

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

Krishi Bhavan, New Delhi
Dated the 23rd August, 2023

Minutes

Sub: Minutes of Meeting of Pre-Empowered Committee to discuss the project proposals for Pradhan Mantri Gram Sadak Yojana-III (PMGSY-III) submitted by the State Government of Uttarakhand for the 2023-24 (Batch-I)-reg.

The undersigned is directed to enclose herewith the Minutes of the Pre Empowered Committee Meeting held on 10th August, 2023 under the chairmanship of Joint Secretary (RC) & DG, NRIDA through Video Conferencing to consider the project proposals submitted by State of Uttarakhand under Pradhan Mantri Gram Sadak Yojana-III (PMGSY-III), 2023-24 (Batch-I) for information and necessary action. The State Government is requested to furnish compliance on the observations of Pre EC on priority.

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



(Devinder Kumar)
Director (RC)

Tele No 011 2307 0129

Distribution:

- (i) The Additional Chief Secretary, Rural Development Department, Government of Uttarakhand, Secretariat 4, Subhash Road, Uttarakhand-248001.
- (ii) The Chief Executive Officer, Uttarakhand Rural Roads Development Agency, 1st Floor, Directorate of Panchayati Raj, Opp. IT Park, Sahastradhara Road, Dehradun-248013.
- (iii) Engineer, Rural Development Department, Government of Uttarakhand, Dehradun
- (iv) All Directors in National Rural Infrastructure Development Agency (NRIDA), 15 NBCC Tower, 5th Floor, Bhikaji Cama Place, New Delhi-110001.

Copy to:-

PPS to JS (RC)

Minutes of the Pre-Empowered Committee meeting held on 10th August, 2023 at 04:00 PM to consider the project proposals submitted by the State Government of Uttarakhand under PMGSY-III, (Batch-I, 2023-24)

A Meeting of the Pre-Empowered Committee was held through Video Conferencing on 10th August, 2023 at 04:00 PM under the Chairmanship of Joint Secretary (RC) & DG, NRIDA to consider the project proposals submitted by the State of Uttarakhand under Pradhan Mantri Gram Sadak Yojana-III (PMGSY-III) (Batch-I) of 2023-24. The following officials were present in the meeting:-

Shri Amit Shukla	Joint Secretary, (RC), MoRD & DG, NRIDA
Shri Devinder Kumar	Director (RC), MoRD
Dr. I.K.Pateriya	Director (Tech.& III), NRIDA
Shri Pradeep Agarwal	Director (Projects-I), NRIDA
Shri Nirmal Bhagat	Director (Finance), NRIDA
Shri Ashish Srivastava	Joint Director (Technical)
Shri Rakesh Kumar	Deputy Director (Projects-III), NRIDA
State Govt. Representatives	
Dr. R. Rajesh Kumar	CEO, URRDA
Sh. B.P Kandpal	FC, URRDA
Sh. S.K Pathak	SQC/SE, URRDA
Sh. Rajesh Kumar	NMO/SE, URRDA
Sh. Sanjay Singh	EE, URRDA
Sh. Arvind Singh Jyala	ITNO, URRDA

2 . Details of Proposal

The current proposals of the State Govt under PMGSY-III, Batch-I of 2023-24 are as under:-

As per OMMAS as on 11.06.2023				
Item	Nos	Length (in km)	Cost (Rs in Crores)	Avg. Cost/km (Lakhs)
Roads	83	829.429	704.7327	84.97
Total	83	829.429	704.7327 crore*	
*MoRD Share: Rs. 582.8763 Cr.			State Share: Rs. 121.8568 Cr.	
Target: 2287.50 km		Sanctioned: 1090.741 km		Balance: 1196.759 km
Avg cost without higher specification cost : Rs. 78.08 lakhs/km				

