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**Enabling Community Monitoring of Bidding Process of Rural Road
(PMGSY) Projects in Ganjam and Gajapati district of Odisha, India**

Project Completion Report

Submitted to

AFFILIATED NETWORK FOR SOCIAL ACCOUNTABILITY- SOUTH ASIA REGION

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Executive Summary

Youth for Social Development (YSD), Berhampur as a part of promoting social accountability has undertaken citizen monitoring of rural roads in Gajapati and Ganjam Districts of Odisha. The project was funded by Affiliated Network for Social Accountability-South Asia Region (ANSA-SAR), Dhaka and technical support was provided by Public Affairs Centre (PAC), Bangalore.

YSD as a part of its commitment towards promoting accountability and empowering citizens has undertaken the rural roads monitoring. As a part of the programme, community members living in the villages where rural roads were constructed were trained through rigorous classroom and field training. The main objective of the programme was to promote accountability by empowering communities vis-à-vis quality of rural roads. Monitoring of roads involved a set of customised instruments for monitoring the quality of ongoing PMGSY works, auditing the performance of completed PMGSY roads. A total of twelve (12) ongoing roads and eight (8) completed roads were selected under the programme.

Rural roads in India received wide boost after the Government of India through National Rural Roads Development Agency (NRRDA) in 2000 launched a programme called Pradhan Mantri Gram Sadak Yojana (PMGSY). Thus under the PMGSY programme all-weather roads are being constructed in rural areas. The programme sought to connect to rural areas to the nearest urban centre by connecting through district roads or state highways or national highways. PMGSY scheme provides inbuilt space for people's participation through its citizen information boards. In this backdrop, YSD took up the initiative to promote ownership of roads among the people in rural areas by empowering them through promoting accountability vis-à-vis rural roads.

Young people with basic education were selected from villages where the PMGSY roads were being used or under construction. They were given three -day training and were formed into Citizen Monitoring and Audit Teams (CMATs). Each CMAT was given necessary toolkits for monitoring the roads. The methodology involved actual observation of roads for drains, traffic furniture, heavings, cracks, pits and boulders among other things. The technical monitoring involved measuring road width, width and height of milestones, measuring thickness of the road and camber of the road among other things.

On the whole, the performance of ongoing roads is dismally low. In some places, construction work of some roads was not even started. Many of the roads, it appears, were caught in litigations of various natures e.g. PWD Road to Bomika in Gosani block. The citizen participation in road monitoring is encouraging. Community people without any technical know-how about the roads were able to monitor the rural roads with capacity building training carried out for two-days. On the other hand use of right to information and networking with public officials, civil society organisations and media has played significant role in taking forward the agenda. This ensures accountability at the grassroots level on the part of the contractors and Rural Development Department engineers apart from improved quality and maintenance of roads.

Introduction

The Youth for Social Development (YSD) with the funding support from Affiliated Network for Social Accountability- South Asia Region (ANSA-SAR) has initiated to facilitate community monitoring of bidding process of PMGSY rural roads in Ganjam and Gajapati district of Odisha, India. With technical partnership with the Public Affairs Centre, Bangalore YSD completed successfully the citizen monitoring of PMGSY rural roads.

Project Background

Poor transport networks are a huge obstacle to economic growth in rural areas. To address this, government has allocated significant money in the budget to infrastructure development in rural areas through PMGSY. The current situation of PMGSY in Odisha is noteworthy, 5371.99 crore Indian Rupees has been utilized to construct 14971.69 Kilometres of rural roads connected to 4443 habitations. It has seen in some cases poor quality, cost overruns and reduced value for money from the resources provided by tax payers. Several media reports and studies delineate involvement of corruption in the bidding process of PMGSY roads though it has been conducted through e-procurement method. Among the issues related to corruption are mostly during the winning of contract, the contractor compensate bribes with a poorer quality, higher prices than the slabs for different specification, modification in the price and time, substitution of materials (use of substandard), corrupt supervising officials. On the other hand the quality of the roads are substandard, non-compliance to post construction maintenance, poor citizens information disclosure and no citizens participation (no consultation at the time of needs assessment and before the construction begins) due to low level of citizens awareness are major areas of concern. Mostly corruption happens during the process of tender selection and also during the execution of the tender.

