

**File No-P.17024/4/2019-RC(Part) (eFMS-368978)**

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

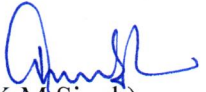
Krishi Bhavan, New Delhi  
Date: 18<sup>th</sup> November, 2022

**MINUTES**

**Subject: Minutes of the Meeting of Empowered Committee held on 14<sup>th</sup> November, 2022 to discuss project proposals of State of Bihar under PMGSY-III (Batch-II, 2022-23)-reg.**

The undersigned is directed to enclose herewith the Minutes of the Empowered Committee meeting held on **14<sup>th</sup> November, 2022 at 03:00 PM** under the Chairmanship of Secretary (RD) **(through Video Conferencing)** to discuss the project proposals submitted by the State of Bihar under PMGSY-III (Batch-II, 2022-23).

2. This issues with the approval of the competent authority.



(K.M. Singh)

Deputy Secretary to the Govt. of India  
Tel. No: 011-23070308

**Distribution:**

- i. The Secretary, Rural Works Department, Government of Bihar, 5<sup>th</sup> Floor, Vishveshwaraiya Bhawan, Bailey Road, Patna- 800015, Bihar.
- ii. Shri Rajeev Ranjan, Nodal Officer, PMGSY, SRRDA, RWD, Govt. of Bihar, Vishveshwaraiya Bhawan, Bailey Road, Patna- 800015.
- iii. The Adviser, NITI Aayog
- iv. The Director, Central Roads Research Institute, Mathura Road, New Delhi
- v. The Secretary General, Indian Road Congress, Kama Koti Marg, Ranji Nagar, Sector-6, Rama Krishna Puram, New Delhi, Delhi 110022
- vi. The Chief Engineer, Ministry of Road Transport & Highways, Parivahan Bhavan, New Delhi
- vii. All Directors in NRIDA.

**Copy to:-**

PS to MRD/ PSO to Secretary (RD)/ PPS to AS&FA/ PPS to AS (RD)

**Minutes of the Meeting of Empowered Committee held on 14<sup>th</sup> November, 2022 to discuss project proposals of State of Bihar under PMGSY-III (Batch-II, 2022-23)**

A meeting of the Empowered Committee was held on 14<sup>th</sup> November, 2022 at 3:00 PM through VC under the Chairmanship of Secretary (RD) to consider the project proposals of State of Bihar under PMGSY-III (Batch-II, 2022-23).

The following officials were present in the meeting: -

<b>MoRD/ NRIDA representatives</b>	
Shri Nagendra Nath Sinha	Secretary (RD)
Dr. Ashish Kumar Goel	Additional Secretary (RD) & DG (NRIDA)
Shri Mam Chand	Director (IFD)
Shri K.M. Singh	Deputy Secretary (RC)
Ms. Anjali Yadav	Assistant Director (RC)
Shri B.C. Pradhan	Consultant/Director, (Technical) NRIDA
Shri Pradeep Agrawal	Director (Projects-I), NRIDA
Dr. I.K. Pateriya	Director (Projects-III), NRIDA
<b>State Government representatives</b>	
Shri Pankaj Kumar Pal	Secretary-cum-CEO, BRRDA
Shri Bhagwat Ram	Chief Engineer-cum-Senior In-charge, PMGSY, BRRDA
Shri Kumar Rajeev Ranjan	Nodal Officer, PMGSY, Bihar
Shri Anand Prakash	EE, PMGSY, BRRDA
Shri Prashank Kumar	ITNO, PMGSY, BRRDA
Shri Prabhat Kumar	Financial Manager, BRRDA

2. The details of the proposal of the State Govt. under PMGSY-III, Batch-II of 2022-23 are as under: -

<b>Item</b>	<b>As per Pre-EC</b>				<b>As per OMMAS dated 27.10.2022</b>			
	<b>No.</b>	<b>Length (in km/m)</b>	<b>Cost (Rs in Crores)</b>	<b>Avg. Cost per km/m (Lakhs)</b>	<b>No.</b>	<b>Length (in km/m)</b>	<b>Cost (Rs in Crores)</b>	<b>Avg. Cost per km/m (Lakhs)</b>
<b>Roads</b>	296	2676.415	2606.74	<b>97.39</b>	285	2589.546	2252.17	<b>86.97</b>
<b>LSBs</b>	72	3241.930	287.05	<b>8.85</b>	72	3241.93	286.18	<b>8.83</b>