3. General observation

- All 83 Road proposals have been scrutinized on OMMAS by STA. PTA has scrutinized **10% of the proposals on OMMAS.**
- State has been allocated target length of 2287.50 km, out of which 1090.741 km has already been sanctioned. Balance length is 1196.759 km. State has now submitted the proposals for only 829.429 km length. State has not mentioned as to why the balance length of 367.33 km has not been included in current batch proposal. **State was requested to submit proposal inclusive of balance length.**
- The State has submitted proposals for 83 road works of 829.429 km length with 3.75 m carriageway width at an average cost of Rs 84.97 lakhs/km. The Committee observed that the average cost has increased in respect of 3.75 m width roads from Rs. 78.41 lakh/km at the time of PMGSY-III (2022-23) to 84.97 lakh/km now.
- It was also observed that the proposed roads in some districts of the State namely Bageshwar, Champawat, Chamoli, Haridwar, Tehri and Uttarkashi have high pavement cost. The average cost of Roads in respect of Chamoli, Rudraprayag and Tehri is also on higher side.

- State was also requested to apprise about the methodology for assigning PMGSY III road length target amongst various districts.

4. Trace Map ranking

Min. Trace Map Rank	Numbers of Proposals	%
1 to 15	45	54%
16 to 50	27	33%
51 to 100	11	13%
Total	83	

****All proposals above Trace Map rank 50 need to be justified by the State.***

5. Planning Audit (Proposals)

- (i) All 83 road proposals are uploaded on GEO-SADAK.
- (ii) These proposals were audited by NRIDA for their utility as TR/MRL under PMGSY-III & out of which, justification was sought in respect of 24 proposals and State was requested for modification in respect of 01 proposal. Planning Audit Observations for all flagged proposals have been shared with the state vide email on 03-06-23.
- (iii) State has submitted compliance for flagged proposals and agreed to remove 03 unsatisfactory proposals and minor modification.
- (iv) The following details were provided by the State regarding 4 proposals where the existing surface contains more than 25% of non BT/CC -
 - (i) **Package ID- UT09510- MRL 12 – Tapowan to Rathi-** It has been observed that the road appears to be a dead-end link road, and new connectivity to connect a small population is not permitted under the Upgradation scheme. Additionally, the health facility marked on the map does not have an access road to connect it with the proposed road. State has intimated that the proposed road upgrade will serve Ranthi Village, which has a population of 4932 and is spread over a large area that includes other population collectively known as TOK in the local language. The marked health facility can be accessed via a 5 km PWD road, starting from the 5th km of the proposed road upgrade. Though the road is 58% earthen, but it is very important. Tech Division, NRIDA was asked to examine the facts.
 - (ii) **UT09511-MRL16-Baluwakote to Payyanpauri-** It has been observed that the road appears to be a dead-end link road, and new connectivity to connect a small population is not permitted under the Upgradation scheme. State has apprised the Committee that Proposed Motor Road (length 16.700 km) is a Through Route which connects NH 109 (Tanakpur Tawaghat) to Habitation Payyanpauri (Population 1809). It also serves two other branch Roads connecting habitations Gothani, Panthagaon, GIC Payyan Pauri having total population more than 1500. End point of proposed motor road (km 16.700) is in Naap Land (Private land) of Villagers, **from 16.700 km PMGSY Road of length 3.690 Km is constructed to Connected Habitation Gathkona.** Existing road is Light vehicle road and thus it is accident prone (having many black spots), which needs to be upgraded to Motorable Road. Though the road is 44% earthen, it is very important. Tech Division, NRIDA was asked to examine the facts.
 - (iii) **UT12504-MRL13-Tanda amitchand kanori to Banakhera MR-** State has requested during the meeting that although the existing surface comprises over 25% of non BT/CC, the proposal aims to connect to existing PMGSY roads and accommodates a large population of over 1000 individuals at both ends of the road. Tech Division, NRIDA was asked to examine the facts.

(iv) **UT12506-MRL18-Barkidandi to Kuwa khara MR-** The proposal is having more than 25% of non BT/CC of existing surface, and is focused on upgrading the existing PMGSY road for catering to a substantial population of over 1000 individuals at both ends of the road. Furthermore, a Primary Health Center (PHC) can be observed in the non BT section. NRIDA was asked to examine the facts.

6. Surface wise details of existing roads

Out of total proposed length of 829.429 km, 2.8 km is brick soling, 26.4 km is Gravel, 5.2 km is Moorum, 30.2 km is track, 4.0 km is WBM, 752.2 km is BT and 8.6 km is CC. Entire proposal is almost 90.69% BT/ CC.

