

No.P.17024/3/2012-RC  
Government of India  
Ministry of Rural Development  
(Rural Connectivity Division)

Krishi Bhavan, New Delhi  
Dated the 15<sup>th</sup> February, 2013

**Sub.:- Meeting of the Empowered Committee (EC) held on 12.02.2013 for Assam under the Chairmanship of Secretary (RD) – Minutes thereon.**

A copy of the Minutes of the Empowered Committee Meeting held on 12.02.2013 under the Chairmanship of Secretary (RD) for considering the project proposals of State Government of Assam under Phase-X (Batch-I) of Pradhan Mantri Gram Sadak Yojana (PMGSY) is forwarded herewith for further necessary action.

**Encl.: As above.**

  
(P. Manoj Kumar)  
Director (RC)  
011-23074307

**Distribution:-**

- ✓ 1. Shri M.C. Boro, Commissioner & Special Secretary, Public Works Department, Government of Assam, Dispur, Guwahati.
2. Chief Engineer, PWD (Roads), Assam.
3. Senior Advisor (Transport), Planning Commission, Yojana Bhavan, New Delhi.
4. Director, Central Road Research Institute, Mathura Road, New Delhi.
5. Chief Engineer, Roads Standards and Research, Ministry of Road Transport & Highways, Transport Bhavan, New Delhi.
6. Director (BM-I), Ministry of Home Affairs, North Block, New Delhi.

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# MINUTES OF THE MEETING OF THE EMPOWERED COMMITTEE FOR PMGSY HELD ON 12<sup>th</sup> FEBRUARY, 2013

## STATE: ASSAM

A Meeting of the Empowered Committee (EC) was held on 12<sup>th</sup> February, 2013 at 10.30 AM under the chairmanship of Secretary, Department of Rural Development to consider the proposals of the State of Assam under Phase X (Batch-1) of Pradhan Mantri Gram Sadak Yojana (PMGSY). List of participants are given as below:

Sh. S. Vijay Kumar	Secretary (RD).... In the Chair
Ms. B. Bhamathi	AS & FA, MoRD
Dr P K Anand	Joint Secretary (RC), MoRD
Shri S. Swarna Ganapathy	Adviser, Planning Commission
Shri P. Manoj Kumar	Director (RC), MoRD
Shri P K Katare	Dir (P-III), NRRDA
Dr I K Pateriya	Dir(Tech), NRRDA
Shri. N.C. Solanki	Dir (P-I), NRRDA
Shri. Bhupal Nanda	Dir (F&A), NRRDA
<b>State Govt. Representatives</b>	
Sh.M.C.Boro	Commissioner & Special Secretary
Sh.K.C.Hazarika	Chief Engineer, PWD (Roads), Assam
Sh.R.K.Das	Director, RRL, PWD & SQC
Sh.D.Goswami	LT.N.O., Assam
Sh.B.K.Seal	Chief Account Officer, ASRB (SRRDA, Assam)
Sh.D.N.Gogoi	Assistant Executive Engineer
Sh.S.M.Hassan	Supt.Engineer, Traffic Engineer

2. Details of proposals discussed by the Committee for the State of Assam are as under:

### Phase X (Batch-1)

Item	Road works (New Connectivity)	Left out bridges	Total
Value (Rs. in crore)	115.819	421.46	537.28 *
Total no. of road works/bridges	126	289 **	126 roads, 257 LSB & 32 less than 15 m bridges
Total length of road works (in km)	278.716	-	
Total no. of Habitations Benefited	199 5 of 1000+, 165 Of 500+, 23 of 250+ 9 of less than 250	-	199 5 of 1000+, 165 of 500+, 20 of 250+ 9 of less than 250
Average Cost per km (in Lakh)	41.55	-	41.55
Maintenance			9.79 %

\* MoRD share- Rs. 496.97 Cr. State share - Rs. 40.24 Cr.

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3. A detailed presentation was made by NRRDA on the present status of implementation of PMGSY in the State of Assam and the current proposals.

4. The Empowered Committee reviewed the progress since the previous Empowered Committee Meeting held on 30<sup>th</sup> January 2012 and 27<sup>th</sup> February 2012 and considered the institutional capacity of the State to efficiently execute the PMGSY works with the requisite attention to quality. The Empowered Committee also considered achievements under PMGSY, public disclosure norms in terms of the physical and financial and accounting data entered by the State in the programme software, Quality Monitoring, OMMAS and the diligence in maintenance of the high quality assets created under the programme for the long term reduction of poverty.