<b>Total</b>	<b>296 roads + 72 LSBs</b>	<b>2676.415 km roads + 3241.93 m LSBs</b>	<b>2893.79</b>		<b>285 roads + 72 LSBs</b>	<b>2589.546 km roads + 3241.93 m LSBs</b>	<b>2538.34*</b>	
<b>*MoRD Share : Rs. 1510.94 Crore Target: 6162.50 km</b>				<b>State share : Rs 1027.41 Crore Sanctioned: 3562.348 km</b>				

## 2. General Observations

- i) The State of Bihar has been allocated target length of 6,162.50 Km under PMGSY-III, out of which 3562.35 km has already been sanctioned to the state. The current proposal is for 285 roads of 2589.546 km and 72 LSBs of 3241.93 m at an estimated cost of Rs. 2538.34 crore (Central Share- Rs. 1510.94 crore and State share- Rs. 1027.41). State is yet to propose balance 10 km of the target. State representative also informed that, they will come up with some more proposals of LSBs later.
- ii) Average cost has reduced when compared with Pre EC. It now includes GST @ 18% instead of 12% at the time of Pre-EC. Overall increase is 16-17% with respect to previous sanction.
- ii) 213 roads of 1675.9 km length are proposed with 3.75 m width at an average cost of Rs. 74.5 Lakhs/km and 72 roads with 913.65 km length are proposed with 5.50 m width at an average cost of Rs. 109.9 Lakhs/km.
- iii) All proposals have been uploaded and scrutinized by the STAs on OMMAS. PTA scrutiny has also been done for 37 roads and 10 bridges. State will come up with the proposal of left out bridges which could not be included due to non scrutiny by STA.
- iv) State has dropped 11 unsatisfactory road proposals and done the minor modification in the alignment for 12 proposals.

## 3. Existing Surface

It was observed that 24 roads have more than 25% non- BT/CC surface. These roads need to be deleted from the proposal, unless these roads are of very high utility or is connecting major roads/ highways. State was asked to send road-wise justification for these 24 roads. NRIDA will examine the justifications and submit the same with its recommendations

## 4. High Priority Roads skipped in CUCPL

- i) It was observed that, 65 high priority roads have been skipped due to ownership with different department. During pre-EC meeting, the state was asked to provide road-wise justification as these roads cannot be skipped unless these are being constructed by the owner departments. Explaining this, the Committee observed that the objective of the scheme is to construct high priority roads eligible under PMGSY-III and all the eligible roads come under its ambit of the scheme irrespective of the fact that who own them. Unless there is plan to construct

those roads by some other agency(ies), these roads cannot be skipped. NRIDA was asked to examine the justification submitted by the state thoroughly.

ii) Committee desired that the high priority roads which were skipped in earlier batches and the ones which are being skipped in the current proposal should be segregated and shown separately. NRIDA was asked to do proper due diligence in the matter.

## 5. Average Cost Trends

i) It was observed that, the average cost of 3.75 m wide roads in 2020-21 was Rs. 70.61 lakh/ km, during 1<sup>st</sup> batch of 2022-23, it was Rs. 63.75 lakh/ km and it is Rs. 74.5 lakh/ km for the current proposal. Similarly for roads of 5.5 m width category, the average cost in 2020-21 was Rs. 109.18 lakh/ km and the same is Rs. 109.9 lakh/ km for the current proposal. Committee asked the reason for such rise in the cost. NRIDA explained that, there is 6% increase in GST, 9-10% increase in the cost of materials/ aggregates/ bitumen/ steel/ cement etc., which have contributed in the rise of the cost.

ii) Committee directed NRIDA to develop some formulation through which cost of some model road length with requisite specifications should be firmed up and any variations with respect to these parameter could throw up data which should indicate the exact reasons for increase or decrease in the cost of a particular road including change in SoR. NRIDA mentioned that, such assessment is done when NRIDA approves the SoR for a state, and the above analysis has been done on the basis of such exercise.

