. Cost/km (Lakhs)
Up- Gradation - Roads	532	3,347.93	2,402.03	71.75	532	3,347.93	2,402.03	71.75
LSBs	70	3,253.06	189.40	5.82/m	70	3,253.06	189.40	5.82/m
Total	532 roads 70 LSBs	3,347.93 km roads 3,253.06 m LSBs	2,591.43		532 roads 70 LSBs	3,347.93 km roads 3,253.06 m LSBs	2,591.43*	

***MoRD Share: Rs. 2312.63 Crores ;
Target: 4325 km**

**State Share: Rs. 270.80 Crores;
Sanctioned till date: 0**

STA has scrutinized all proposals, however PTA scrutiny of at least 10% of the proposals is yet to be done. The state was advised to complete the PTA scrutiny before EC. State has proposed RQI length of 64.43 km.

(i) **Carriageway width wise and Average cost wise details of road:** 343 roads of 1939.11 km length are 3.75 m width with an average cost of Rs 57.83 lakhs/km, 188 roads of 1401.13 km are 5.50 m wide with an average cost of Rs. 90.78 lakhs/km and 01 road of width 7.71 km length is 7.00 m wide. *There is a huge cost difference between 3.75 m and 5.50 m wide road. For example, in Barpeta district, cost of 3.75 m wide road is Rs.63.24 lakh/km and for 5.5 m wide road cost is Rs. 95.16 lakhs/km. In Dhubri district, cost for 3.75 m wide road is Rs.73.09 lakhs/km and for 5.5 m wide road it is 116.29 lakhs/km. In Goalpara district, cost for 3.75 m wide road is Rs.58.05 lakhs/km and for 5.5 m wide road it is 102.92 lakhs/km. In Karimganj district, cost for 3.75 m wide road is Rs.67.14 lakhs/km and for 5.5 m wide road it is 113.80 lakhs/km. In Nalbari district, cost for 3.75 m wide road is Rs.62.47 lakhs/km and for 5.5 m wide road it is 107.87 lakhs/km. In Sonitpur district, cost for 3.75 m wide road is Rs.52.05 lakhs/km and for 5.5 m wide road it is 105.26 lakhs/km. State should relook in to it.*

(ii) **Traffic wise details of road:** In 3.75 m carriageway width, 165 roads of 909.15 km are in T4&T5 category with average cost Rs 56.44 lakhs/km and 178 roads of 1029.94 km are in T6 to T8 category. In 5.50 m carriageway width, 01 road of 3.47 km is in T4&T5 category with average cost of Rs. 68.59 lakhs/km, 94 roads of length 705.19 km with average cost Rs. 73.77 lakhs/km are in T6 to T8 category and 93 roads of length 692.48 km with average cost Rs 108.21 lakhs/km are in T9 category. In 7.00 m carriageway width, 01 road of 7.71 km is in T9 category with average cost of Rs. 114.64 lakhs/km. *State should carry out the traffic survey and intimate the PCU counts for 5.5 m wide roads and should carry out the axle load survey for all T9 category road before sanction. State should also intimate, how many of roads are being widened to 5.5 m or 7.00 m, and whether it is justified with the traffic load on these roads.*

(iii) **Long span bridges:** State has projected 70 LSBs of 3253.06 m length with an average cost 5.82 lakhs/m. State has been advised to construct Bailey Bridges wherever possible. Cost wise Baily bridges are less costlier than RCC bridges and takes lesser time for construction. As State has huge number of pending LSBs (782), construction of Bailey Bridges will take less time and approved targets will be completed within prescribed time limit.

(iv) **Average cost trends:** There are few districts like Barpeta, Dhubri, Goalpora, Kamrup Rural, Karimganj, Nalbari and Sonitpur where average cost of road is high as compared to other districts. NRIDA should prepare a large excel sheet to identify item wise outliers and ask the state to justify the higher cost.

4. DPR issues

Following DPR issues were presented for consideration before Pre EC. The Pre EC observations on these issues, if any are also mentioned below: -

- (i) State should provide a copy of SLSC approval, MP-I, MP-II and MP-III formats and consent letters of Hon'ble MPs on final proposal as per latest advisory issued by MoRD on 02 Jun 2020. This action should be accomplished now so as to save time in sanction of these proposals.
- (ii) PTA for the State of Assam is IIT Kharagpur. State has furnished DPRs to PTA for scrutiny. According to State, PTA will furnish their report within few days. State to expedite.
- (iii) State should certify that the roads proposed in current batch are not PMGSY roads which are under design life.