The quality of the road construction in Odisha remains poor in all most all the aspects of technical specifications. This shows the poor quality of the roads in Odisha due to frequent changes in the scope of work, cost underestimation, poor performance by contractor's, inadequate co-ordination with local authorities (panchayat and local communities) and also non compliance of post construction maintenance in Odisha. Citizen's participation is almost nil and no pre consultation occurred before the road construction and during the needs assessment and also in planning stage. All this results loss of public resources, poor quality of roads, increase in corruption, lacks accountability and directly or indirectly affects the poor in their socio economic development. In this context YSD with the support from ANSA-SAR initiated the project monitoring the bidding process and road construction by engaging citizens and civil society to improve the quality of the roads and also transparency and accountability in the bidding process.

Project Goal and Objectives

This project has the following goal and objectives;

Project Goal: To enhance transparency and accountability in the bidding process of PMGSY rural road projects in Ganjam and Gajapati district of Orissa through increased community and civil society participation and monitoring to improve the quality of rural roads.

Project Objectives:

- Enabling community monitoring of PMGSY roads through dissemination and demystification of information on bidding process
- Developing and piloting a set of instruments for community monitoring of bidding process and adherence to quality specifications of PMGSY roads
- To identify reform and advocacy agenda for transparent and accountable bidding process to improve the quality of rural roads

Strategies and tools:**Strategy adopted:**

- **Citizen engagement:** Engage communities and citizens to monitor rural roads, check procurement and fight corruption is one of the most important strategies adopted during the project implementation. Training of communities and citizens on tools (RTI), techniques of road monitoring and advocate for transparency, accountability and improve quality of roads.
- **Constructive engagement:** Engagement with public officials, elected representative to share the findings and involve them in monitoring to improve road quality is another important strategy. Officials were consulted and involved in various stage of the process through consultation and participation in various activities of the road monitoring.
- **Networking with civil society organisations:** Networking with the local NGO's, intellectuals and media specifically with district level NGOs in Gajapati. Engage them in the monitoring process through consultation, training and networking, sharing the monitoring techniques, information on bidding process and bill of quantities, and the knowledge and skills on advocacy.
- **Working with media for advocacy:** The role of media remains at more supporting mode this is due to the evidence collected from the field on rural road construction and the much delays in PMGSY projects and the corruption issues.
- **Training and knowledge sharing:** The training module in which the training of citizen monitors (CMATs), members of civil society organisations and other stakeholders are important. Three day training workshop (on sight and off sight) organised for the CMATs to build their capacity on monitoring rural roads and check bill of quantities.

Tools used:

- **Right to Information:** The Right to Information Act, 2005 is being implemented since 2005 in India which assures/guarantees citizens right to access publicly held information. In this project we have trained citizens, citizen monitors and staff members to use RTI to access information on rural roads specifically on procurement and its implementation.
- **Physical verification of roads:** Monitoring of ongoing and completed roads carried out using pre-set field monitoring inventory including use of field monitoring equipment and a set of observations. The field monitoring equipment was used for conducting tests scientifically for accuracy and observations pertained to different steps involved at various stages of construction. Some of these tests and observations include attributes like, formation and carriageway width, thickness of the layer, camber (cross slope), quality of compaction, size

and gradation of aggregates, shoulder width, shoulder camber, etc. The CMATS were trained on quality and quantity parameters through both classroom and field training.