iii) Committee mentioned that, the revised clearance of the earlier sanction to the state of Bihar after removing the provision of BM & SDBC should be issued at the earliest.

iv) It was observed that the average cost of bridges has increased substantially. The average cost of bridges under PMGSY-III in 2020-21 was Rs. 5.64 lakh/ m, it was Rs. 6.13 lakh/ m in batch-I of 2022-23 and the same is Rs. 8.83 lakh/ m for the current proposal. NRIDA mentioned that the increase in average cost is due to 6% increase in GST and major rise in the cost of cement and steel. Committee, however, mentioned that rise in cost is approximately 30-33% which is very substantial. NRIDA was asked to examine the cost of bridges once again. For this excel sheet should be prepared, showing different cost elements and how and why the cost has increased from the previous sanction.

## 6. PCU/ day details

i) It was observed that 10 roads in 3.75 m width category have PCU/ day more than 2000. State was asked as to why are they not taking up these roads for widening. State representative mentioned that, due to unavailability of land, these roads could not be taken up with 5.5 m width. *Committee mentioned that while 3 roads with PCU between 2000-2500 can be accepted with suitable road safety measures, 7 roads with PCU more than 2500 must be constructed with 5.5 m width or else these roads may be deleted. State representative mentioned that, they will look for the availability of land and revert.*

## 7. FDR Proposals

i) State has proposed 60 roads of 564.479 km with FDR technology. Out of 60 roads, 43 roads are of 3.75 m carriageway width, 17 roads are of 5.5 m carriageway width. As per the analysis done by NRIDA, in almost all the cases of 5.5 m width, there is a reduction of Rs. 0.5 lakh/ km in cost. However, in case of roads with 3.75 m carriageway width, not much savings could be seen in comparison to conventional technology. Committee remarked that, even if the cost with FDR was at par or marginally higher in comparison to conventional technology, FDR should be preferred considering the quality, strength and durability of the roads with FDR. Further, adequate machines are now available in the state of UP which could be available for use in other states very soon, so the cost of machinery may also come down once these become free.

ii) Committee asked the reason for not taking other roads in FDR. State representative mentioned that, such roads have not been taken up with FDR, where there are more than 10% increase in cost in comparison to conventional technology.

iii) It was observed that the cost of roads proposed with FDR estimated by the state is on higher side, even higher than the state of Uttar Pradesh, even when the analyzed rate per cubic meter is lesser in Bihar. NRIDA was asked to examine the reason for the same.

iii) *Committee asked the state to propose the roads of 3.75 m width with pavement cost of Rs. 70 lakh/ km and more and the roads of 5.5 m width with pavement cost of Rs. 80 lakh/ km and more with FDR technology, specially the roads of North Bihar where there will be more transportation cost of aggregate. It was also decided to make a package of 5.5 meter roads and higher cost 3.75 m width roads in the same or adjoining districts if adequate length of such roads (> 70 or 80 Lakh/ km) is not available.*

iv) *Committee asked the state to constitute/ engage a PMU/ PMC on the pattern of U.P for management and supervision of FDR work, as it would not be possible for the existing SRRDA setup to monitor it on day to day basis. FDR technology requires intense engineering and expert supervision. State was also asked to adopt "UTTAM" app created by the state of Uttar Pradesh for monitoring FDR works. State of Uttar Pradesh has agreed to provide the functionality of the app to other states.*

v) State was also asked to adopt the following steps to implement FDR technology, as has been done by the state of Uttar Pradesh:-

- Finalization of Mix- Design by the contractor, PIU and SRRDA/ PMU/ PMC in consultation with expert institutions such as IITs.
- Construction of Test Patch and its testing, and verification of the outcome of mix design on each and every road before taking up construction of the whole length

vi) NRIDA was asked to look into the provision of surface course in FDR adopted by the state, and ensure that similar provision as allowed to UP may be adopted. For any higher specification, state will have to bear the extra cost.

