


Government of India
Ministry of Rural Development
Department of Rural Development

KrishiBhavan, New Delhi
Dated the 11th June, 2021

MINUTES

Subject: Minutes of Meeting of Empowered Committee held on 8th June, 2021 to discuss the project proposals submitted by the State Government of Kerala under PMGSY-III, Batch-I, 2021-22-reg.

A copy of the Minutes of the Meeting of the Empowered Committee held on 8th June, 2021 under the Chairmanship of Secretary, Department of Rural Government, Government of India to consider the project proposals submitted by the State of Kerala under PMGSY-III, Batch-I of 2021-22 is forwarded herewith. It is requested that the compliance on the observations of the EC may be submitted on priority so that the proposal could be processed for final approval.


(Lalit Kumar)

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Distribution:

1. The Addl. Chief Secretary, Local Self Government Department, Government of Kerala, Secretariat, Thiruvananthapuram -695001.
2. The Chief Engineer (PMGSY), 5th Floor, Swaraj Bhavan, Nanthancode, Kowdiar P O Thiruvananthapuram 695003, Kerala.
3. The Adviser, NITI Aayog.
4. The DG (RD) & SS, Road, Wing Department, Ministry of Road Transport & Highways Transport Bhawan, New Delhi.
5. The Chief Scientist, Central roads Research Insititue, Mathura Road, New Delhi.
6. The Secretary General, Indian Road Congress, Kama Koti Marg, Ranjit Nagar, Sector 6, Rama Krishna Puram, New Delhi.
7. The Secretary Department of Agriculture, Cooperation and Farmers Welfare, Ministry of Agriculture and Farmers' Welfare, Krishi Bhawan, New Delhi
8. All Directors in National Rural Infrastructure Development Agency (NRIDA), 15 NBCC Tower, 5th Floor, Bhikaji Cama Place, New Delhi.

Copy for information to:-

PS to Hon'ble MRD/PS to Hon'ble MoS/Sr. PPS to Secretary (RD)/PSO to AS&FA(RD)/PPS to AS (RD)/PPS to JS(RC).

MINUTES OF THE MEETING OF THE EMPOWERED COMMITTEE HELD ON 8th JUNE, 2021 TO CONSIDER THE PROJECT PROPOSALS SUBMITTED BY GOVERNMENT OF KERALA UNDER PMGSY III (BATCH I), 2021-22

A Meeting of the Empowered Committee (EC) was held on **8th June, 2021 at 11.00 AM** under the Chairmanship of Secretary, Department of Rural Development, Government of India to consider the proposal of the State of Kerala under PMGSY III (Batch I) of 2021-22. Following officials were present in the meeting.

Shri Nagendra Nath Sinha	Secretary (RD)
Smt. Alka Upadhyaya	Addl. Secretary (RD)
Smt. Leena Johri	Addl. Secretary & FA (RD)
Dr Ashish Kumar Goel	Joint Secretary (RC) & DG, NRIDA
Shri. B C Pradhan	Consultant (Tech), NRIDA
Shri Deepak Ashish Kaul	Director (F&A), NRIDA
Shri I.K.Pateriya	Director (P.II &P.III), NRIDA
Shri Pradeep Agrawal	Director (P.I), NRIDA
Shri Lalit Kumar	Deputy Secretary (RC), MoRD
Shri Harsh Nisar	Data Scientist, NRIDA
State Govt. Representatives	
Smt. Sarada G. Muraleedharan IAS	Additional Chief Secretary, Local Self Government Department
Shri V.R. Vinod	Commissioner, Rural Development Department
Shri Sandeep K G	Chief Engineer, Kerala State Rural Road Development Agency
Shri P.K. Sanilkumar	Empowered Officer, KSRRDA
Shri Anil kumar J	SQC, KSRRDA
Shri Ajith Kumar. G. S	Superintending Engineer, Kerala State Rural Road Development Agency
Shri Geetha Krishnan K.I,	AEE, KSRRDA
Shri Dileep P.	Financial Controller, KSRRDA

2. Current Proposal by the State:

A detailed presentation on the proposal of PMGSY III (Batch-I) of 2021-22 submitted by the State of Kerala was made by NRIDA before the Empowered Committee. The details of the proposal are as under:-

Item	As per Pre EC dated 02.02.2021				As per OMMAS dated 06.06.2021			
	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	82	408.44	281.29	68.87	129	624.08	430.10	68.92
Total	82	408.44	281.29	68.87	129	624.08	430.10*	68.92
*MoRD Share : Rs. 254.69 Crore				State share : Rs 175.40 Crore				

II. The State of Kerala has been allocated target length of 1,425 Km under PMGSY-III, out of which the State was sanctioned 20 road works of 104.56 km under Batch-I, 2020-21. The current proposal is for 129 roads of 624.08 Km. All roads have been scrutinized by STAs and 13 roads (10%) have been scrutinized by PTA on OMMAS. The average cost of proposal Rs. 68.92 lakh/km.