- **Public Hearing:** Public hearings are formal meetings at the community level where local officials and citizens have the opportunity to exchange information and opinions on community affairs. We have conducted more than 4 public hearings in two blocks on PMGSY rural roads. Training was provided to citizen monitors and communities to address issues related rural roads and suggest corrective action.
- **People centred and media advocacy:** People Centred Advocacy is an advocacy method for the empowerment of people and the realisation of their rights. By empowering people to advocate on their own behalf, people centred advocacy as an effective and sustainable approach to advocacy initiatives. On the other hand using various mediums, like writing petitions, memorandums, addressing media among other used. In this project these advocacy tools were trained to the citizen monitors.

Activities Completed

The following phases details about the activities implemented under the bidding process monitoring of PMGSY rural roads in Odisha, India

- **Communities' engagement:** Community groups in thirty (30) villages in two blocks (Gosani and Kainpur) in Gajapati district of Odisha are aware and sensitised on right to information as a tool to access information and demand accountability, its process and usage specifically to access information on rural roads. On the other hand they also aware and sensitised on PMGSY scheme and its guidelines.
- **Capacity building of citizen monitors:** 32 citizens from two blocks and 12 representatives from local NGOs provided with technical knowledge and skill training (attached training module) to monitor rural road (ongoing and completed) and observe the procurement implementation process. Three (3) days comprehensive training programme was organized to provide off sight and on sight training this includes understanding PMGSY guidelines, how to check bill of quantities (BOQ), use of road monitoring tools in both completed and ongoing roads.
- **Design and usage of monitoring inventory:** component one- ongoing roads: monitoring of ongoing roads (twelve) was carried out using pre-set field monitoring inventory including use of field monitoring equipment and a set of observations. The field monitoring equipment was used for conducting tests scientifically for accuracy and observations pertained to different steps involved at various stages of construction. Some of these tests and observations include attributes like, formation and carriageway width, thickness of the layer, camber (cross slope), quality of compaction, size and gradation of aggregates, shoulder width, shoulder camber, etc. The CMATS were trained on quality and quantity parameters through both classroom and field training.
- **Methods of road monitoring:** component two - audit of completed roads: The audit of completed roads (eight) has two levels of monitoring – 1. General observations; 2. Testing through field monitoring equipment. Observations and tests were recorded through an inventory. The observations and tests pertained to four five main components viz. drainage–longitudinal drains, culverts, pipe drains, bridges etc., Shoulder, quality of road surface, road

specifications such as – carriageway width, thickness, camber etc. and road furniture such as boundary stones, kilometre stone, PMGSY information board etc.

- **Field monitoring equipment:** The quality testing kit common to both components one and two consisted of: camber board and 1.85 meter long aluminium straight edge to measure cross slope,, 5 meter and 15 meter measuring tapes to measure formation width, carriageway width, 75 mm and 20 mm dip stick to measure thickness of WBM II and III and premix carpet, and 63-53 mm square ring, 53-45 mm square ring, and a square ring of 22.4 mm, 13.2 mm, 11.2 mm and 5.6 mm to measure the size and gradation of aggregates, a 15-inch scale to measure the height and width of the KM stones.
- **Understanding bill of quantities:** Further, the contract agreements signed between the rural development department and contractors are reviewed for understanding the deliverables. Similarly bill of quantities/estimates are reviewed for understanding the procurement process.
- **Procurement process monitoring inventory:** Tender process monitoring of PMGSY rural roads was carried by the researchers of YSD and experts like retired engineers with a set of indicators like process followed for tender, norms and standard, publicity, clarity on bid, eligibility of bidders, tender evaluation and grading, rejection grounds of contractors, time lines followed, documentary compliance by the contractors and general observation.
- **Dissemination of findings to wide stakeholders:** The findings of the social audit have been disseminated to wide stakeholders to form an agenda for further advocacy to improve the conditions of rural roads. 20 local NGOs and intellectuals, more than 30 elected representatives, all most all the local electronic and print media were disseminated the findings to gain support and civic pressure on the government for more transparency, accountability and improve the rural roads. This has also been disseminated to the junior level officials to state and national level officials implementing the PMGSY project. This has gained a support base for the issues and interest among all most all the stakeholders.
- **Advocacy to improve rural roads:** Local NGOs, CBOs and intellectuals supported the issue of poor quality and violation of PMGSY guidelines by the rural development department, on the other hand engagement of local media both print and electronic to light on the issue and pressure government to improve accessibility and quality of rural roads and engaging PRI members in advocacy to pressure senior level officials to improve the rural roads.
- **Development of IEC materials:** Wide range of (IEC) campaign materials like posters, leaflets, and wall painting were published on PMGSY road specifications and right to information to create awareness among the general mass which supported in creating knowledge and skill on road issues. On the other hand PMGSY frequently asked question- a citizen handbook and publication of monitoring report for dissemination and demystification of the road monitoring process were done during the project period.
- **District Level Dissemination Workshop:** two district level workshops in two different districts in Gajapati and Ganjam were organised. Workshop titled ‘Social Accountability Tools and Citizen Engagement’ was attended by many public officials, civil society organisations, media and elected representatives in these two districts. Both these workshops highlight the use of right to information and road monitoring tools and the results and the way forward.