7. High Priority roads skipped in CUCPL

It was observed that several high-priority roads have been skipped citing different reasons. Pre-Empowered Committee has observed that 23 roads have been skipped due to length less than limit decided, 118 roads due to being under DLP, 01 road due to land issues, 51 roads due to State scheme DLP, 41 roads due to ownership being with other departments and others citing different reasons.

During EC meeting on 03.03.2023 while considering the Batch-I proposal of 2022-23, EC had observed that several high-priority roads had been skipped from CUCPL citing different reasons. State had apprised the EC that the roads under the above-mentioned categories had been forwarded to all concerned PIU's for re-examination. If roads were found eligible, the same would be proposed in next batch. EC had mentioned that this is to be included as a condition in the clearance letter.

During the current batch pre-EC the State had again skipped several roads and also not mentioned about earlier skipped roads whether they had been included in the current batch proposals or not. Pre-EC observed that the timeline for PMGSY-III is till March, 2025 and 23 roads of less length than limit (5 Km) should be examined critically and State should identify useful/important roads amongst these or submit proper justification for exclusion of each of these roads from the current batch of proposal. Also, 41 roads with ownership with different departments should be examined and ensured that they all are being upgraded either by those departments or taken up under PMGSY-III.

8. Length-wise proposal details

Sl No	Items	No of roads	Total Length in km	Average Pavement cost/ km (in lakhs)	Total average cost/km (in Crore)	Average Cost/Km (in lakhs)
1	5 km and above	83	829.429	32.84	704.73	84.97
2	Total	83	829.429	32.84	704.73	84.97

Average Candidate road length is 12.68 km and average proposed road length is 9.99 km.

9. Traffic wise details of roads

In case of 3.75 m wide road, out of total 83 roads, 82 roads of length 820.80 km are in T4 category with average cost of Rs 84.90 lakh/km, 01 road of length 8.62 km is in T5 category with average cost of Rs 91.30 lakh/km.

The traffic category of few roads reported to be under heavy vehicle use should be re-examined as they were being reported as T4 category roads only. **State should identify such roads and conduct proper traffic survey.**

10. Details of roads with PCU/day

All 83 roads are in 3.75 m carriageway widths which have PCU between 500 and 1000.

11. Distribution of roads based on widening to various carriageway widths

Pre-Empowered Committee observed that the State has proposed widening of 19 roads from 3 to 3.75 m. ***State should clearly indicate the kind of procedure to be followed while widening of roads so as to have proper compaction and also explain the methodology of compaction for widened portion. The State was requested to consider adopting proper procedure while widening the existing roads and ensure that geo-tagged photographs/videography during widening are taken and preserved for verification during inspection of SQM/NQM and any other inspecting officials.***

12. Details of roads with pavement cost per km

All the roads are of T-4 category and in 3.75 m carriageway width, 05 roads have pavement cost more than 45 lakh/km.

State was requested to examine the DPRs of these high pavement cost under supervision of a senior officer at SRRDA level and further got it scrutinized and signed by STA before sending it to NRIDA.

NRIDA will take up field inspection of few high cost DPRs after the analysis report of the DPRs is provided by the State.

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

In 3.75 m carriageway width, ***in 40 DPRs, non-pavement cost appears to be on higher side. This needs to be re-assessed as per site condition/ requirement at SRRDA level in consultation with STA and rationalize the provisions proposed and suggest ways to bring down the cost.***

14. DPR observations (Roads)

- As per PMGSY-III guidelines, road safety audit should be done on all road with a length of 5 km & more.
- Excess quantities for hard rock cutting have been taken and it needs to be re- examined to rationalise the cost since there is no widening of road, such cutting may not be required.
- In some DPRs, GSB provision has been made for 150 mm thickness for the entire road which is the maximum provision for T4 category roads as per IRC SP 72 2015. For an up-gradation road, such quantity may not be required.
- In some DPRs, cross sectional details of protection works are not attached
- Excess numbers of CD structures are provided in some DPRs. They shall be rationalized as per site conditions.
- In some DPRs, excess protection works are taken in DPRs and the same shall be rationalized.
- Excess passing places have been provided in the DPR. Passing places shall be kept as 2 Nos per km. Same is required to be corrected.