- (iv) After scrutiny of DPRs at NRIDA, state has reduced Rs 3.46 lakhs/km.
- (v) Independent 3rd party traffic survey and Axle load test survey reports need to be provided where the roads designed with projected traffic more than 1 MSA as per recent advisory dated 24.12.2020.
- (vi) State needs to ensure that the road safety audit has been conducted on all roads of length 5 km & more, as per guidelines.
- (vii) Locations of road safety measures & road furniture should be provided in road plan with proper justifications.
- (viii) State needs to ensure that the required land width is available to provide 9 m top width for 5.50m carriageway and 12 m top width for 7 m carriageway width roads as per IRC guidelines. Further, State should ensure that the existing CDs are widened to 9 m/12 m width for such carriageway.
- (ix) Overlay thickness over existing BT layer should be proposed as per Clause 2.2.3 of IRC:SP:72:2015.
- (x) State needs to provide PCU details for the roads proposed with 5.50 m & 7 m carriageway width.
- (xi) State needs to certify that the rates of materials provided in the DPRs are as per approved SoR and lead used in the DPRs is shortest. Cost of GSB, WBM is on the higher side in Cachar, Dhubri districts. State needs to propose roads with Stabilized sub base/base using cement or any other commercial stabilizers to economize the cost.
- (xii) Proper transect walk photographs, transect walk summary/Minutes, and copy of Gramma Sabha's approval have not been attached to the DPRs.
- (xiii) In some of the DPRs, the test results for GSB and shoulder materials have not been attached.
- (xiv) Photographs showing existing crust details needs to be attached with the DPRs.
- (xv) Typical cross section of pavement indicating existing crust and proposed layers with thickness & width should be attached to the DPRs.
- (xvi) As per circular (D.O.Lr.No.NRRDA-P014 (11)/1/2018) only one layer tack coat (above the BM layer not on prime coat) is required where more than 40 mm thick of BM layer proposed. But in DPR two times tack coat proposed. One tack coat needs to be deleted (e.g. Package no. AS05197, AS11876, etc.).
- (xvii) The provision and cost of RCC Pucca Drain are on the higher side (around Rs. 5,000/m). State needs to explore the possibility of providing RR/Brick masonry drains. Drains should be proposed only in the habitation area.
- (xviii) DPR preparation charges/Survey Charges considered is on the higher side. The cost for the preparation of DPRs should be as per NRIDA's circular no. Lr.No. NRIDA-P010(21)/1/2018-Technical dated 19.03.2020 (e.g.Package: AS16193).
- (xix) Utility shifting cost should come from State share and in many cases not uploaded under higher specification cost.
- (xx) Planting of trees and their maintenance is added in the DPR. State should delete it from the DPR.
- (xxi) Format F-9A and F-9B must be signed and certified by PIU officials and attached with the DPRs.
- (xxii) L-Section and X-Section of bridge site are not attached. Same should be attached with DPR.
- (xxiii) Design of superstructure is not in the DPR. Steel reinforcement grade also needs relook. Design of longitudinal girders, X-girders, deck slab, seismic restrainer/reaction blocks, bearings, approach slab, crash barrier etc. not in the design.
- (xxiv) Bridge Design shall be done as per IRC112:2011 "Limit state method" not by "working stress method" or any other relevant codes.

- (xxv) Structural design & clear readable drawings and reinforcement detailing, details of protection works, Hydrological data, proper Geotechnical investigation report should be attached with the DPRs.
- (xxvi) State should provide joint inspection reports of bridge sites (STA & SE).

5. Planning Audit

(a) Trace map ranking

80.83% of roads are falling under trace map ranking of 1 to 15, 15.03% roads are falling under trace map ranking of 16 to 50, 3.95% roads are falling under trace map ranking 50 to 100 and 0.19% road is falling under trace map ranking more than 100. High trace map ranking may be due to low usage of inter-block roads. All proposals of Trace Map rank of more than 50 have been audited on satellite imagery. *22 proposals have been considered for trace map rank > 50. State should forward the detailed justification for the same, road wise.*

(b) Target Allocation within State

State has stated that they have shared targets equally across all blocks and allocated on an average 17 km per block. However, on scrutiny, it is observed that in Jalah, Gobardhana and Nagrijuli Block of Baksa District and Dangtol Block of Bongaigaon District, State has proposed 10.9 km out of DRRP length of 726 km, 12.4 km out of 531 km, 7.4 km out of 455 km and 4.9 km out of 404 km respectively. State has been advised to increase coverage of candidate roads of these blocks to the level of other blocks.