5. While reviewing the current proposals, the Empowered Committee also reviewed the pace of implementation of road works under PMGSY in the State. The State has reported to have completed 3135 works out of 4648 works, which were sanctioned prior to March 2010 (as on 31.12.2013). 1490 works (32%), are still incomplete. The Committee took it as an indication of inadequate institutional capacity and a great cause of concern as under PMGSY, works are required to be completed within 18 months. The State was advised to take immediate action to complete all works immediately. The State has further submitted a completion plan for all incomplete works sanctioned prior to March 2010 and is given at Annexure I. The State was further advised to strictly adhere to the completion plan and send the completion status to the Ministry on quarterly basis.

6. While reviewing the status of Bridges, the Empowered Committee opined that the details of the bridges should be made available on OMMAS separately for quick monitoring as separate DPRs are prepared for Long Span Bridges.

7. It was observed that data entry gaps still persist on the selected parameters on OMMAS. It was reiterated that the data should be fed into OMMAS on a regular basis and State should ensure that data entered on OMMAS is accurate and consistent.

#### 8. Maintenance:

The State has reported that it has credited Rs. 18 crore to SRRDA during the current year, which was the requirement as per the contracts requirement. The details of maintenance funds required released to SRRDA and utilized by them during the last two years and current year is given below.

(in crore)

Financial Year	Maintenance Funds required to be released	Actual release to SRRDA	Expenditure (upto January 2013)	% of expenditure on release
2010-11	11.99	11.99	5.17	43
2011-12	15	13.4	3.18	24
2012-13	18	18	6.13	34
Total	44.99	43.39	14.48	33

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The Committee observed that the State did not spend as per the requirement on maintenance of roads constructed under PMGSY despite the State having adequate funds on this account. The committee desired that the State Government's attention be drawn to the provision of para 17.1 of PMGSY Guidelines regarding maintenance which states that 'the putting in place of institutional measures to ensure systematic maintenance and providing adequate funding for maintenance of the rural Core Network, particularly the Through routes, will be key to the continuance of the PMGSY programme in the State.'

#### 9. Quality:

9.1. The State has reported that field level laboratories have been established in all the 26 districts. The Committee advised the State that the SQC and Chief Engineer should inspect the laboratories atleast 10% every quarter.

9.2. Out of 1965 SQM inspections during the period April 2011 to December 2012, unsatisfactory reports were reported for 18% at ongoing stage and 22% at Completed Stage. The reports of NQMs show that the quality of the roads is not upto the expected level and during the period April 2011 to December 2012, a high number of unsatisfactory works have been reported by NQMs (**24% at on-going stage and 32% at completion stage**). The Committee was of the view that such a high rate of unsatisfactory works was a matter that should be brought to the notice of the State Government and it was not possible to keep funding new works if the State Government does not quickly improves the quality of on-going works. The Committee desired that the State Government may be reminded that PMGSY roads are not mere construction projects to be executed so as to achieve physical and financial progress. Rather, they are inputs into the poverty reduction strategy and their continued existence for atleast 10 years was essential to achieve the intended objective. The State Government would be doing itself and the people of the State a great disservice if they constructed roads of poor quality and then also did not spend money on maintaining it, because the net result would be bad roads or no roads at all after a short period of time and the opportunity to use the road infrastructure to deliver services for poverty reduction would have closed prematurely.

9.3. As regards submission of ATR on NQM inspections, out of 188 ATRs required to be submitted, the State is yet to submit ATR on 23 reports. The State is required to submit ATR for these 23 reports immediately. It was further decided that for unsatisfactory works identified by NQMs (non-rectifiable defects), the amount incurred should be recovered from the State.

9.4. The State has uploaded 15651 photographs on OMMAS based on 1997 SQM inspections made during April 2011 to December 2012.

10. Further, the Empowered Committee made following observations on the current proposals:

#### 10.1. DPR issues:

- i. All proposals have not been scrutinized by STAs
- ii. No proposal for R&D proposed in the current batch.



- iii. 5 numbers of 1000+ habitations have been reported indicating them as 'Incidental'. The State had earlier informed that all habitations of 1000+ are already connected.
- iv. The State has considered 10% as state share for construction of LSB for increase in carriage way width from 5.5 to 7.5 m instead of pro-rata basis as per the guidelines of PMGSY.
- v. Proposals for 32 missing bridges (less than 15 m) have been included, which is not in accordance with the guidelines.
- vi. Mandatory certificates have not been submitted by the State
- vii. Soft Copy of Proposals of this Batch in DVD have not been provided.

10.2. In addition, the State had sent proposals for dropping of roads already sanctioned. On examining the proposals, it was found that data on sanctioned cost, length and expenditure are inconsistent with OMMAS entries. The State was advised to reconcile the figures and submit revised proposals.

10.3. The Committee decided that the 32 proposals for bridges less than 15 m are not as per the guidelines and therefore these proposals are to be removed from the current batch. The State was further advised to provide information on whether these bridges are on Through/Link roads.

