No. P-17024/29(1)/2019-RC (FMS No. 370559)

Government of India

Ministry of Rural Development

Department of Rural Development

(Rural Connectivity Divison)

Krishi Bhavan, New Delhi Dated the 24th July, 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 West Bengal for the 2023-24 (Batch-I)-reg.

The undersigned is directed to enclose herewith the Minutes of the Pre Empowered Committee Meeting held on 18th July, 2023 under the chairmanship of Additional Secretary (RD) & DG, NRIDA through Video Conferencing to consider the project proposals submitted by State of West Bengal 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) Dr. P. Ulaganathan, IAS, Secretary (P&RD Department), Govt of West Bengal, Joint Administrative Building,7th Floor, Block HC ,Plot No 7, Wing B, Sector III, Salt Lake,Kolkata-700106 (Email:- secyprd@gmail.com and secy.prd-wb@bangla.gov.in)
- (ii) Sri Sekhar Sen, Additional CEO & Empowered Officer (WBSRDA), Government of West Bengal, Joint Administrative Building, Block HC-7, Sector-III, Salt Lake, Kolkatta-700106.
- (iii) All Directors in National Rural Infrastructure Development Agency (NRIDA), 15 NBCC Tower, 5th Floor, Bhikaji Cama Place, New Delhi-110001.

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PPS to JS (RC)

Minutes of the Pre-Empowered Committee meeting held on 18th July, 2023 at 11:30 AM to consider the project proposals submitted by the State Government of West Bengal under PMGSY-III, (Batch-I, 2023-24)

A Meeting of the Pre-Empowered Committee was held through Video Conferencing on 18th July, 2023 at 11:30 AM under the Chairmanship of Additional Secretary (RD) & DG, NRIDA to consider the project proposals submitted by the State of West Bengal under Pradhan Mantri Gram Sadak Yojana-III (PMGSY-III) (Batch-I) of 2023-24. The following officials were present in the meeting:-

Dr Ashish Kumar Goel	Additional Secretary (RD), MoRD & DG, NRIDA
Shri Amit Shukla	Joint Secretary (RC), MoRD
Shri Devinder Kumar	Director (RC), MoRD
Shri B C Pradhan	Consultant/Director (Tech), NRIDA
Shri Pradeep Agarwal	Director (Projects-I), NRIDA
Shri Nirmal Bhagat	Director (Finance), NRIDA
Shri Rakesh Kumar	Deputy Director (Projects-III), NRIDA
Shri Ashish Srivastava	Joint Director (Technical)
Shri J. K. Agrawal	Section Officer (RC), MoRD
State Govt. Representative	es
Dr. P. Ulaganathan	Secretary, P&RD Department
Shri Partha Ghosh	Special Secretary, P&RD Department
Shri Shekhar Sen	Additional Secretary, P&RD Department & ACEO, WBSRDA
Shri Debasish Biswas	Chief Engineer, P&RD Department
Cl Diagram othe Ash owns	Superintending Engineer, P&RD Department & SQC,
Shri Biswanath Acharya	WBSRDA
Dr. Santanu Ghosh	Superintending Engineer (H.Q.), P&RD Department
Shri Arnab Biswas	Superintending Engineer (H.Q., Bridge Cell), P&RD
Shri Ariiab biswas	Department & Director RCTRC
Shri Goutam Roy	Superintending Engineer (H.Q.), P&RD Department & NMO
Shri Partha Basu	Finance Controller, WBSRDA

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 17.06.2023						
Item	Nos	Length (in km/ m)	Cost (Rs in Crores)	Avg. Cost/km/M (Lakhs)		
Roads	422	3402.45	2606.1	76.59		
LSBs	6	359.24	39.76	11.06		
Total	428		2645.86 crore*			
State Share: Pg1002 40 Cr						

*MoRD Share: Rs. 1553.36 Cr. State Share: Rs1092.49 Cr.

Target: 6287.505 km Sanctioned: 857.25 km Balance: 5430.25 km

All Roads and LSBs proposals have been scrutinized on OMMAS by STA. Only 9 (2.13%) road proposals have been scrutinized by PTA. None of the LSB proposals have been scrutinized by PTA on OMMAS. State was apprised to conduct 10% PTA scrutiny of the proposals on OMMAS on priority and certainly before the EC meeting.

