

**No.P-17024/15/2020-RC (FMS No. 371917)**

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

Krishi Bhavan, New Delhi  
Dated the 28<sup>th</sup> November, 2022

To

The Secretary, Rural Development Department,  
Government of Maharashtra,  
Bandhkam Bhawan, 7<sup>th</sup> Floor,  
25, Marzban Road, Fort Mumbai- 400001

The Chief Engineer (PMGSY) & Empowered Officer (MRRDA),  
Maharashtra Rural Roads Development Association,  
Government of Maharashtra,  
New Administrative Building, 3<sup>rd</sup> Floor,  
Opposite Council Hall, Camp- Pune-411001, Maharashtra

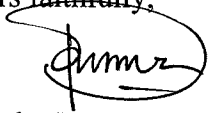
**Sub: Minutes of Empowered Committee meeting held on 16<sup>th</sup> November, 2022 to consider the project proposals submitted by the State Government of Maharashtra under Pradhan Mantri Gram Sadak Yojana-III (PMGSY-III), (Batch-1, 2022-23) -reg.**

Sir,

I am directed to enclose herewith the minutes of Empowered Committee meeting held on 16<sup>th</sup> November, 2022 to consider the project proposals submitted by the State Government of Maharashtra under Pradhan Mantri Gram Sadak Yojana-III (PMGSY-III), (Batch-1, 2022-23).

2. The State Government is requested to furnish compliance on all the observations of EC on priority.

Yours faithfully,

  
(Devinder Kumar)  
Director (RC)

**Copy to:**

- i. Additional Chief Secretary, Rural Development and Panchayat Raj Dept, GoM
- ii. The Adviser (RD), NITI Aayog, NITI Aayog Bhavan, Sansad Marg, New Delhi.
- iii. The Director, Central Roads Research Institute, Mathura Road, New Delhi.
- iv. The Secretary General, Indian Road Congress, Kama Koti Marg, Ranjit Nagar, Sector-6, Rama Krishna Puram, New Delhi-110037
- v. The Chief Engineer, Ministry of Road Transport & Highways, Parivahan Bhavan, New Delhi.

- vi. The Secretary, Department of Agriculture, Cooperation and Farmer's Welfare, Ministry of Agriculture and Farmers' Welfare, Krishi Bhavan, New Delhi, with the request to nominate an officer dealing with the Agricultural Produce and Live Stock Marketing (Promotion and Facilitation) Model Act, 2017 for the meeting.
- vii. All Directors in National Rural Infrastructure Development Agency (NRIDA), 15 NBCC Tower, 5<sup>th</sup> Floor, Bhikaji Cama Place, New Delhi-110001.

**Copy for information to:-**

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

**Minutes of meeting of the Empowered Committee held on 16th November, 2022 to consider the project proposals submitted by the Government of Maharashtra under PMGSY-III (batch-I, 2022-23)**

A meeting of the Empowered Committee (EC) was held through video conferencing on 16<sup>th</sup> November 2022 at 03:00 PM, under the chairmanship of Secretary (RD), to consider the project proposals submitted by the State of Maharashtra under Pradhan Mantri Gram Sadak Yojana-III (PMGSY-III) (batch-I) of 2022-23. The list of participants is as below:-

Shri Nagendra Nath Sinha	Secretary, Department of Rural Development
Shri Shailesh Kumar Singh	OSD, Department of Rural Development
Dr. Ashish Kumar Goel	Additional Secretary (RD), MoRD & DG, NRIDA
Shri Amit Kumar Shukla	Joint Secretary (RC), MoRD
Shri Devinder Kumar	Director (RC), MoRD
Shri Mam Chand	Director, IFD, MoRD
Shri B. C. Pradhan	Consultant/Director (Tech), NRIDA
Shri Pradeep Aggarwal	Director (Projects-I), NRIDA
Dr. I.K. Pateriya	Director (Projects-II&III), NRIDA
Shri Pardeep Kumar	Deputy Director (Finance), NRIDA
<b>State Govt. Representatives</b>	
Shri Rajesh Kumar	ACS, Rural Development and Panchayat Raj Dept, GoM
Shri K.T. Patil	Secretary, MMGSY
Shri Sambhaji Mane	Chief Engineer, PMGSY
Shri. Abhay Dhande	Financial Controller, PMGSY, RDD
Shri. S.J. Sayyed	ITNO, PMGSY

2. The summary of proposals of the State Government considered by the EC under PMGSY-III, Batch-I of 2022-23 is as under: -