10.4. It was also decided that 5 proposed road works of the habitations 1000 + should be dropped as the State had indicated earlier under 'Bharat Nirman' that all habitations in the State with population 1000+ have already been covered. The State may either propose only that part of road which provides connectivity to habitations 500 +

10.5. Regarding construction of Long Span Bridges of width 7.5 m, it was clarified that PMGSY allows 5.5 m width. Committee after examining all aspects, decided that in case of heavy traffic volume which requires construction of bridges of higher width, the State may prepare DPRs with estimation and design for 7.5 m and the cost over and above 5.5 m width should be borne by the State. An analysis was done by State which was vetted by NRRDA and it was found that the difference of the cost would be approximately 10% of the total cost of construction. It was, therefore, decided that 10% of the total cost would be borne by the State for construction of LSBs with width upto 7.5 m.

## 11. Absorption Capacity

11.1. The financial report of the programme indicates that the expenditure incurred by the State for construction of road works under PMGSY is very low. Also, the State had a huge unspent balance which was to the tune of **Rs.751.2 crore** at the end of the last financial year, i.e. 31<sup>st</sup> March, 2012. As per the capacity assessment study (based on ongoing works, number of SQMs, average expenditure and no. of PIUs) the State has been assessed to take up additional works of only Rs. 1100 crore, which also include the present proposals with the Ministry (**Annexure II**). The State was advised to take immediate action to increase their absorption capacity by improving the contracting capacity by attracting competent contractors through efficient contract management.

11.2. The issue of taking up road works in the State under ADB project was also discussed in the Meeting with the State Government Officials. The State is required to prepare DPRs for 1000 km roads under ADB project during the current financial year and



it has not yet submitted any DPRs in this regard. Further the State has formally communicated that it will be submitting the next batch of proposals under ADB within the current financial year. The Committee informed the State that it will not consider any more proposals from the State other than ADB projects considering the executing capacity of the State till the time the State improves the executing capacity. It was further decided that the proposals for construction of roads for 275 km received in the Office of NRRDA may be returned to the State considering huge number of incomplete works with the State and State was advised to send this proposal as one batch under ADB.

## **12. Financial/Accounting issues**

The following issues were pointed out:-

- i. Financial closure has been made only for 751 works. It was pointed out that if the closure does not take place the State may not be able to be sanctioned funds in terms of para 19.2 of the PMGSY Guidelines.
- ii. Accounts are not derived from OMMAS; only OMMAS based accounts are acceptable and this too may impact on release of funds under para 19.2 of the Guidelines.
- iii. Unauthorized expenditure of an amount of Rs. 1.03 crore has been met from PMGSY by the State Government.
- iv. An amount of Rs. 49.87 crore has been shown as excess/non remittance of statutory deductions to the concerned authorities.
- v. ATR awaited for audit objections
- vi. Entries only upto March 2012 have been made for programme funds, same needs completion immediately
- vii. Entries after March 2011 have not been completed for Admn. funds, same needs completion immediately

## **13. Recommendation of Empowered Committee**

13.1. Subject to the above observations and also based on the executing capacity of the State, the Empowered Committee recommended the above proposals (excluding 32 bridges less than 15 m and 5 road works of habitations 1000 +) for consideration under PMGSY.

13.2. Further, the State will complete the following activities, as agreed by it, prior to clearance.

- i. All proposals should be scrutinized by STAs and approved on OMMAS
- ii. Road lists along with district abstract after making necessary corrections based on the observations of the Committee should be provided in soft copy.
- iii. Accounts for programme funds should be reconciled with OMMAS entries and the balance sheet for the year 2011-12 has to be prepared through OMMAS and should reconcile with audited balance sheet. For the year 2012-13 the accounts should be made only OMMAS generated balance sheet and same should be audited by the auditor. For Admn. fund and maintenance fund also OMMAS based accounts should be prepared.



- iv. Mandatory certificates like land clearance certificates etc. should be produced
  - v. Soft Copy of Proposals of in DVD should be sent
  - vi. Out of 188 ATRs required to be submitted, the State is yet to submit ATR on 23 reports. For all 23 cases, urgent remedial action should be taken and ATRs on NQM reports should be sent to NRRDA and uploaded on OMMAS within 15 days.
  - vii. The State will update the entries on OMMAS to close the data entry gap.
  - viii. Accounts for 2011-12 will be reconciled with OMMAS Accounts.
14. Following activities will be completed by the State before tendering of works.
- i. The State should considerably accelerate the pace of the programme and complete the ongoing works in accordance with the completion plan submitted by the State.
  - ii. The 2<sup>nd</sup> tier monitoring mechanism should be strengthened in order to ensure quality inspections.
  - iii. Financial closure of 80 % of the road works tendered up to March 2010.
  - iv. Expenditure of at least 50% of the balance maintenance fund for the year.
  - v. Printing of road list as on 1.1.2013 along with columns on maintenance budget and expenditure.
15. The meeting ended with a Vote of thanks to the Chair.