8. **Roads below HFL**

i) Committee asked about the number of roads taken below High Flood Level (HFL) in previous batches of PMGSY-III. State representative mentioned that 2 roads of previous batch are below HFL. ***State was asked to give it in writing about the exact number of roads which are below HFL, both of previous batches and the current batch as well. State was also asked to look into the issue as to how such formulation was recommended and take action against the delinquent PIUs and supervisory officers.***

9. **Pavement Cost/ km wise details**

i) It was observed that, 32 roads of 3.75 m width have pavement cost more than Rs. 70 lakh/ km and 71 roads of 5.5 m width have pavement cost more than Rs. 80 lakh/ km. Committee observed that, these roads are potential candidates for FDR. State was asked to include these roads under FDR technology, as mentioned above.

10. **Non-Pavement Cost/ km wise details**

i) It was observed that, 56 roads of 3.75 m width and 23 roads of 5.5 m width have non-pavement cost of more than Rs. 20 lakh/ km. NRIDA mentioned that, due to provision of more CD works and protection works in North Bihar and high flood zone areas, the non-pavement cost is high. ***Committee asked NRIDA to examine and present road-wise justification for 32 roads with non-pavement cost more than Rs. 25 lakh/ km.***

11. **R&D Proposals**

i) State has proposed 60 roads of 564.479 km with FDR technology. State was asked to propose more number of roads with FDR as mentioned above. Such roads may be presented in the next batch and deleted from this batch, so as to expedite processing of the current batch of proposals.

ii) State has proposed only 182.92 km (15.2%) with waste plastics. State was asked to propose at least 70% of the roads with waste plastics as prescribed in NTV Document, 2022.

iii) State has proposed only 196.389 km (66.3%) roads in T1 to T5 traffic category with mechanized surface dressing. State was asked to propose 296.435 km (100%) roads of traffic category T1 to T5 with mechanized surface dressing.

12. **Pending Compliance of the state on previous clearances**

i) It was observed that, the state has still not installed the GPS system in key machinery and equipment engaged in execution of works under PMGSY-III. ***Committee mentioned that, clearance to this batch will be issued only after installation of GPS System. State agreed to the***



*same.* Committee further directed that, after installation of the GPS system, the GPS data should be analyzed so as to know if the machines are working as per expectations. The state may get the feedback from Karnataka regarding the same.

**13. Physical Progress**

i) 92 roads of 718.47 km and 25 LSBs are still un-awarded under PMGSY-III. State was asked to award these works at the earliest. State mentioned that, these works will be awarded by the end of November.

ii) Committee asked the state about the status of PMGSY-I & II works. State representative mentioned that, a total of 650 km are balance under PMGSY-I & II, most of which are to be foreclosed or dropped. Some of these roads are stuck due to forest clearance, which is not likely to be cleared. State representative mentioned that, they will be able to complete 350 km and 300 km will have to be dropped. State was asked to take a firm decision on the same.

iii) The Annual Physical target allotted to the state is 2085 km, against which, state has so far completed only 415 km. State was asked to increase the pace of construction, so as to achieve the annual target.

iv) Since the timeline for completion of PMGSY-I & II has passed, NRIDA was asked to set a deadline for the states to submit the details of expenditure that has been incurred on incomplete works under PMGSY-I & II. If the details are not received within the deadline, the works will be dropped and the expenditure will have to be borne by the State Government.

**14. Maintenance Abstract**

i) It was observed that, against the maintenance liability of Rs. 120.86 crore in the FY 2022-23, state has credited only Rs. 50 crore and incurred an expenditure of Rs. 47.06 crore. State was asked to credit the balance funds against liability.

ii) It was observed that, status of maintenance liability, fund credited, expenditure incurred on DLP maintenance and renewal length data have not been updated on OMMAS by the state. State was asked to update the same on OMMAS.

**15. PMGSY-III Award Analysis**

i) It was observed that, of the 354 works under PMGSY-III awarded till 11.11.2022, 188 works have been awarded with the agreement amount below the sanction amount and 166 works have been awarded with the agreement amount above the sanction amount. Reason for the same was asked from the state. For works awarded below the sanctioned amount, state representative mentioned that, it is because the works were sanctioned with the provision of BM & SDBC, but the works were awarded without this provision. For the works awarded above the sanctioned amount, state representative mentioned that, it is because the value of projects sanctioned was

based on current SoR. Committee however was not convinced with the justification of state and the state was asked to provide proper justification for all the 354 works.