Results and Outcome

Results

- **Increased knowledge on right to information (RTI)** as a social accountability tool among the communities. More than two hundred fifty (250) RTI applications filled by the communities in two blocks around twenty (20) PMGSY roads. 51 RTI applications rejected and 199 RTI applications responded on status of the ongoing rural roads.
- **Trained 'Citizen Monitoring and Audit Team' (CMAT):** Trained thirty (32) citizen monitors from two blocks and 10 representatives from local NGOs participated in monitoring 20 (12 ongoing and 8 completed) PMGSY rural roads. These CMATs competently checked quality of roads by using technical knowledge, tools and training acquired and observed bill of quantities in the procurement implementation process.
- **Monitoring of PMGSY roads:** Trained CMATs monitored total twenty six (26) (eighteen ongoing and eight completed) PMGSY rural roads. Among them in 6 roads though contracts have been signed, roads are in on-going list, physically construction is not taking place. In twelve roads (12) PMGSY rural roads construction is going on. Eight (8) completed roads also monitored by the citizen monitors on compliance to the PMGSY guidelines of post construction maintenance.
- **Participation of officials in training:** Support and cooperation from different government agencies (NRRDA, OSRRA, chief engineer and local executive engineer of rural development department) by providing information, participation in PMGSY community awareness meeting, training workshop of citizen monitors and also cooperated during the monitoring process.
- **Participation of NGOs and civil society:** Participation of 10 local NGOs in the training and audit process and 20 local NGOs, intellectuals participated in the dissemination workshop on findings of road monitoring and formation of a network to fight against lack of accountability and corruption in public procurement. Submitted memorandum to executive engineer and district collector, against public officials and contractors non compliance to PMGSY guidelines and corruption in road construction and to complete the pending (106) roads and improve the quality of rural roads in Gajapati district.
- **Participation of PRI members:** Participation of elected representatives of local government (32 participated including sarpanch, samiti and ward member) in demanding accountability from public officials and specifically on rural roads achieved. Action plan to demand early completion and submission of memorandum to the government department and their interest to check rural roads with the CMATs and pressure state government to finish the ongoing roads and improve quality.
- **Media coverage:** Local and national media (both print and electronic) highlighted the issue of pending of 106 PMGSY road construction since last five years and involvement of corrupt practices by the contractors and officials e.g. uses of sub standard materials, non compliance to the PMGSY guidelines, delay in completion etc.

Outcome

- **Empowered local citizens** and communities demand accountability through using social accountability tools i.e. right to information, complaint to executive engineers based on the

reports to senior officials on social audit/citizen monitoring. Citizen monitors uncovered violation of PMGSY guidelines e.g. invisible and absence of informative board, poor quality of materials like gradation of aggregates mismatch the quality standard, imperfect compaction of mud etc., differences in thickness and camber in many roads found and variation in size of right of way width, formation width and carriage width etc. are found dissatisfactory and rates as medium in a score of three.