(c) Proposal Level Checks

Assam is the first State who is using **GeoSADAK** website for uploading proposals. Majority of the proposals are uploaded in GeoSADAK by PIUs for allowing proposal level checks.

- (a) 16 proposals are not matching with their underlying candidate road alignment. Major changes should be entered as separate candidate road and taken only if in priority.
- (b) 3 proposals (AS13321, AS11882 & AS13327) have more than 10% variation in eligible length and proposed length.
- (c) 12 proposals require justification from the state as how they qualify as TR/MRL under PMGSY-III. Details of 12 roads are as under: -

Sr. No.	District Name	Block Name	TR/ MRL Number	Remark
1	Cachar	Salchapra	MRL03	Parallel Route.
2	Chirang	Sidli Chirang I	MRL18	Discontinuous Proposal.
3	Dibrugarh	Tengakhata	T03	Proposal alignment is State Highway (SH24) as per satellite imagery.
4	Golaghat	Morongi	MRL01	Proposal alignment is State Highway (SH4) as per satellite imagery.
5	Kamrup Rural	Bezera	MRL02	Discontinuous proposal parallel to each other. One alignment doesn't benefit any habitation.
6	Kamrup Rural	Chandrapur	MRL11	Discontinuous Proposal.

7	Karimganj	Lowairpoa	MRL10	Discontinuous Proposal. Without continuity proposal is link.
8	Morigaon	Kopili	MRL09	Discontinuous Proposal.
9	N.C.Hills	Diyung Valley	MRL24	Link Route serving small population
10	Sonitpur	Biswanath	T02	Proposal not ending at adjacent highway forming a link. May make it continuous.
11	Sonitpur	Biswanath	MRL04	Proposal not ending at adjacent highway forming a link. May make it continuous.
12	Tinsukia	Itakhuli	T07	Parallel Route.

(d) Earthen Proposals

- (i) There are 38 proposals which are primarily earthen in nature and audited on satellite imagery to check if the missing links are thorough routes or major rural links. State has been advised to scrutinize and identify the roads with BT<90% and render detailed justification for the same.
- (ii) *There are also some proposals with good existing surfaces like in District Sonitpur, Dhubri, Barpeta etc. State has been advised to scrutinize the requirement and furnish ATR with justification and geo-tagged pictures.*

6. R&D Technology

The state has proposed 759.90 Km (22.70%) using Waste Plastic under Mainstreaming Technology and 66.37 km(1.98%) of total length using IRC Accredited Materials/Technologies. State has been advised to propose adequate length at least 5% using IRC Accredited Technologies/ Materials as per guidelines. Also, cost comparison of conventional design and new technology needs to be provided.

7. Maintenance

The State has proposed a 5-year routine maintenance cost of Rs. 288.71 Crore which is 12.02% of construction cost and Rs 647.72 Crore which is 26.97% of construction cost for 6th year renewal cost. State has been advised to have a relook on cost of routine maintenance cost as it is on higher side since state has to bear the cost of maintenance of PMGSY roads. However, the State was advised that the 6th year renewal cost should be accompanied by a post 5-year guarantee/maintenance period, and such cost should be a part of DPR. Two physical copies of the MoU signed by the Competent Authority on each page of the document should be sent to the Ministry at the earliest.

8. Maintenance of roads under DLP

ASRRDA has utilized just Rs. 80.78 crore against its Maintenance Liability of last 5 years of Rs. 203.98 crore which comes around 39.60%. Whereas 196.33 Cr has been credited in the SRRDA account in the same period. *During 2020-21, against the liability of Rs. 49.55 crore no amount has been credited in the ASRRDA account as on 15.01.21. This is a serious situation and the state should immediately take appropriate action.* There was zero expenditure on 95% of roads during 2019-20 and 86% of roads during 2020-21. Unsatisfactory grading is 42.99% for maintenance works. The State was advised to take immediate corrective action and show improvement on this aspect.

9. E-Marg status

Under e-Marg, the state reported that all 79% packages have been locked. 85% contractors have been registered and payment has been started in 31% packages. Till date State has released Rs.12.82 crore.

10. Financial Issues

(a) Financial closure of 56 no of works are pending for more than 180 days as on 11.01.21. The State was asked to take immediate action and expedite pending financial closure of completed works.

(b) Expired Bank Guarantee of Rs 20.13 crore of FY 2019-20, Non Compliance of Statutory Dues, Short deduction/non deduction of Forest Royalty, Delay in deposit of TDS & Short deduction of TDS & TCS, Delay in transfer of Fund by State Treasury and Liquidated damages not deducted from Contractor's bill (Auditor's Point).