3. General observations

- The State has submitted proposals for 422 road works of 3402.45 km. Out of 422 roads, 297 roads of 2233.30 km length have been proposed with 3.75 m carriageway width with average cost of Rs. 64.75 lakhs/km and remaining 125 roads of 1169.16 km length have been proposed with 5.50 m carriageway width with average cost of Rs. 99.22 lakhs/km.
- The Committee observed that the average cost has increased in respect of 5.50 m width roads from Rs. 82.52 lakh/km at the time of PMGSY-III (2022-23) to 99.22 lakh/km now.
- It was also observed that in some districts of the State namely Cooch-Behar, Hoogly, Jhargram, Nadia, Paschim Medinipur, Purba Medinipur, Purulia & Uttar Dinajpur pavement cost of the roads is high.
- The average cost of LSBs in respect of Hooghly, Jalpaiguri and Purba Burdwan is also on higher side. According to state, 06 bridges in this batch are for roads of previous sanction; and for 422 roads of current batch, 72 bridges will be proposed in next Batch.

4. Trace Map ranking

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Min. Trace Map Rank	Numbers of Proposals	%
1 to 15	342	81%
16 to 50	79	19%
51 to 60	01	0%
Total	422	

5. Planning Audit (Proposals)

- (i) All 422 road proposals are uploaded on GEO-SADAK.
- (ii) 482 roads proposals were audited by NRIDA for their utility as TR/MRL under PMGSY-III & out of which, 60 roads proposals have been removed by the State due to planning issues/good PC road.

6. Surface wise details of existing roads

Out of total proposed length of 3402.5 km, 26.4 km is brick soling, 10.1 km is Gravel, 29.9 km is Moorum, 24.8 km is track, 6.4 km is WBM, 2973.1 km is BT and 331.7 km is CC. Entire proposal is almost 87% 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 246 roads have been skipped due to length less than limit decided, 333 roads due to under DLP, 76 roads due to land issues, 124 roads due to State scheme DLP, 57 roads due to ownership is with other departments and many other citing different reasons.

Pre-EC stated that the timeline for PMGSY-III is till March, 2025 and 246 roads of less length than limit (5Km) 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, 57 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

S1 No	Items	1	Total Length in km	Pavement	Total average	Average Cost/Km (in lakhs)
1	3 to 5 km	74	303.14	51.78	228.12	75.25
2	5 km and above	348	3099.32	58.25	2377.99	76.73
	Total	422	3402.46	57.67	2606.10	76.59

Average Candidate Road length is 10.36 km and average proposed road length is 8.06 km. State should justify the inclusion of roads of length less than 5 Km in proposal. These roads might be of lower trace map rank and may have been included due to skipping of high priority roads. These roads are to verified on Geo Sadak for meeting the objectives of PMGSY-III. Roads less than 5 km in such large numbers may not be justified to be included in the proposal.

9. Traffic wise details of roads

In case of 3.75 m wide road, out of total 297 roads, 17 roads of length 132.44 km are in T5 category with average cost of Rs 68.33 lakh/km, 138 roads of length 1031.91 km are in T6 category with average cost of Rs 59.44 lakh/km, 132 roads of length 983.26 km are in T7 category with average cost of Rs 69.39 lakh/km, 10 roads of length 85.69 km are in T9 category with average cost of Rs 69.89 lakh/km.

In case of 5.50 m wide road, out of total 125 roads, 6 roads of length 47.94 km is in T6 category with average cost of Rs 79.41 lakh/km, 61 roads of length 554.38 km are in T7 category with average cost of Rs 93.00 lakh/km, 1 road of length 13.10 km are in T8 category with average cost of Rs 84.03 lakh/km, 55 roads of length 522.44 km are in T9 category with average cost of Rs 107.47 lakh/km and 02 roads of length 31.30 km are in IRC-37 category with average cost of Rs 108.24 lakh/km

Pre-EC observed that distribution of roads based on the basis of traffic is abnormal (especially T-6 & T-7 categories) in respect of 3.75 m width roads. It seems to be a statistical anomaly. There is a huge number of 270 out of 297 roads i.e. 90.90% roads in T-6 & T-7 category which is statistically improbable. State needs to conduct proper traffic survey so as to get proper traffic distribution.