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Annexure - 1

Name of State: Assam  
Status as on January 1, 2013

# Work Completion Plan of all PMGSY Works (Regular and ADB)

Length in Km Amount Rs in Crore

S.No		Phase	Road Works Schematic			Dropping proposal identified			Completion Status as on 31.12.2012						Work in progress as on 31.12.2012						Completion Plan 2012-2013 and 2013--2014												Remarks if any
			No.	Length	Est. Cost	No.	Length	Est. Cost	No.	Length	Expend.	No.	Length	Expend.	No.	Length	Expend.	Q4 2012-13 (Jan-Mar)			Q1 2013-14 (Apr-Jun)			Q2 2013-14 (Jul-Sep)			Q3 2013-14 (Oct-Dec)						
																		No.	Length	Expend.	No.	Length	Expend.	No.	Length	Expend.	No.	Length	Expend.	No.	Length	Expend.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27							
1	I	212	178.69	75.00				212	178.89	73.69	0	0.00	0.00																				
2	II	294	593.75	134.82	3	3.70	1.01	291	590.63	147.96	0	0.00	0.00																				
3	III	109	800.10	199.72				107	798.86	196.02	2	1.14	3.69	2	1.14	3.69										Dropped 3 roads (L= 3.70 km)							
4	IV	195	730.64	244.46				194	730.41	232.21	1	0.24	12.25	1	0.24	12.25										-							
5	V	203	1070.07	429.17				271	1058.32	404.80	21	10.75	24.87	14	7.50	15.00	7	3.25	8.67							-							
6	VI	829	2853.40	1548.60	3	11.82	4.97	810	2563.03	1497.71	118	278.55	45.93	70	150.00	30.00	40	120.00	15.00	6	8.55	0.93				-							
7	VII	1137	4022.56	2606.53	8	24.40	21.82	827	2873.62	1843.02	502	1022.24	661.59	150	275.00	150.00	300	650.00	200.00	40	75.00	200.00	12	22.24	111.59	Dropped 3 roads (L= 11.82 km)							
8	VIII	1171	2738.01	1892.41	4	11.70	0.66	814	1718.04	1260.17	652	1010.27	625.70	150	275.00	150.00	400	600.00	200.00	100	130.00	150.00	2	5.27	125.79	Dropped 8 roads (L= 26.40 km)							
9	IX	166	989.24	501.42				162	975.93	473.09	14	23.32	28.33	14	23.32	28.33										Dropped 6 roads (L= 11.70 km)							
10	X	139	384.27	570.12	3	24.53	15.60	66	791.39	456.40	70	168.35	98.12	30	110.00	80.00	20	58.26	18.12							-							
11	Loan 2535	274	916.77	578.34				162	752.21	482.02	112	164.56	87.32	52	100.00	75.00	60	64.56	22.32							Dropped 3 roads (L= 24.53)							
Total		4648	13308.51	8801.81	23	78.15	50.15	2135	13151.52	7146.79	1490	2878.42	1597.81	603	842.20	544.27	827	1496.17	485.12	146	213.55	350.93	18	27.51	237.29	-							

Chief Engineer, J. W. D. Branch,  
Assam, Chandigarh, November 13



					Annexure II
Assam					
Absorption/Contracting Capacity of the State					
#	Parameter	No. of PIU		Average Work Load per PIU (Rs. In Crore)	Total (in crore)
1	PIU	Normal Areas	53	50	2650
		LWE Areas	3	75	225
	Total:		56		2875 (Say X)
#	Parameter	No. of SQM		Capacity of a SQM to inspect work worth	Cost of Work (Rs. In Crore)
2	SQM inspection	40		135	5400 (Say Y)
		Average construction cost per km Rs. 0.45 Crore			
#	Parameter	Year			Maximum Expenditure + 10% per year (Rs. In Crore)
		2009-10	2010-11	2011-12	
3	Expenditure (in cr.)	1,176	1,537	1,322	1,690
Work load required for expenditure of Rs. 1690 Crore (Rs. 1690 * 3)					Rs. 5070 Crore (Say Z)
Lowest of X,Y or Z above					Rs. 2875 crore (A)
Balance works in hand (30.11.2012)					Rs. 1800 Crore (B)
Capacity of the State for taking up additional works for the year 2013-14 including present projects with the Ministry (A-B)					Rs. 1075 Crore (Say 1100 Cr.)