As per Pre-EC (25.08.2022)					As per OMMAS dated 14.11.2022			
Item	No of Roads	Length (in km/m)	Cost (Rs in crore)	Avg. Cost/km (Lakh)	No of Roads	Length (in km/m)	Cost (Rs in crore)	Avg. Cost/km (Lakh)
Roads	560	3403.25	2750.92	80.83	548	3333.63	2739.46*	82.17
LSBs	-	-	-	-	-	-	-	-
Total	560 roads + Nil LSBs	3403.25 km roads + 0.00 m LSBs	2750.92	80.83	548 roads+Nil LSBs	3333.63 km roads + 0.00 m LSBs	2739.46*	82.17

**\*MoRD Share: Rs. 1636.48 Crore      State Share: Rs. 1102.97 Crore**

**Target: 6550 Km      Sanctioned: 2925.922 Km      Balance: 3624.07 Km**

### 3. General Observations & Average Cost Trends

- i. The State of Maharashtra has been allocated a target of 6550 km road length under PMGSY-III, against which the State has already been sanctioned 2925.922 km.
- ii. All proposals have been scrutinized on OMMAS by STAs. Only 17 road proposals have been scrutinized by PTA. State should get at least 10% of the total proposals scrutinized by PTA on priority.
- iii. The current batch of proposals is for 548 road works of 3333.63 km. Out of 548 roads, 518 roads of 3124.10 km length have been proposed with 3.75 m carriage width with average cost of Rs. 79.51 lakhs/km and remaining 30 roads of 209.53 km length have been proposed with 5.50 m carriage width with average cost of Rs. 121.93 lakhs/km.

Secretary (MMGSY), Maharashtra apprised the EC that the State will come up separately with proposals of LSBs in next batch. He further informed that in that batch there will be approximately 750 LSBs. **The EC observed that the figure of 750 numbers of LSBs is very high and probably unrealistic. It was conveyed to the State representatives that they should critically check the requirement of LSBs.**

It was also observed by the EC that there is significant increase in the average cost of 5.50 m wide roads in the current proposal as compared to previous years/batch. The average cost of 5.50 m wide roads was Rs. 96.11 lakhs/km in the previous sanctioned work 2020-21 and it is Rs. 121.93 lakhs/km in the current proposal. Moreover, in last Pre-EC, the average cost was Rs. 115.69 lakhs/km in case of 5.50 m carriageway width roads.

The EC was apprised by the State representatives that the roads sanctioned in earlier phase of PMGSY were in FY2020-21 & 2021-22. Now the SoR has been revised and the royalty charge of construction materials has also been increased. GST charges have increased from 12% to 18%. **EC directed that the SOR of the state should be analyzed once again by NRIDA with a view to ascertain why the cost in the state is extremely high, despite easy availability of aggregate. If royalty charges in the state are unusually high, then such cost be borne by the state and such cost be added to state share as higher specifications.**

### 4. Trace Map ranking

Min. Trace Map Rank	Numbers of Proposals	%
1 to 15	329	60%
16 to 50	146	27%
51 to 100	55	10%
> 100	18	3%
Total	548	

*\*All proposals lower than Trace Map rank 50 need to be justified by the State.*

## 5. Surface wise details of existing roads

Out of total proposed length of 3333.63 km, 33.88 km is gravel, 21.24 km is moorum, 247.52 km is track, 192.38 km is WBM, 2794.64 km is BT and 43.98 km is CC.

In all, 57 roads (325 km) were observed to still have >25% non-BT/CC surface. EC advised to conduct detailed scrutiny of the roads where non-BT/CC surface is more than 25% of the length; how these roads are eligible to be considered in PMGSY-III. These roads need to be examined critically by the State and NRIDA to ensure that these roads are meeting the objectives of PMGSY-III, such roads can only be included if there are exceptional circumstances and significant utility. NRIDA was directed to examine these roads on satellite map/GIS and see if they are as per PMGSY-III guidelines. Given that the State is one of the most prosperous and developed States in the country, inclusion of such roads in TR/MRL needs more elaboration/ justification.

## 6. High Priority roads skipped in CUCPL

It was observed that 177 high-priority roads have been skipped from CUCPL due to land issues, 84 high-priority roads skipped due to forest issues and 46 roads due to ownership with other departments.

The EC observed that high-priority roads cannot be skipped on the issues of forest, land, department ownership etc as mentioned and the State needs to resolve the land and forest issues. The timeline for PMGSY-III is till March 2025 and these issues can be resolved well in time. Prima-facie, the planning audit needs to be done properly.