State should also 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 before the EC meeting is held.

In case of 3.75 m wide roads, the average cost of T5 category is abnormally high comparing to the average cost of T6 category. In general, cost does not seem to correspond to the traffic category.

In case of 5.5 m wide roads, the average cost of T9 category and IRC 37 road is on higher side. State should give detailed justification of component wise cost of these roads.

10. Details of roads with PCU/day

In 3.75 m carriageway width roads, 53 roads have PCU between 1000 and 1500, 243 roads have PCU between 1500 and 2000, 01 road ha PCU between 3000 and 3500.

In 5.5 m carriageway width roads, 32 roads have PCU between 2000 and 2500, 36 roads have PCU between 2500 and 3000, 25 roads have PCU between 3000 and 3500, 10 roads have PCU between 3500 and 4000 and 22 roads have PCU more than 4000.

The above details of PCU/day have been discussed in Pre-EC meeting and the following was observed that: -

- **Pre-EC observed that one road has PCU more than 3000 in case of 3.75 m** wide roads. This issue was discussed in detail and it was informed to Pre EC that this road was visited by NRIDA officials. NRIDA officials confirmed that there is no scope of widening due to non-availability of land on both sides of road. It was decided that state should discuss this issue with NRIDA and explore the provisions of road safety measures to avoid accidents.
- 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.

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

Pre-Empowered Committee observed that the State has proposed widening of 71 roads from 3 to 3.75 m, 13 roads from 3.00 to 5.5 m and 109 roads from 3.75 m to 5.5m.

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 should adopt proper procedure while widening the existing roads to ensure this geo-tagged photographs/videography during widening need to be taken and preserved for verification during inspection of SQM/NQM and any other inspecting officials.

12. Details of roads with pavement cost per km

In 3.75 m carriageway width, 52 roads have pavement cost more than 55 lakh/km. In 5.50 m carriageway width, 87 roads have pavement cost more than 70 lakh/km.

State was requested to examine the DPRs of these high pavement cost in general and to furnish proper justification along with breakdown details for the same road-wise. NRIDA was asked to examine the cost of pavement (layer-wise) and find out where it is more and bring out the outliers. New technology solutions, such as cement stabilization, nano technology etc, should be adopted to bring down the cost.

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

In 3.75 m carriageway width, in 33 DPRs, non-pavement cost appears to be on higher side or more than 30 Lakhs/Km. This needs to be re-assessed as per site condition/requirement and rationalize the provisions proposed. State should examine the DPRs in consultation with NRIDA and suggest ways to bring down the cost.

14. DPR observations (Roads)

- (i) In the rate analysis, State has taken 15% as contractors' profit (10%) and overhead charge (5%), which needs to be restricted to 12.5%, extra 2.5 % overhead charge needs to be deleted or shifted to higher specification cost.
- (ii) Cost comparison between FDR technology and Conventional needs to be provided.
- (iii) DBM/BM has been considered over FDR base. This is required to be rectified
- (iv) In most of the DPRs, existing Cement concrete pavement is being dismantled. The same is required to be justified.
- (v) As per recent advisory, 3rd party traffic verification should be done by the State adopting ATCC for traffic considered more than 1 MSA and the reports should be attached with the DPRs. The videography of the same should also be provided.
- (vi) State should ensure that the design stage Road Safety Audit has been done for all the proposed roads of length more than 5 km and the reports should be attached with the DPRs ensuring appropriate compliance to the recommendation made in the report.
- (vii) Cost towards Utility shifting taken in the DPR need to be shifted to higher specification cost (**WB15386**).
- (viii) 8%-10% profile correction for both GSB and WBM taken in most of the DPRs should be rationalized.
- (ix) CD works considered are also on higher side. The State needs to retain the existing CD works which are in good condition (**WB202158**).