III. The average cost per km of 3.75 m and 5.50 m carriageway width roads sanctioned to the State in Batch-I (2020-21) was Rs. 75.53 lakh and Rs. 101.83 lakh as compared to Rs. 68.61 lakh and Rs. 76.36 lakh for 3.75 m and 5.50 m carriageway width roads respectively in the current batch.

IV. Out of 129 roads, 124 roads of 598.73 km in the current batch are of 3.75 m carriageway width with an average cost of Rs. 68.61 lakhs/km and 5 roads of 25.34 Km are of 5.50 m carriageway width with an average cost of Rs. 76.36 lakhs/Km.

V. **The state was asked to clearly mention about bridge proposals, if any, in each batch of PMGSY-3, including the current batch, indicating that the proposal would be submitted after preparation of the DPRs, otherwise it would be difficult to consider such proposals in a standalone manner in future.**

3. Length wise proposal details

Out of 129 road works, 76 road works are of 3 to 5 km and 53 road works are of more than 5 km as per the following details:-

Sl. No	Items	No of roads	Length in km	Cost in Crores	Average cost/Km
1	3 to 5 km	76	293.70	197.37	67.20
2	5 km and above	53	330.38	232.72	70.44
	Total	129	624.08	430.09	68.92

The average length of candidate road is 7.12 Km and average length of proposed road is 4.84 Km. The length of candidate road in each case is more than 5 Km.

4. Existing surface details

Break-up of the existing surface of roads proposed to be taken up under the current batch is as under:-

Brick soling	Gravel/Moorum	Track	BT	CC	Total
0.02	42.15	13.03	554.89	13.99	624.08

The existing surface of large part of the proposal is thus BT or CC.

5. Traffic wise details of road

i) In 3.75 m carriageway width, 124 roads of 598.74 km are in T4 & T5 category with average pavement cost of Rs.47.59 lakh/km and average total cost of Rs. 68.61 lakh/km.

ii) In 5.5 m carriageway width, 5 roads of 25.34 km are in T6 & T7 category with average pavement cost of Rs. 62.87 lakh/km and total cost of Rs. 76.36 lakh/km.

6. Planning

(i) Trace Map Cut - Quality of Roads

Min. Trace Map Rank	Numbers of proposals	%
1 to 15	84	66
16 to 50	29	22
51 to 100	13	10
> 100	3	2
Total	129	

With regard to 16 roads of Trace Map rank > 50, the Committee was informed that *there are 6 proposal with more than 50% earthen surface*. During scrutiny of the proposals by the NRIDA, the State was asked to furnish justification as to how these earthen roads qualify as TR/MRL for inclusion under PMGSY-III.

The justification furnished by the State was not found satisfactory in r/o Road Package No. KR-03-124 and the State was asked to exclude the proposal. As regards the remaining 5 roads, *the State was asked to re-verify the proposals and detailed proposal wise justification should be submitted as how they qualify as TR/MRL under PMGSY-III and serve PMGSY-III objectives*.

As regards the remaining 10 proposals, the State was asked to submit detailed justification as to how they meet PMGSY-III objectives as Through Routes and Major Rural Links benefiting educational, health and agro access.

7. Planning Audit

- i. The State has uploaded all the road alignments on GeoSADAK.
- ii. 3 proposals were found to be of good existing surface based on pictures during scrutiny. The State Government has sent written justification in respect of these proposals, but geo-tagged pictures/videos are awaited. The State was asked to send the same on priority.

8. DPR observations

- i. State should provide consent letters of the Hon'ble MPs in respect of the proposals included in the current batch in terms of Ministry's advisory dated 2nd June, 2020. The State was also asked to furnish English translation of the consent letter, if the original consent letter by the Hon'ble MP is in Malayalam.
- ii. State needs to ensure that the Road Safety Audit (RSA) has been completed for all roads and all RSA reports are uploaded on OMMAS before sanction of these proposals.
- iii. The Committee observed that the non-pavement cost of Kannur and Kozhikode is very high. The State representative attributed the high cost to CD and protection works on proposed roads, hilly terrain, construction of drain, utility shifting, etc. The State/NRIDA was asked to look into the provisions for non-pavement component meticulously and revise the proposal, wherever required. It was made clear that PMGSY-3 is about upgradation of existing road network, and not a total reconstruction or construction from a green field stage.
- iv. The State has proposed widening and strengthening of some of the roads with existing carriageway width of 5.30 m to 5.50 m in Kasaragod and other districts even though the PCU data does not support the widening of such roads to 5.50 m. The State was advised that the strengthening

proposals in such cases should be limited to the existing carriageway width (5.30 m or whatever is existing). The State was asked to revise the proposals accordingly.