## 7. Planning Audit Proposals(Pre-EC Compliance)

- i. All 548 proposals are uploaded on GEOSADAK.
- ii. Sample proposals were audited by NRIDA for their utility as TR/MRL under PMGSY-III & 32 proposals were asked for justification and 16 proposals were flagged for modification. Out of 32 roads, justifications for 20 roads proposals have been furnished and 12 roads proposals have been deleted from the current batch. State has also done the minor modification in the alignment of 5 proposals and balance 11 roads have been found justified.

## 8. Distribution of roads based on Traffic category

- i. In case of 3.75 m wide road, out of total 518 roads, 361 roads are under T-6 category, which seems to be a statistical anomaly. **Empowered Committee decided that state shall consider 100% Mechanized Surface Dressing (MSD) in all 361 roads of T-6 category as the traffic survey is not proper and such categorization has been done seemingly to avoid the provision of 100% MSD in these roads. This is also borne out by the PCU figures given in Para 9.**
- ii. State should carry out the axle load survey and traffic survey (ATCC) for all T9 and IRC 37 category roads and share the same with NRIDA in its compliance.

- iii. In case of 3.75 m wide roads, 17 roads are in T-9 category. As traffic will be more in these roads and due to less width of carriageway, these roads may become accidents prone. Therefore, state and NRIDA should critically examine the PCU for all these 17 roads.

## **9. Details of roads with PCU/day**

In 3.75 m carriageway width, 86 roads have PCU less than 500, 247 roads have PCU between 500 and 750. **Thus, total 333 roads in 3.75 m carriageway width have PCU less than 750 which prima facie seem to correspond to Traffic category T3 - T5. Thus, the observation in Para 8 seem to be corroborated with these facts. One road has been proposed in 5.50m width with PCU<2000. This may not be considered.**

## **10. Distribution of roads based on widening to various carriageway widths**

Empowered committee observed that the State **has proposed widening of 322 roads from 3 to 3.75 m**, 15 roads from 3.75 to 5.50 m, and 7 roads from 3 to 5.50 m.

This issue of widening of 322 roads from 3 to 3.75 m was discussed in detail and it was categorically asked from the state that keeping in view the number of roads up to so called T-6 category and 333 roads having PCU up to 750, there seems to be hardly any requirement of widening of these 322 roads from 3 to 3.75 m. Therefore, State should justify the requirement of widening of 322 roads from 3 to 3.75 m and also indicate the kind of procedure to be followed while doing widening of roads so as to have proper compaction and also explain the methodology of compaction for widened portion. **EC observed that prima facie such widening may not be required. The state should take a rational view, as many roads can be upgraded with 3m width with semi-hard shoulder. And in case, the state determines that widening is still required, then CTB (FDR or otherwise) should be used to reduce the cost.**

## **11. Lengthwise proposal details**

Out of 548 roads, 216 roads are 3 to 5 Km in length and 332 roads are more than 5 Km in length. Average Candidate Road length is 9.38 km and average proposed road length is 6.08 km.

The EC observed that the State should justify the inclusion of roads of length less than 5 Km in proposal. They are probably of lower trace map rank and have been included due to skipping of high-priority roads. They should all be verified on Geo Sadak whether they fulfill the objectives of PMGSY-III. Roads less than 5 km in such large numbers do not seem to be justified to be included in the proposal.

*Overall, planning audit needs to be done again properly to address these issues (length of roads, existing surface, termination of roads on block/ district boundaries, high priority roads skipped, etc.)*

## 12. Details of roads with pavement cost per km

Committee observed that in 3.75 m carriageway width, 137 roads have pavement cost more than 60 lakh/km and in 5.50 m carriageway width, 26 roads have pavement cost more than 70 lakh/km.

Empowered Committee advised that state should examine all the DPRs of high pavement cost in general and to furnish proper justification along with breakdown details for the same road-wise. NRIDA should also examine the cost of pavement (layer-wise) and find out where it is more and bring out the outliers. New technology solutions, such as Full Depth Reclamation (FDR) and/ or cement stabilization (without FDR) etc, should be adopted to bring down the cost, while improving performance. In general, for all high-cost roads, new technologies should be adopted to bring down the cost.

## 13. Details of roads with non-pavement cost per km

It was observed that 411 roads in 3.75 m width category have non-pavement cost of more than Rs. 20 lakhs/km and 21 roads in 5.5 m width category have non-pavement cost of more than Rs. 20 lakhs/km.

Detailed justification is required for such abnormally high non-pavement costs. EC observed that this high non-pavement cost may be due to the inclusion of **non-BT/CC (kuchcha)** roads where previous provisions of CD/protection works are absent. State should examine the DPRs in consultation with NRIDA, do field inspections, and suggest ways to bring down the cost.