15. District wise details of current proposal (LSBs)

District wise details of current proposals (LSBs)							
District Nos Length (m) Avg Cost (lakh/km)							
Hooghly	1	36	14.25				
Jalpaiguri	2	144	12.27				
Nadia	1	53.24	9.35				
Paschim Burdwan	1	63	7.61				
Purba Burdwan	1	63	11.42				
Total	6	359.24	11.07				

Average cost of LSBs in Hooghly, Jalpaiguri and Purba Burdwan is quite high. State should examine the cost of these brides in consultation with NRIDA.

16. DPR observations (LSBs)

• Carriageway of Bridge provided in the DPR is 6.6m, as per IRC-5-2015, clause 104.3.1 for a two-lane bridge, the width of carriageway shall not be less than 7.5m (WB/08/BRI/01),(WB/10/206-BR-1). The same may be examined.

- The overall width of bridge provided in the DPR is 9m but as per PMGSY-III guideline it has to be 8.40 m. So, by incurring more cost, the c/w is being reduced.
- Top of pile cap in piles is kept at 2m below bed level. Generally, it is kept about 30 cm below bed level this has to be checked.
- M30 concrete is provided in retaining walls which is on higher side. M20 may serve the purpose.
- There are 2 GADs- one with open foundation and other with pile foundation, attached in DPR (*WB*/23/08/01).
- Hydraulic calculation is not attached in DPR (WB/23/08/01).
- In soil test report, it is mentioned that silty sand with gravels is encountered up to 1.5m depth. Below 1.5m to 12m depth rocky strata is encountered with SBC of 30.7 T/m2, In rocky strata, choice of open foundation also exists and State need to examine and revisit accordingly.

17. Maintenance

The State has proposed a 5-year routine maintenance cost of Rs. 2606.1011 crore which is 8.62% of construction cost and 6th year renewal cost of Rs. 454.94 crore which is 17.46% 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.

18. New Technology Proposals

- i. State has proposed waste plastic in 1246.64 km length which is 75.31% of the eligible length involving Hot Mix.
- ii. State has proposed 1264.20 km of length using Mechanized Surfacing Dressing. Out of which, the length of BT potion with Traffic <=T5 category is 86.42 km and T6 to T8 is 1177.78 km.
- iii. State has proposed Cold Mix Technology for 1105.30 km length which is 36.3% of eligible length as per New Technology Vision 2022.
- iv. State has proposed 364.91 km length using Paneled Cement Concrete.
- v. State has proposed **276.99 km** length with FDR technology. Pre-EC has advised that FDR should be used to bring down the cost and it should be applied in proper place.
- vi. State should adopt the following steps to implement FDR technology:
 - a. Finalization of Mix-Design by the contractor, PIU and SRRDA/PMU/PMC in consultation with expert institutions such as IITS/NITs/CRRI.
 - b. The State need to select representative sections and execute FDR works for a trial patch of 100m in each road after conducting all the required tests including finalizing the job mix formulate and execute the balance length only after the results of the trial patch confirms to the required specifications and standards.
- vii. State should ensure that there is no monopoly of any additive supplier, Chemical additive should be chosen according to soil type and site conditions. Proper transparent procurement and competition should be ensured by the state.

viii. 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.

19. Progress of PMGSY Works

Annual physical target of the State during 2023-24 is 1370 km road length, out of which, only 8 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

	Sanctioned		Completed		Balance		Un-awarded	
Scheme	Nos.	Length (Km)	Nos.	Length (Km)	No. of Roads	Length (km)	No. of Road	Length (km)
PMGSY I	6989	34490.60	6909	33989.63	80	195.38	0	0
PMGSY II	288	2502.32	281	2471.84	7	17.22	0	0
PMGSY III	144	857.26	0	0	144	857.26	30	203.76
Total:	7421	37850.18	7190	36461.47	231	1069.86	30	203.76

LSBs

Scheme	Sanction (Nos.)	Completed (Nos.)	Balance (Nos.)	Un-awarded (Nos.)
PMGSY I	36	34	2	0
PMGSY II	22	16	6	0
PMGSY III	0	0	0	0
Total:	58	50	8	0

Out of the total works sanctioned under PMGSY-I, II & III, 30 roads of 203.76 km length remain 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.

