Pradhan Mantri Gram Sadak Yojana

National Rural Roads Development Agency
(An Agency of the Ministry of Rural Development)
Govt. of India

www.pmgsy.nic.in    www.pmgsy.org
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Principles and Objectives

• The Pradhan Mantri Gram Sadak Yojana is a special central intervention as part of a poverty reduction strategy. Though rural roads is a State subject, the Central Government is providing financial assistance as a Centrally Sponsored Programme.

• The primary objective of the Programme is to provide connectivity to unconnected habitations in rural areas by means of all-weather roads. This is to be done in a time frame that habitations with a population of 1000 and above shall be covered in three years, and those with a population of 500-1000 shall be covered by the end of the Tenth Five Year Plan period.

• In respect of the Hill States (the States in the North East, Sikkim, Himachal Pradesh, Jammu & Kashmir and Uttaranchal), the desert areas as identified in the Desert Development Programme and the Tribal Areas (Schedule V), the objective is to connect habitations with a population of 250 and above.

• The programme envisages single connectivity. If a habitation is connected to another habitation by an all-weather road, no further work can be taken up under the PMGSY for that habitation.

Planning for Rural Roads

• In each district, the District Panchayat / Zilla Panchayat has approved its District Rural Roads Plan indicating the existing road network system and also the roads proposed for connecting the unconnected habitations to the existing road network, in an economical and efficient manner.

• Out of this Plan, the District Panchayat has identified a Core Network consisting of some of the existing roads as well as all the...
roads proposed for new connectivity under the programme, in order to provide at least single access to all connected / eligible habitations. The Core Network is the basis for all planning in the rural roads sector.

• The District Rural Roads Plan and Core Network have been finalised by the District Panchayat in consultation with the Intermediate Panchayat / Panchayat Samiti and elected representatives.

Annual Proposals

• Each year the list of road works to be taken up under the PMGSY is finalised by the District Panchayat, in accordance with the funds allocated to the district by the State Government. The District Panchayat shall finalise the list through a consultative process involving the lower-level panchayati institutions and elected representatives. It must be ensured that the road works are part of the Core Network and that new connectivity is given primacy as per the order of priority.

• In drawing up the list of road works, the District Panchayat ensures that unconnected habitations get primacy by following the order of priority:-
  a) Providing new connectivity to unconnected habitations with a population of 1000 and more (500 and more for hill States, NE States, Desert and Tribal areas)
  b) Providing new connectivity to unconnected habitations with a population of 500-999 (250-499 in the case of hill States, NE States, Desert and Tribal areas)
  c) Upgradation of through roads (i.e., roads leading to important places with branching roads leading to habitations)
  d) Upgradation of link roads (i.e., roads ending in a habitation)

• In plain areas, the population of all habitations within 500 metres radius shall be counted for purpose of determining population size. In hill areas the radius shall be 1.5 km of path distance.

• Exceptions to the scheme outlined above can be made for roads that link the village Panchayat headquarters, market centres or educational, medical or other essential services or notified tourist destinations.

• Under the PMGSY, the proposals of the MPs are to be given full
consideration. A list of unconnected habitations (with population) in each District, along with a list of roads identified to connect them as part of the Core Network, should be sent to the MPs concerned for suggestions. It is incumbent on the District Panchayat to ensure that, while framing the proposals, full consideration is given to the proposals given by the MPs within the framework of the Guidelines.

State Nodal Agencies

- Each State Government has nominated a Nodal Department, which has overall responsibility for the implementation of the PMGSY in the State. The State Government has nominated a State level agency to receive the funds from the Ministry of Rural Development.

- Each State Government has also identified Executing Agencies for the programme. The executing agencies have their Programme Implementation Units (PIU) at District level, each headed by an engineer of the rank of Executive Engineer.

- Each State Government has set up a State-level Standing Committee (headed by the Chief Secretary) to vet the Core Network and the annual project proposals to ensure that they have been formulated in accordance with the guidelines. The Committee is responsible for close and effective monitoring of the programme, and oversees the timely and proper execution of road works.

(Details of these agencies in various States is given at page 20)

Procedure for Clearance of Proposals

- After approval by the District Panchayat, the proposals are forwarded through the District PIU to the State Level Agency. The agency vets the proposals in accordance with the guidelines and places them before the State-Level Standing Committee.

- The State-level Standing Committee scrutinises the proposals to see whether they have adhered to the Guidelines and whether the recommendations of MPs have been taken into account.

- After clearance of the State-level Committee, the detailed project reports are prepared for each proposed road work, and the design and estimates are got scrutinised.
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by a State Technical Agency (STA) nominated by the Ministry of Rural Development.

• The State-level agency consolidates the proposals from each PIU after verifying that they have been duly scrutinised by the respective STAs and forwards the State annual proposal to the National Rural Roads Development Agency (NRRDA), the agency of the Ministry of Rural Development for management of the PMGSY.