## 14. R&D Proposals

State has proposed construction of roads using green technology as per the following details-

S.No	R&D Technology	Vision Document-2022	Total Eligible Length (km)	Length proposed (Km)	Percentage
I	<b>SURFACE COURSE</b>				
1	Cold Mix Technology	25% of the eligible proposed Length	1857.42	328.26	17.6%
2	<b>Surface Dressing (MSD)</b>				
	T1-T5 (81 roads)	T1-T5 (100%)	447.33	447.33	100%
	T6-T8 (425) of length 2487.77 km-FDR (BT length) =2103.52	T6 to T8 (50%)	2103.52	1127.01	54%

3	Waste Plastics (Hot Mix Length)(i.e. Total BT Length- (Proposed BT length under SD+Proposed BT Length under Cold Mix)	70% of the eligible proposed length	1322.67	983.6	74%
4	White Topping/Panelled Cement Concrete	100% proposed length under Cement Concrete	108.35	90.29	83%
	<b>Total</b>			<b>2976.49</b>	
<b>II BASE COURSE</b>					
1	Cement Stabilization (FDR)			261.41	8%
<b>III SUBBASE COURSE/SUBGRADE</b>					
1	Coir Technology for Subgrade improvement			151.90	
2	Fly ash in embankments			27.63	
3	Fly ash subgrade			9.91	
4	Geotextile for subgrade improvement			41.20	
5	Gravel with Slag			9.45	
6	Iron Slag for subgrade improvement			1.27	
7	Lime Stabilization			312.72	
8	Other Technologies			26.68	
9	Soil Stabilizer JGRS			3.22	
10	Strata Web/Geocell			5.75	
11	TechGrid Geogrids System			0.89	
	<b>Total</b>			<b>590.62</b>	<b>18%</b>
<b>IV PROTECTION WORK</b>					
1	Gabion Wall			11.82	

**It was further decided by EC that**

- State shall propose 100% length up to and including T-6 category of roads using Mechanized Surface Dressing given that the traffic survey is faulty and PCU is very less.
- State should propose at least 50% of length of the proposal utilizing new/green technologies in base course, sub-base course and sub-grade.
- State should also propose 100% proposed CC length under Panelled Cement Concrete/ Cell Filled Concrete.



**The State was 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 which have been completed. No interim reports have been received so far.

**15. Maintenance**

The State has proposed a 5-year routine maintenance cost of Rs. 210.5527 crore which is 7.68% of construction cost and 6<sup>th</sup> year renewal cost of Rs. 630.5032 crore which is 23.01% of construction cost. State has been advised that the 6<sup>th</sup> year's renewal cost should be accompanied by a post 5-year routine maintenance period and such cost should be a part of the DPRs.

**16. Pending compliance of the State on previous clearances**

It was observed that out of 430 roads sanctioned under PMGSY-III, 324 roads have lengths of more than 5 Km. State has uploaded RSA reports only for 119 roads as per OMMAS data as on 04.11.2022. State should upload the balance RSA reports immediately.

**17. Physical progress of PMGSY Works**

- (i) It was observed that 18 roads of 71.86 km length and 19 bridges are still balance under PMGSY-I and 01 road of 1.61 km length remains balance under PMGSY-II. State was asked to expedite the completion of these works.
- (ii) It was also observed that 3 roads of 21.99 km under PMGSY-III are still un-awarded. State needs to expedite the tender process of these works.
- (iii) Annual physical target of the State is 2000 Km, against which, State has so far completed only 211 Km (10%). State still needs to complete balance target. State was asked to increase the pace of construction, so as to achieve the annual target.

**18. Maintenance of roads under DLP**

During 2021-22, against the liability of Rs. 31.67 crore, expenditure of Rs. 27.51 crore has been done. For the current financial year 2022-23, the maintenance liability is 21.08 crore and as on 14.11.2022, the expenditure is Rs. 9.69 crore only. State has not updated/credited any amount in SRRDA's account from 2021-22 to 2022-23. Therefore, State was asked to intimate/update the fund released to SRRDA under DLP during the above-mentioned periods.

No renewal has been done during the last year. The renewal target for this year is 1000 km. The State has not updated renewal length and expenditure data on OMMAS. The same is required to be done immediately.