- v. State should ensure proper evaluation of existing crust for overlay design as per IRC:SP:72:2015 in r/o road work (KR0874).
- vi. State should ensure that the test results for GSB material indicating LL, PI, MDD, OMC, and CBR has been attached with the DPRs.

9. Governance issues

(i) The State has a road length of 240 Km in hand under PMGSY-I, II and III. The current batch of proposal consists of 129 roads of 624 Km. In addition, the State has to be sanctioned another 696 km road length under PMGSY-III in due course. In order of ensure proper planning, execution, management and monitoring of the ongoing works and projects in pipeline, it is imperative that the SRRDA is strengthened with more technical hands in position for proper scrutiny of the proposals and execution of the sanctioned projects on ground in accordance with the specified technical specifications and standard.

ii) The State was advised to appoint bridge expert under SRRDA on priority depending on the bridge works in hand.

iii) The State representative intimated that there are 3 road works struck under PMGSY-I due to forest issue, of which 2 works are in the process of dropping and 3rd partially completed road may also have to be dropped as the issue of forest clearance remained to be solved. The Addl. CS, State of Kerala, however, assured that there will be no such issue involved in execution of projects under PMGSY-III.

The State representative also assured that State's comments on gradient issue will be sent to the Ministry shortly.

10. Timelines for award of works

The State was sanctioned 1st batch of proposals comprising 20 roads of 104.56 Km under PMGSY-III on 25th August, 2020, of which 4 road works are still unawarded. The State has attributed the delay to delay in getting administrative sanction, enforcement of Model Code of Conduct, etc. In terms of Ministry's advisory dated 22nd December, 2020, all works sanctioned under PMGSY-III should commence on grounds within 72 days from the date of sanction. The State representative assured that the state will take the corrective steps in the existing process of tendering and will comply with the Ministry's advisory.

11. Maintenance

State has proposed maintenance cost of 8.83% and 6 years Renewal cost of 19.71%, which are agreeable. 5 years maintenance cost after 6th year renewal needs to be included in the proposal/ DPR.

12. R & D Proposals

State has proposed 82 roads of 308.14 km using various new technologies as indicated below:-

Sl. No	Name of Technology	No of stretches/ roads	Length (in km)	Percentage of R& D roads with respect to total length
A	Main streaming of Technologies			
i.	Waste Plastic	46	173.93	28.86%
ii.	Cold Mix Technology	2	6.18	
	Total	48	180.11	
B	Other Main Streaming technologies			
iii.	Cement Stabilization	4	4.75	1.32%
iv.	Lime Stabilization	2	3.42	
	Total	6	8.17	
C	IRC Accredited Technology			
v.	Nanotac	4	23.81	19.21%
vi.	Nanotechnology Water proofing	16	79.14	
vii.	Soil Stabilizers Geotextile	4	6.32	
viii.	Coir Technology	2	2.83	
ix.	Terrazyme	2	7.76	
	Total	28	119.86	
	Total	82	308.14	49.38%

State need to propose more length using Waste Plastic and Cold Mix. State was asked to propose minimum 10% length using mainstreaming technology other than Waste Plastic and Cold Mix. *The State was advised to adopt surface dressing for low volume roads (T4/ T5) for at least 50% of the length.* Further, the State was asked to explore taking up more roads using Coir Technology in the current batch. The State was also asked to propose more length (67.37 km) using Coir technology in next batch as per NRIDA's letter dated 23.04.2020.

State should confirm Nanotac and Nano technology water proofing are not only proposed in BT layer. Nano technology only in Tack coat and BT layer is discouraged as performance evaluation is difficult.

13. Progress of PMGSY works

The status of implementation of PMGSY-I, II and III in the State are as under:-

Roads (in Km)

Sl. No	SCHEME	SANCTIONED		COMPLETED		BALANCE		UNAWARDED	
		Nos.	LENGTH (Km)	Nos.	LENGTH (Km)	No. of Roads	Length (km)	No. of Roads	Length (km)
1	PMGSY I	1,374	3,308.373	1339	3,197.41	35	83.60	-	-
2	PMGSY II	149	582.888	125	525.58	24	52.72	3	13.00
3	PMGSY III	20	104.563	-	-	20	104.56	4	22.02
	Total:	1,543	3,995.82	1464	3,722.99	79	240.88	7	35.02

Bridges (No.)