- **Presence of citizen monitors (CMATs)** during construction of ongoing roads made accountable to the contractors and junior level officials (junior engineer) monitoring road construction, that were in accordance with the correct quantity, quality and technical specifications stated in the contract.
- **Action taken by the rural development department:** As major step by the department construction in seven (7) ongoing roads (pending since last 3-5 years) out of twelve (12) geared up due to intervention of trained citizen monitors and communities. Action taken against three contractors (three roads) by sending notice to stop work and not to use sub standard materials i.e. (medium and small sized) stone metal, mud. Department cancelled tender agreement in two (2) roads in Gosani block and process of retendering are going on due non compliance of the agreement by the contractor. 17 point information disclosed by the three public officials under section 4 (1) (b) of the Right to Information Act, 2005
- **Change in use of substandard material:** rural development department in four roads in Rayagada block changed the use of substandard materials by the contractors after the checking and report by the CMATs.
- **Superintendent Engineer noticed** to the executive engineer to check the post construction maintenance of all the roads in Gajapati completed since last five years. Issued a so cause notice to the cases (completed road) identified/monitored by the citizen monitors.
- **Support from NRRDA, chief engineer,** local superintendent and executive engineer in getting information, acceptance of monitoring report and taking action against contractors and officials. District collectors meeting with the rural development department and contractors due to pressure from the communities to speed up the work and compliance with the PMGSY guideline.
- **Support from NRRDA** to conduct state level workshop on the findings of the procurement monitoring and organise public hearing at the community level, offer to conduct these type of road monitoring in selected states in India are praiseworthy.
- **Support from the local NGOs, civil society,** intellectuals and local and national media to the issue of lack of accountability and corruption in PMGSY rural roads and the findings of social audit with qualitative, quantitative and factual observations.
- **Citizen monitors and NGO staff invited** to check the quality of the materials to the Quality Control Lab established by the Rural Development department in every road project site.

Challenges

- **Information on Bidding and Bill of Quantities:** it would have been very difficult to access government led procurement information without right to information act. Even with the RTI in place it was difficult in the beginning to access information. But this has been mitigated with constructive engagement with public officials.

- **Critical method and bill of quantities:** the bill of quantities and procurement documents are very difficult to understand and analyze even to the researchers of YSD. By involving officials of RD department and a retired engineer this has been handled.
- **Initial community mobilizations:** community groups and citizens were not involved in the beginning due to their understanding of the process and critical nature of road construction. But the on sight training created interest among the citizen groups to engage in monitoring.
- **Acceptance of the method** by the government department is very difficult in the beginning. Many defensive attacks by the frontline staff were raised and denied the tools due to high technicalities involved in the monitoring process of road construction. This has been mitigated by engaging NRRDA in to the arena and process.
- **Confrontation with the frontline staff** and citizen monitors has seen many places and the contactors, their supervisors, junior engineers. They are very resistance to the third party monitoring by the citizens and engagement of NGOs in this process.
- **Offering bribe to the citizen monitors** and YSD staff: the contactors and their supervisors offered a bribe to the citizen monitors and YSD staff not to monitor and report to the RD department on the facts and evidences. And this has been denied by both the staff and citizen monitors leading to threatening from the contractors and engineers.