(c) Amount of Rs. 576.69 crore is pending with State Treasury to be released to SNA's account (Central share of Rs.468.62 crore and State share of Rs.108.01 crore). State to expedite release of both central and state share.

11. Quality

(a) The strength of SQMs in Assam is 73 against requirement of 154. State has been advised to hire SQMs on contract basis to ensure quality construction of roads and bridges. State has reported that to increase the effectiveness of SQC cell, five more Assistant Engineers will be deployed in the cell. State should establish Quality Monitoring Cell (QMC) with requisite manpower for periodic performance evaluation of hired SQMs/proper examination of SQM reports/ guidance.

(b) As per Geo referenced Field Lab details in OMMAS (1st tier)- 1194 Packages are in Progress and in 05 Package lab is not yet established.

(c) Anomalies of SQM Inspections during 2020-21:

- In one of the roads, for WBM G-III grading, at 63 mm sieve, big size boulders seem to be retained which is against the permissible limit as passing limit is 100%. At 53 mm sieve, % of passing is 95-100, though large number of boulders can be seen there too.
- For one LSB only 7 pictures have been uploaded that too doesn't give much information about the progress of work. And in another bridge, only general views of the bridge have been shown when the work is in progress which is against the SQM guidelines.
- There is great difference in level of Bridge carriageway surface and approach road surface which is highly accident prone, but allowed 'S' grading by the SQM.
- Approach road towards the bridge has been damaged & eroded but given 'S' grading by SQM.
- In many roads, camber has been calculated in a wrong way. The height of elevation should be measured from the edge of Carriageway and in some roads; camber has been calculated without rod to check the height of elevation and keeping spirit level in hand which is against the norms.
- Condition of boards are in rusted condition, given "S" grading rather it should be 'SRI' grading.

12. Progress of PMGSY Works

The details of works sanctioned, completed and pending under PMGSY-I & II are as below:

ROADS

S.N	SCHEME	SANCTIONED		COMPLETED		BALANCE ROAD LENGTH (Km)/Roads	UNAWARDED BALANCE LENGTH (Km)
		NOs	LENGTH (Km)	NOs	LENGTH (Km)		
1	PMGSY I	8,384	26,988	7,502	26,117	752 (882 Nos.)	Nil
2	PMGSY II	253	1,730	5	489	1,240 (248 Nos.)	12.82 (3 Roads)

LSBs

S.No	SCHEME	SANCTION (NOs)	COMPLETED (NOs)	Balance (Nos)	Unawarded (Nos)
1	PMGSY I	1,347	634	713	0
2	PMGSY II	67	0	67	2

Annual target for connecting unconnected habitations was 1500 and achievement till date is 286 habitations. State of Assam was allocated revised annual target of 2874 Km for FY 20-21. State has constructed 985 km length of road and 166 LSBs till date and promised to complete 2874 Km road and 300 LSBs during current year.

13. Governance issues

(a) **Training of PIUs for Bridge construction:** State has 782 pending LSBs to be constructed. Therefore, training of PIUs is essential for effective supervision and better-quality control at site. NRIDA will conduct a training programme for PIUs and consultants dealing with Bridge design and construction of Bailey and Steel Bridges in the month of February 2021.

(b) **Hiring of Bridge Expert:** State has to complete 782 LSBs by March 2022. According to ASRRDA, they have sufficient number of Bridge Experts in their rank to complete this huge work within the prescribed time limit and state has also informed that they are determined for improving the quality of bridges under PMGSY and they have engaged another ten (10) SQMs having sufficient experience in Bridge Design and construction for supervision. State has to increase sufficient Nos of bridge experts in view of pending Nos of LSBs. NRIDA to have close supervision regarding this.

(c) **SQM:** Assam has 73 SQMs. Out of these 73 SQMs, 10 are departmental Officers, 03 are retired departmental Officers and 60 are empanelled through outsourced consultancy. State has brought that separate SQMs will be empanelled for inspection of Bridge works for which expression of interest (EOI) has already been published on 02 December, 2020. During December 2019 to November 2020, 3024 SQM inspections have been done, out of which Unsatisfactory Grading is 19.

(d) **QMC:** Assam has established one departmental committee to scrutinize SQM reports of SRRDA. This committee is conducting performance evaluation of SQMs on monthly basis. State should establish Quality Monitoring Cell with requisite manpower for periodic performance evaluation of hired SQMs/proper examination of SQM reports/ guidance to SQMs/submission of proper ATRs on NQM observations etc.

(e) **System of contracting:** State should adhere to the latest guidelines issued by MoRD regarding the timeline for contracting of works.

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.

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