20. Maintenance of roads under DLP

During 2022-23, against the liability of Rs. 135.20 crore, expenditure of Rs. 90.51 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.**

21. Renewal length status

During 2022-23, State has done renewal of 2332.75 km length of roads. 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.

22. e-Marg

Out of total 3141 packages pushed to e-MARG, 142 packages are pending for locking, 335 packages are pending for manual entry expenditure (MEE). 1394 roads are eligible for routine inspection in June, 2023, 109 roads (7.82%) are pending for routine inspection (RI) missed in June, 2023. 725 packages are pending for payment for >3 months. 80 packages are pending for payment for first payment for > 3 months. Expenditure of Rs.17.52 core has been done using e-MARG in FY 2023-24. Total expenditure of Rs. 5.87 crore has been done on bills having liability of FY 2023-24. The above position is not satisfactory. The State should take necessary steps to increase DLP expenditure on roads due for maintenance. There should be visible progress on e-Marg before EC meeting.

23. Award analysis

Out of total 114 awarded works under PMGSY-III, 01 work has been awarded at 24-30% below sanction cost, 02 works have been awarded at 18-24% below sanctioned cost, 14 works at 12-18% below sanctioned cost, 25 works at 6-12% below sanctioned cost, 54 works at 0-6% below the sanctioned cost and 18 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 3rdMarch 2022 issued by NRIDA.

24. Quality

- (a) Out of 205 ongoing packages, QC labs have not been established in 9 packages. This should be saturated. There is 01 work which has not been inspected by SQMs even once. These should be inspected immediately and certainly before EC meeting.
- (b) Number of active SQMs are 46 against requirement of 19 SQMs. During 2023-24, 1201 SQM inspections are targeted and only 644 inspections have been conducted.
- (c) 39 ATRs (27 completed works + 12 ongoing works) are pending at State Level. Out of which, 12 ATRs are pending for more than 2 years. State should show substantial compliance for these pending ATRs before they come for EC meeting.
- (d) Unsatisfactory grading by NQM from July, 2020 to June, 2023 for completed works is 10.45%, for ongoing works it is 5.64% and for maintenance works, it is 31.82%. The unsatisfactory grading by NQM from July, 2022 to June, 2023 for completed works is 14.89%, for ongoing works, it is 05.00% and for maintenance works, it is 41.67%. Thus, the unsatisfactory quality grading awarded by the NQM from July, 2022 to June, 2023 is high for ongoing works and maintenance works when compared to grading awarded by the NQM from July, 2020 to June, 2023.

Similarly, unsatisfactory grading by SQM from **July**, **2020 to June**, **2023** for completed works is **1.62%**, for ongoing works it **is 2.39%** and for maintenance works, it is **7.56%**. The unsatisfactory grading by SQM from **July**, **2022 to June**, **2023** for completed works is **3.64%**, for ongoing works, it is **0.00%** and for maintenance works, it is **10.39%**. Thus, the

unsatisfactory quality grading awarded by the SQM **from July, 2022 to June, 2023** is high for ongoing works and maintenance works when compared to grading awarded by the SQM from **July, 2020 to June, 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 2021-22 and 2022-23 which is required to be resolved at the earliest.
- (g) Out of 63 QCR of ongoing works, State has uploaded only 29 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.

25. 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 Debasish Chakrabarty, Shri Devabrata Chowdhury, Shri Debashis Dhar, Shri Baren Kumar Ghosh, Shri Debasish Ghosh, Shri Mrinal Kanti Kundu, Shri Dipankar Mitra, Shri Anup Kumar Mukherjee, Shri Debasis Sarkar, Shri Akhil Kumar Sinha, 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.

26. Financial issues

- a. State has not submitted interest verification exercise for the period of FY 2004-05 to 2009-10 & FY 2020-21 to 2022-23.
- b. Interest of Rs. 8.44 crore is also pending for recovery from Bank.
- c. State has not submitted Audit Committee Minutes.
- d. Financial closure of 28 works is pending for more than 180 days as on 17.07.2023. 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.

27. 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.