- Metallic crash barriers shall only be provided at sharp curves with steep hill.
- DPR hard copies are not signed by STA while Proforma C on OMMAS has been signed by STA. **Hard copies of DPRs should be signed by the State.**

15. New Technology Proposals

(i) State has proposed waste plastic in 621.998 km length which is 77.6% of the eligible length involving Hot Mix. **However, State has not mentioned about the source of waste plastic and also the transportation cost, if it is arranged from the out of State. State was requested to inform about the same.**

(ii) State has proposed 801.54 km of length using 30 mm BC. It was discussed whether specification for 30 MM BC is available in the IRC codes/ MoRD specifications. State was requested to intimate the relevant IRC code for execution of 30 mm BC.

(iii) State has not proposed Cold Mix Technology as per New Technology Vision 2022.

(iv) State has proposed only 9.8 km length using Paneled Cement Concrete. It has been observed that **Grade of Concrete** was not mentioned for panelled concrete. State should clearly specify the same.

(v) In case of Panelled concrete roads, State shall ensure that initial dummy joint cutting of concrete is done to their required depth within the stipulated time limit of 24-48 hrs and as per relevant codes and sound engineering practice to avoid development of haphazard cracks in the concrete. For this the state shall upload the Geo-tagged and time-stamped photographs, video recording both during laying and joint cutting of concrete. State is also advised to adhere the directions mentioned in circular issued vide letter No. NRRDA-PO13(11)/1/2020-Dir(P-1) dated 11th April, 2023.

(vi) State has proposed **20.4 km** length in 04 roads with cell filled concrete.

- **The State was further asked to ensure the following:**

- State needs to provide performance evaluation reports of earlier sanctioned works and the roads that have been completed. No interim reports have been received so far.

16. Maintenance

The State has proposed a 5-year routine maintenance cost of Rs. 64.3167 crore which is 28.4% of construction cost and 6th year renewal cost of Rs. 226.6297 crore which is 32.15% of construction cost. State has been advised that the 6th 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.

17. Progress of PMGSY Works

Annual physical target of the State during 2023-24 is 1180 km road length, out of which, only 25 km length has been completed yet. State was requested to accelerate the pace of execution of works. The details of work sanctioned, completed, pending and un-awarded under PMGSY-I, II and III are given below.

Roads

Scheme	Sanctioned		Completed		Balance		Un-awarded	
	Nos.	Length (Km)	Nos.	Length (Km)	No. of Roads	Length (km)	No. of Road	Length (km)
PMGSY I	2298	19371.45	2101	18625.46	197	546.14	1	7.122
PMGSY II	112	905.84	103	895.90	9	3.85	0	0
PMGSY III	104	1090.74	0	0	104	1090.74	104	1090.74
Total:	2514	21368.03	2204	19521.37	310	1640.73	105	1097.86

LSBs

Scheme	Sanction (Nos.)	Completed (Nos.)	Balance (Nos.)	Un-awarded (Nos.)
PMGSY I	361	185	176	0
PMGSY II	7	0	7	0
PMGSY III	0	0	0	0
Total:	368	185	183	0

Out of the total works sanctioned under PMGSY-I, II & III, 105 roads of 1097.86 km length are still un-awarded which needs to be awarded at the earliest. During the meeting, it has been reiterated that State needs to put more efforts, so that the pending works of PMGSY-I & II are completed at the earliest.

18. Maintenance of roads under DLP

During 2022-23, against the liability of Rs. 71.10 crore, expenditure of Rs. 8.53 crore has been done. Pre-EC has observed that very less expenditure has been incurred on maintenance corresponding to their maintenance liability. **State should put more efforts on maintenance to improve the quality of the roads.**

19. Renewal length status

During 2022-23, State has done renewal of 63.36 km length of roads. However, the State has not updated the status of renewal length and expenditure on OMMAS. **State is required to increase the pace of renewal and update the figures on OMMAS.**