#### **19. e-Marg**

Out of total 539 packages pushed to e-MARG, 89 (17 %) packages are pending for locking, 101 (19%) packages are pending for manual entry expenditure (MEE). 88 roads are eligible for routine inspection in October 2022, 50 roads (57%) are pending for routine inspection (RI) missed. 226 packages are pending for payment for >3 months. 79 (35%) packages are pending for payment for first payment for > 3 months. Payment of Rs.9.57 core has been done using e-MARG in FY 2022-23. Total expenditure of Rs. 1.59 crore has been done on bills having liability of FY 2022-23, out of total expenditure of Rs. 9.57 crore using e-Marg. The above position is not satisfactory. The State should take necessary steps to increase DLP expenditure on roads due for maintenance in 2022-23. There should be visible progress on e-Marg before this proposal is sanctioned.

#### **20. Award analysis**

Out of total 427 awarded works under PMGSY-III, 28 works have been awarded at -30% below than the sanctioned cost, 45 works at 24-30% below the sanctioned cost, 61 works at 18-24% below sanctioned cost, 87 works at 12-18% below sanctioned cost, 60 works at 6-12% below sanctioned cost, 28 works at 0-6% below the sanctioned cost and 118 works are awarded at cost above the sanctioned cost. **The State was asked to ensure additional visits of State Quality Monitors on the low quoted PMGSY works so that these works are completed with good quality, in terms of advisory dated 3<sup>rd</sup> March 2022 issued by NRIDA.**

#### **21. Quality**

(a) Out of 442 ongoing packages, QC labs have not been established in 6 packages. There are 26 works which have not been inspected even once. These should be inspected immediately.

(b) Number of active SQMs is 105 against the requirement of 55 SQMs. During 2022-23, 2098 SQM inspections are targeted and till date, only 370 inspections have been conducted which is meager. State was asked to expedite pace of inspection to achieve the target.

(c) 24 ATRs are pending at State Level. State should show substantial compliance for these pending ATRs.

(d) Unsatisfactory grading by NQM from November 2019 to October, 2022 for completed works is 14.29%, for ongoing works it is 9.36% and for maintenance works it is 26.74%. The unsatisfactory grading by SQM during the same period for completed works is 4.17%, for ongoing works it is 0.91% and for maintenance works it is 17.84%. Thus, the quality grading awarded by the SQM is abnormally low when compared to grading awarded by the NQM.

Unsatisfactory grading by NQM from November 2021 to October, 2022 for completed works is 0%, ongoing works, it is 10.56% and for maintenance works, it is 62.50% as compared to quality grading of 0%, 1.06% and 20.45% for completed, ongoing and maintenance works respectively by the SQM.

The State was asked to review the performance of active SQMs on priority and take action against the defaulting SQMs.

(e) 02 complaints are pending at State level during the financial year 2021-22 & 2022-23 which is required to be resolved at the earliest.

*State was advised to take immediate corrective action and show some improvement in the aforesaid issues and furnish the ATR.*

## **22. SQM Analysis**

It was noticed during the meeting that SQMs empanelled by the State have graded very few works 'Unsatisfactory' out of the large number of projects inspected by them. The State was advised to scrutinize and find out whether the performance of such SQMs is satisfactory.

## **23. Training in reputed Institutes (CRRI/ IITs/ NITs)**

One of the roles of NRIDA is to arrange suitable Training Programme for Officers of the Ministry as well as the State Government officials as a part of capacity building and skill development keeping in view the latest development in the field of road construction and to make them abreast with the emerging New/ Green technologies in construction of roads and bridges. NRIDA conducts annual training from reputed Institutes like IITs, CRRI, NITs and IAHE.

Slots for training at various Institutes are distributed among all States/UTs annually. The State of Maharashtra has not detailed State Officials for offline training to various institutes during current financial year. Due to which 19 vacancies have been surrendered and cost involved is Rs.3,80,550. **The EC requested the Additional Chief Secretary to look into the issue as to why officials for the state do not attend training even after their concurrence, and take action against them.**

## **24. Financial issues**

- a. State has not submitted audited balance sheets of all the three funds for FY 2021-22.
- b. Interest recovery of Rs. 3.58 Cr. is also pending for recovery from Bank.
- c. Interest verification certificate has also not been submitted for FY 2004-05 to 2009-10 and 2020-21 to 2021-22.
- d. State has not submitted PMGSY financial reconciliation report.

- e. Financial closure of 21 no of works is pending for more than 180 days as on 14.11.2022. The State may take immediate action and expedite pending financial closure of completed works.

The EC requested the State to look into these financial issues and take appropriate action.

25. Subject to the above observations and concurrent action/compliance by the State Government as stipulated in the foregoing paras, the Empowered Committee recommended the above proposals as at para -2 above.

Meeting ended with vote of thanks to and from the chair.

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