Lessons Learned

- **The method and tools** developed and piloted are user/citizen friendly. The tools empowered the citizen monitors (CMATs) to engage in monitoring roads and created evidence base on the road construction. The actual measurement of various components has challenged the officials and contractors. The tools are the important building blocks for impact.
- **The skill and knowledge** gained during the training on road monitoring specifically checking bill of quantities, monitoring various components of roads, writing petitions, filling RTI application to demand information on roads have created whistle blowers are main turning point of the project.
- **Third party procurement monitoring** (by youth and community groups) have influence contractors' and official's behaviour and changed the contractors' way of doing business. By having citizen monitors present during construction, checking materials and reject of use of sub standard materials, the engineers forced to reject the materials and quality aspects that were not following the required technical specifications.
- **Training module** plays a vital role in understanding the method and utilizing the tools and techniques of road monitoring. The three days on sight and off sight training to the citizen monitors and civil society members has empowered and capacity increased to check the rural roads, use right to information to access information on procurement etc.
- **Right to information** act, 2005 played a vital role in access to government led critical and confidential procurement related information particularly the bidding process, bid documents and tender agreements, bill of quantities etc. Without this law it is not possible to access information and monitor.
- **Buy-in of the government agency** specifically NRRDA, OSSRA has potentially played an important role in getting public officials at the implementation level on board to the monitoring process. Having a large bureaucracy as a partner in reform efforts can be a

challenge. Support from officials at the state level can be secured if pressure from NRRDA and the central government can build. Although buy-in is easily secured at the higher official level, pockets of resistance at the periphery are sometimes felt.

- **Political engagement and buy in** is seen as a major means to reform but it is difficult task due to their poor engagement and dialogue (specifically PRI member at different stage) with the department officials at the state level and at the same their relation with the contractors is another reason.
- **Network of local NGOs** played an eminent role to push the agenda forward and advocate for better implementation of PMGSY scheme. Organised citizens and civil society groups are the most important to advocate for quality improvement. Engage with government agencies can be better deal by the civil society groups and they can better build pressure on the government. On the other hand engaging media and other civil society actors like intellectuals and academicians in the monitoring process and advocacy brought more results to institutionalise the process.

Logical Framework Analysis

Objectives	Expected Results	Indicators	Achievements (Project End)
<p>Goal: To enhance transparency and accountability in the bidding process of PMGSY rural road projects in Ganjam and Gajapati district of Orissa through increased community and civil society participation and monitoring to improve the quality of rural roads.</p>	<ul style="list-style-type: none"> • Transparency and accountability in the bidding process of PMGSY projects enhanced • Community and civil society participation in monitoring of bidding process of PMGSY road projects increased • Quality of the PMGSY rural roads improved 	<ul style="list-style-type: none"> • Easy access to bidding documents (available on demand by the govt. agencies). • Proactive information disclosure by the Rural Development Department (specific to PMGSY procurement) • Increased information on bidding process on 'Citizen Informative Boards' in the selected roads in two districts. • 60% increase in improvements on quality of construction of rural roads (100% use of locally available standard materials, 100% compliance to contract in all technical specifications, 100% compliance to post construction maintenance) 	<ul style="list-style-type: none"> • Limited access to bidding documents (crucial information regarding PMGSY procurement still pending) • 17 point Proactive Information Disclosed by the Rural Development Department (incomplete, limited disclosure. No procurement related information) • 12 community groups in two blocks in Gajapati district of Odisha • Findings on road monitoring reported by the citizen monitors well taken by the department. • Roads are under construction and citizen monitors actively monitoring the quality of the materials used and checking the compliance to the PMGSY guidelines. • Change of substandard materials in four roads in Rayagada block
<p>Objective:1 enabling community monitoring of PMGSY roads through dissemination and demystification of information on bidding process</p>	<ul style="list-style-type: none"> • Knowledge and information on bidding process of PMGSY road projects improved • Increased understanding of procurement process among the communities and civil society 	<ul style="list-style-type: none"> • 50% of the adjacent panchayat/villagers of the selected roads will have knowledge on PMGSY roads and procurement process • 400 RTI applications (specific to 	<ul style="list-style-type: none"> • Community Groups in 30 villages in two blocks in Gajapati district of Odisha are aware of the PMGSY scheme and guidelines • Selected 32 citizen monitors have knowledge on PMGSY