16. **SoR Status**

i) State has submitted the SoR for 2021-22 to NRIDA which is under examination. NRIDA has advised some corrections in SoR to the state. NRIDA was asked to get the SoR formally approved.

17. **eMarg**

i) In eMarg, it was observed that 366 (6%) roads are pending for locking on eMarg, MEE is pending for 576 (7%) packages, routine inspection (RI) has been missed on 217 (10%) packages and out of Packages with pending payment for >3 months, 1310 (32%) packages are pending for first payment. State was asked to look into it and improve the progress on eMarg.

ii) The expenditure done through eMarg in FY 2022-23 is Rs. 45.44 crore, of which, only 11.91 crore has been spent on liability of FY 2022-23. State was asked to make all the payments through eMarg only and ensure payment of current year's liability this year only.

18. **Quality**

i) Lab has not been established in 181 packages. State was asked to establish labs in all the packages.

ii) Total 4649 SQM inspections were targeted in the state during FY 2022-23, against which, 2795 SQM inspections have been conducted so far. State was asked to increase the pace of SQM inspections, so as to achieve the annual target.

iii) During NQM inspections conducted from November 2019 to October 2022, 11.25% completed works, 12.32% ongoing works, 28.62% maintenance works and 3.93% bridge works have been graded as unsatisfactory by NQMs. The unsatisfactory percentage is much above the national average. State was asked to look into the quality aspect.

iv) During SQM inspections conducted from November 2019 to October 2022, 4.01% completed works, 5.69% ongoing works, 19.86% maintenance works and 4.16% bridge works have been graded as unsatisfactory by SQMs. There is much difference between the grading of NQM and SQM inspections. State was asked to look into the quality of SQM inspections.

v) State was asked to recruit bridge experts and ensure that the quality of bridges does not get compromised. ***Significant unsatisfactory percentage in bridges both by NQMs and SQMs is alarming.*** State representative mentioned that, they are taking utmost care in ensuring the quality. They stop payment of the consultant, whenever unsatisfactory work is being reported by



him/ her. *Committee asked the state to fix the responsibility of poor quality on PIUs and not just on consultants, as it will result in false satisfactory reporting.*

vi) 125 ATRs of NQM inspections are pending from the state. State was asked to submit the ATRs at the earliest. ATRs pending for more than a year shall be marked as non-rectifiable.

vii) Comments of the state are pending on 2 complaints (*“Irregularities in construction of work under PMGSY, Complaint related to bridge failure”*). State was asked to send the comments at the earliest. As the comments are of serious nature.

ix) It was observed that, more no. of inspections is being carried out by SQMs who do not give much unsatisfactory grading. On the other hand, the SQMs who give much unsatisfactory grading are not being allotted the inspections. The allotment practice adopted by the state is not correct. State was asked to take action against SQMs whose grading pattern appears to be outlier.

#### 19. **Financial Issues**

i) Audited Balance Sheet of Maintenance Fund of FY 2020-21 and 2021-22 has not been submitted. State was asked to expedite the submission of same.

ii) Interest verification certificate for FY 2004-05 to 2010-11 and FY 2020-21 to 2021-22 has not been submitted by the state. State was asked to submit the same at the earliest.

iii) Interest recovery of Rs. 22.76 crore is pending from bank. State was asked to get the interest re-covered at the earliest.

iv) Funds released by State treasury to SNA are not reflecting in SNA-06 report. State was asked to look into the issue and resolve it at the earliest, or else further release of funds may not be possible.

v) PMGSY financial reconciliation report submitted by the state is incorrect and incomplete. State was asked to submit the revised report at the earliest.

vi) 106 works pending for financial closure for more than 180 days as on 31-08-2022. State was asked to get these works financially closed at the earliest.

vii) Central share of Rs. 224.75 crore and the corresponding state share of Rs. 202.60 crore is pending to be released from state treasury. State was asked to get the pending central and state share released at the earliest.

20. 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.

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

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