Sl. No	SCHEME	Sanction (Nos.)	Completed (Nos.)	Balance (Nos.)	Unaward (Nos.)
1	PMGSY I	1	1	-	-
2	PMGSY II	2	0	2	-
3	PMGSY III	-	-	-	-
	Total:	3	1	2	-

14. Physical Progress 2021-22 (as on 07.06.2021)

Only 11 Km (4%) road length has been constructed against targeted length of 300 Km. State need to expedite the pace of execution of works to achieve the target.

15. eMARG: Onboarding

Out of total 610 packages pushed in eMARG, 420 packages have been locked and 36 packages are pending for locking, 57 packages pending for MEE. 09 roads (2%) is pending for registration for eMARG App, 248 roads (59%) pending for Routine Inspection (RI), 272 road works (65%) are pending for Performance Evaluation (PE), 438 bills are pending for submission by contractor, 79 packages are pending for payment for more than 12 months and payment of Rs. 22.42 crore has been done using eMARG till date. The state was asked to take action for saturation on eMARG and adopt eMARG as 100% for maintenance of roads.

16. Maintenance of roads under DLP

Expenditure on maintenance during defect liability period is 73% w.r.t liability and 92% w.r.t funds received. The SRRDA was not given any funds for expenditure on maintenance of roads under DLP during 2020-21 and 2021-22, till 7th June, 2021. The attention of State was invited towards the provisions of the programme guidelines, which stipulate that the release of 2nd installment of programme fund in a year shall be subject to submission of, among others, a certificate from CEO of SRRDA that maintenance funds required as per maintenance contracts in force had been spent during the previous financial year. For release after May of any year, the certificate should also include that 50% of such maintenance funds requirements for the current financial year have been released by the State, whereas for release after November the certificate should be for 100% of such funds. The State's attention was also invited towards Ministry's advisory dated 12th January, 2021 on the subject and the State was advised to take immediate corrective action to ensure uninterrupted flow of funds for execution of the sanctioned projects.

17. Renewal Length status (km)

The State has not updated renewal data on OMMAS. The State representative was asked to ensure updation of renewal data and expenditure on OMMAS.

18. Quality Control - 1st& 2nd tier

I. Out of 73 ongoing packages in progress, quality control lab details have not been uploaded in r/o 03 packages. The State representative intimated that all the works were established laboratories at site except one work in PMGSY-III and two (02) frozen works on OMMAS.

II. 5 works of more than 12 months old have not been inspected even once by SQM. Of these 5 works, payment of more than Rs. 10 lakh has been made on 4 works. State's attention was invited towards advisory issued by the NRIDA in this regard and the state was asked to ensure compliance of the advisory. The State was also asked to get these works inspected by SQM on priority.

III. Against the target of 530 SQM inspections during the current financial year, only 43 inspections have been carried out so far. The State was advised to accelerate the pace of SQM inspections to achieve the targets of SQM inspections.

IV. Anomalies of SQM Inspections during Jan'21 to May'21 :-

- Sieve sizes are not mentioned in photographs in Package No. KR0399)
- Wrong way of checking Super Elevation had been adopted in package no. KR7049.
- No tests conducted on completed road package no. KR1078 and no photographs of test uploaded. Only general photographs are uploaded.
- No photograph uploaded for ongoing work package no. KR 1296, yet the road has been graded 'S'.

The State representative assured that the concern raised by the Committee with regard to 1st & 2nd tier quality management shall be looked into and addressed.

19. Quality Issues

i. Unsatisfactory % based on NQM inspections (May'2018-May'2021)

- Completed Works - 17.65 % - 34 Completed works inspected
- Ongoing Works - 10.45 % - 134 Ongoing works inspected
- Maintenance works - 19.43% - 175 Maintenance Works Inspected

ii. Pending ATRs at State level-

- Ongoing Works - 08
- Completed Works - 04

iii. Pending Complaints at State level during the financial year 2020-21 & 2021-22 :- 02 (Complaints forwarded to state government vide letter dated (i) 21.07.2020, 30.09.2020 (ii) 29.10.2020)

The State was advised to take immediate corrective action and show some improvement in the aforesaid indicators. A clear action plan to improve quality of works need to be put in place by the State Government before the EC meeting. The proportion of unsatisfactory works is very high, which is a serious matter.

20. Finance Issues:

- i. State's attention was drawn towards roads Package No.: KR 07-08 & KR 07-09, where excess payment has been made to contractor, but the road works are still incomplete. The State was asked to look into the matter and furnish ATR.
- ii. Interest Recovery of Rs. 7.38 crore is still pending with bank.
- iii. The State has not yet submitted PMGSY financial reconciliation report.
- iv. 11 works are pending for financial closure for more than 180 days as on 04-06-2021.

21. The Empowered Committee recommended the project proposal submitted by the Government of Kerala as in para-2 above subject to fulfillment of the observations made in the foregoing paras and compliance thereof.

The meeting ended with vote of thanks to and from the Chair.