	<ul style="list-style-type: none"> • Capacity increased to use RTI to generate information and act on this • Capacity to monitor PMGSY road projects enhanced 	<p>PMGSY roads) filled by the adjacent panchyats in the selected roads</p> <ul style="list-style-type: none"> • Community monitors skilfully monitor 20 PMGSY roads on quality adherence of the selected roads 	<p>guidelines</p> <ul style="list-style-type: none"> • Communities have basic knowledge and awareness on PMGSY guideline • More than 250 RTI applications filled by the communities in two blocks around 26 PMGSY roads. • 32 trained Citizen Monitors competently monitored 20+6 PMGSY rural roads in two blocks in Gajapati district
<p>Objective-2: developing and piloting a set of instruments for community monitoring of bidding process and adherence to quality specifications of PMGSY roads</p>	<ul style="list-style-type: none"> • Community monitoring instruments developed • Capacity increase among the community groups in monitoring PMGSY rural roads • Community and civil society participation and monitoring of bidding process increased • Comprehensive report of the monitoring of bidding process of PMGSY roads prepared • Comprehensive report of the monitoring process of PMGSY prepared 	<ul style="list-style-type: none"> • User friendly set of bidding process monitoring instruments • 10 empowered community monitoring groups competently participate in the monitoring process • Community groups successfully checked the quality adherence of PMGSY roads • Evidence of quality of construction • Evidence on fair or unfair practices in the bidding process 	<ul style="list-style-type: none"> • User friendly road monitoring tools developed and piloted • 12 trained community groups with 32 citizen monitors competently participated in the monitoring process of rural roads. • 32 citizen monitors competently participated in the monitoring process of rural roads and reporting to the local executive engineer. • Preliminary observation of violation of PMGSY guidelines e.g. absence of informative board, poor quality of materials used, differences in thickness, length and width of different components (WBM-II & III, embankment, granular sub base etc.) of the road • Offering bribe to the citizen

			<p>monitors and YSD staff</p> <ul style="list-style-type: none"> Threatening from the contractors to the citizen monitors and YSD staff
<p>Objective-3: to identify reform and advocacy agenda for transparent and accountable bidding process to improve the quality of rural roads</p>	<ul style="list-style-type: none"> Network of NGO's and civil society groups participated in monitoring and advocacy Dialogue initiated through constructive engagement with community, civil society and public officials 	<ul style="list-style-type: none"> State initiatives for transparency in bidding process The response of government towards transparency in procurement Increased demand by the civil society actors for improved transparency and accountability in PMGSY Increased demand from the civil society actors for greater transparency in the public expenditure on the rural roads 	<ul style="list-style-type: none"> Support and cooperation of different agencies(NRRDA, OSRRA, Chief Engineer RD Dept.) to the project by providing information, participation in awareness meeting, training workshop etc. Participation and support of local NGOs and civil society and media in the training, monitoring and advocacy. Pending construction of 7 PMGSY rural roads geared up due to large volume of RTI application and complaint by the communities. Dist. Collector called meeting of the RD department officials and contractors to speed up the work and finish with in the timeline. Engagement of citizen monitors with the contractors and field staff

Annexure-I**Project Synopsis**

Project Title	Enabling Community Monitoring of Bidding Process of Rural Road Projects (Pmgsy) in Ganjam and Gajapati Districts of Orissa, India
Project Goal	To enhance transparency and accountability in the bidding process of PMGSY rural road projects in Ganjam and Gajapati district of Orissa through increased community and civil society participation and monitoring to improve the quality of rural roads.
Project Objectives	<ul style="list-style-type: none"> • Enabling community monitoring of PMGSY roads through dissemination and demystification of information on bidding process • Developing and piloting a set of instruments for community monitoring of bidding process and adherence to quality specifications of PMGSY roads • To identify reform and advocacy agenda for transparent and accountable bidding process to improve the quality of rural roads
Implementing Agency	YOUTH FOR SOCIAL DEVELOPMENT, 6th Medical Bank Colony, Bapuji Nagar Berhampur-760004, Ganjam, Odisha, India
Time Line	18 months
Project Start Date	1 st January 2011
Project End Date	(Agreed 1 st April 2012) Actual-31 st May 2013
Funded by	AFFILIATED NETWORK FOR SOCIAL ACCOUNTABILITY- SOUTH ASIA REGION Institute of Governance Studies, SK Center (5th and 6th Floor), GP, JA-4, TB Gate, Mohakhali, Gulshan, Dhaka 1212, Bangladesh
Budget Figure	45,478 US\$