20. e-Marg

Out of total 920 packages pushed to e-MARG, 86 packages are pending for locking, 138 packages are pending for manual entry expenditure (MEE). 269 roads are eligible for routine inspection in July, 2023, 17 roads (6.32%) are pending for routine inspection (RI) missed in July, 2023. 140 packages are pending for payment for >3 months. 38 packages are pending for payment for first payment for > 3 months. Expenditure of Rs. 9.89 crore has been done using e-MARG in FY 2023-24. Total expenditure of Rs. 3.83 crore has been done on bills having liability of FY 2023-24. The above position is not satisfactory. The State was requested take necessary steps to increase DLP expenditure on roads due for maintenance. **There should be visible progress on e-Marg before EC meeting.**

21. Quality

(a) Out of 360 ongoing packages, QC labs have not been established in 12 packages. This should be saturated. There are 10 works which have not been inspected by SQMs even once. These should be inspected immediately and certainly before EC meeting.

(b) Number of active SQMs are 56 against requirement of 28 SQMs. During 2023-24, 1572 SQM inspections are targeted and only 347 inspections have been conducted.

(c) 77 ATRs (25 completed works + 52 ongoing works) are pending at State Level, out of which, 17 ATRs are pending for more than 2 years. State was requested to show substantial compliance for these pending ATRs before they come for EC meeting.

(d) Unsatisfactory grading by NQM from **August, 2020 to July, 2023** for completed works is **16.55%**, for ongoing works it is **14.04%** and for maintenance works, it is **37.78%**. The unsatisfactory grading by NQM from **August, 2022 to July, 2023** for completed works is **27.66%**, for ongoing works, it is **12.82%** and for maintenance works, it is **37.50%**. Thus, the unsatisfactory quality grading awarded by the NQM **from August, 2022 to July, 2023** is high for ongoing works when compared to grading awarded by the NQM **from August, 2020 to July, 2023**.

Similarly, unsatisfactory grading by SQM from **August, 2020 to July, 2023** for completed works is **1.67%**, for ongoing works it is **4.60%** and for maintenance works, it is **22.74%**. The unsatisfactory grading by SQM from **August, 2022 to July, 2023** for completed works is **3.72%**, for ongoing works, it is **7.49%** and for maintenance works, it is **30.48%**. Thus, the unsatisfactory quality grading awarded by the SQM **from August, 2022 to July, 2023** is high for ongoing works, completed works and maintenance works when compared to grading awarded by the SQM from **August, 2020 to July, 2023**.

Pre-EC has observed that the quality of PMGSY works, as brought out in the reports of by NQMs and SQMs, has declined in recent years. State needs to put more attention on ensuring quality of ongoing works, completed works and also towards maintenance works.

(e) 05 complaints are pending at State level during the financial year 2022-23 and 2023-24 which are required to be resolved at the earliest.

(f) Out of 305 QCR of ongoing works, State has uploaded only 263 QCRs. State should upload balance QCRs of ongoing works immediately.

The State was asked to review the performance of active SQMs on priority and take action against the defaulting SQMs. State was advised to take immediate corrective action and show some improvement in the aforesaid issues before EC meeting.

22. SQM Analysis

(i) It was also observed 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 performances of such SQMs are satisfactory.

(ii) Inspections done by SQMs need to be compared with the inspections done by NQMs road-wise.

(iii) It has also been observed that more inspections have been done by the SQM who has graded most of roads as satisfactory and fewer inspections have been done by the SQMs who have graded some roads as unsatisfactory. The SQMs namely Shri Anup Kumar Batra, Shri Dharendra Khunnu, Shri Dinesh Chandra Singh, have not graded any road as 'unsatisfactory' or have graded very few roads as 'unsatisfactory'. This aspect also needs to be checked at State level, and their performance to be evaluated. Performance evaluation should be done of these SQMs and they should be deployed only after this evaluation after the approval of the CEO.

23. Financial issues

- (a) State has not submitted internal audit report for financial year 2022-23.
- (b) State has not submitted interest verification exercise for the period of FY 2020-21 to 2022-23.
- (c) State has not submitted ATR for financial year 2021-22.
- (d) State has not submitted Audit Committee minutes.
- (e) Financial closure of 276 works is pending for more than 180 days as on 03.08.2023. The State may take immediate action and expedite pending financial closure of completed works.

The State was asked to look into these financial issues and take appropriate action.

24. 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.