Annexure-II**Financial Utilisation Report**

Sl. No	Activities	Unit	Unit Cost	Total Approved Budget	Total Expenditure (INR)	Total Expenditure (in USD)	Balance in Total Budget (INR)
A	Personnel Cost						
1	Programme Manager	1*15	15,000	2,25,000	299,391.00	6653.00	
2	Field Coordinator	1*15	9,000	1,35,000	175,461.00	3899.00	
3	Cluster Coordinator	2*15	7,000	2,10,000	248,500.00	5522.00	
4	Consultant Civil Engineer	Overall	40,000	40,000	40,028.00	889.00	
5	PAC, Bangalore technical partner	Overall	2,00,000	2,00,000	200,000.00	4444.00	
B	Programme Cost						
1	Collection of Materials and Documents on PMGSY bidding process	Overall	15,000	15,000	23,485.00	521.00	
2	Identifying/ building community groups (15 nos.)	15	3,000	45,000	42,119.00	935.00	
3	Capacity building of YSD team	2	7,000	14,000	12,853.00	285.00	
4	Design of inventory to monitor bidding process	Overall	20,000	20,000	18,045.00	401.00	
5	3 days training programmes of Community Monitors (2 nos.)	2	25,000	50,000	9,415.00	209.00	
6	Training on use of Right to Information (5 nos.)	5	8,000	40,000	42,024.00	933.00	
7	Instruments to check the quality of roads	5 sets	10,000	50,000	75,554.00	16780.00	
8	Community Monitoring of 20 roads	20	5,000	100000	98,128.00	2180.00	
9	2 workshop of Public Officials	2	15,000	30,000	10,853.00	241.00	
10	2 workshop of Local NGO's	2	15,000	30,000	24,934.90	554.00	
11	State level advocacy workshop	1	25,000	25,000	48,671.00	1081.00	
12	Organize two Public Hearing	2	15,000	30,000			
13	Networking with local NGO's	Overall	25,000	25,000	15,002.00	333.00	
14	2 Media Release	2	10,000	20,000	19,260.00	428.00	
15	Publication of toolkit on Right to Information	1000 copies	30	30,000	35,000.00	777.00	
16	Publication of Quarterly Newsletter (6 issues)	500 copies	6*8000	48,000			

17	Publication of Citizen Hand book on PMGSY	800 copies	50	40,000	40,000.00	888.00	
18	Printing of campaign materials	Overall	25,000	25,000	29,820.00	662.00	
19	One computer with UPS and printer (with desk and chair)	Overall	60,000	60,000	67,512.00	1500.00	
20	Project related transport cost	Overall	30000	30,000	103,002.50	2288.00	
C	Administrative Cost						
1	Transportation (local travel)	15	4000	60,000	58,828.85	1307.00	
2	Communication (telephone, Internet, postage)	15	3000	45,000	47,575.00	1057.00	
3	Printing and Stationary	15	2000	30,000	21,441.00	476.00	
4	Photography and Translation	15	2500	37,500	16,188.00	359.00	
5	Office Maintenance	15	2000	30,000	20,123.00	447.00	
6	Audit Fees	Overall	22,000	22,000	24,000.00	533.00	
7	Part Salary to Accountant	1*15	4000	60,000	77750.00	1727.00	
D	Institutional Overhead @ 10%			1,80,000	180,000.00	4000.00	
	Grand Total			20,01,500	21,24,964.25	47,221.00	14,044.75