• The NRRDA examines the proposals from the State-level agency to ensure that they are in line with the programme guidelines and that they have been duly verified by STAs. The proposals from the State are considered by an Empowered Committee, chaired by Secretary, Ministry of Rural Development and recommended to the Minister of Rural Development for clearance. The representatives of the State Government are invited to attend the meetings.

Tendering & Execution of Works

• After formal clearance by the Minister of Rural Development, the District PIUs tender the cleared works as per the Standard Bidding Document of the State Government approved by the NRRDA.

• Within 15 days of the issue of the work order or the laying of the foundation stone, whichever is earlier, a board is to be put up at the site of the project, with a PMGSY logo, with the details of the project.

• The contracted work is to be completed within 9 months from issue of work order in plain areas and 18 months in case of Hill States and Northeast, etc.

Quality Assurance

• Every contractor has to maintain a field laboratory for testing as part of the contract. He is to follow the Quality Control Handbook prescribed by NRRDA for all tests and is to record the results in the Quality Control Register maintained by him at the site. At least 50% of the tests are to be done in the presence of the PIU engineers.

• Each State Government has appointed a State Quality Coordinator generally of the rank
of Superintending Engineer. He deputes independent quality monitors every month to check and report on the quality of the execution. All defects pointed out are required to be removed immediately by the contractor.

- NRRDA deputes National Quality Monitors (NQM), who are retired Chief/Superintending Engineers. NQMs inspect road works in order to guide PIUs to improve the technical quality of the works.

- In case a road is found to be ‘poor’ or ‘average’ the work has to be rectified or redone by the contractor.

- In case a road is found to be ‘poor’ or ‘average’ on completion, action is initiated against the contractor / person at fault.

**Maintenance**

- All PMGSY roads are guaranteed defect free by the Contractor for a period of 5 years and maintained by him under a contract. Funds for the maintenance contract are provided from the State Budget. After the period of 5 years the roads are transferred to the District Panchayat for further maintenance.

**Convergence**

- Road connectivity is not the goal. It is the means to ensure that essential public services like health, education, employment, access to markets etc., are available to all citizens. State Government agencies and Panchayati Raj Institutions will ensure that all related programmes focus on providing these services to habitations connected under PMGSY.

**Complaints**

All complaints may be made to the State Quality Coordinator or the State concerned. Please visit the PMGSY websites at:

- [www.pmgsy.nic.in](http://www.pmgsy.nic.in) (Ministry of Rural Development)
- [www.pmgsy.org](http://www.pmgsy.org) (National Rural Roads Development Agency)

*This pamphlet gives only some of the important provisions of the Yojana. The PMGSY Guidelines issued by the Ministry of Rural Development may be consulted for further information.*
Survey, Planning and Design

To construct a good road, adequate survey, proper planning and design are required. The alignment of the road has to be decided to ensure proper road geometrics, gradient and effective drainage. A rural road generally consists of basic formation (embankment or cut-formation) and pavement over which the traffic moves. The top 30 cm layer of the formation is compacted more rigorously and is called sub-grade. The pavement consists of a number of layers; the type of layer and their thickness is determined by the nature of ground, strength of soil and also the traffic intensity. These layers are sub-base course (compacted granular material like gravel and sand etc.), base - course (watered, rolled and compacted metal and screening, generally called Water Bound Macadam or WBM) and surface course (thin bituminous layer). These layers are constructed to distribute loads and stresses caused by traffic from the upper layers to a wider area of the sub-base course and sub-grade. The roads surface may be unsealed (gravel surface) if the traffic and rainfall is low or sealed (bituminous surface etc.) if traffic and rainfall is high.
A proper design essentially consists of determining the right type and thickness of these layers, in the most economic way for design life of 10 years, based on the soil, terrain, climate and traffic conditions along the road.
Road Geometrics

Every Road in the Programme has to conform to the prescribed Geometric Standards laid out in Rural Roads Manual. The width of the road is determined on the basis of expected traffic. Curves on the road side should be gentle enough to allow traffic to move at prescribed speed limits, with adequate sight distance. All this requires careful surveys at planning stage.
Baldian to Kayarkoti Road, Length: 4.28 Km., Cost: 28 Lakhs, District Shimla, Himachal Pradesh.

NH 5 to Kunarbasta Road Length: 1.21 Km. Cost: Rs.23.45 Lakhs, District Khorda, Orissa.
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Stages in Construction of Rural Roads

Earthwork and Sub-grade

An embankment is generally constructed to raise road level to avoid later damage to the road by surface water and ground water. Height of Embankment is decided on the basis of the ground profile. Good soil for embankment is laid in layers and compacted using Road Rollers. Fly ash can also be used for embankment construction. The Sub-grade is the top 30 cm thickness of the earthwork which is constructed by using better selected soil and compacted with higher effort. Complete and proper compaction is crucial to building a long lasting road.

Compaction of the sub-grade soil of the road, Rampur Fakhruwal to Rampur Road, Length 2.47 Km., Cost Rs 40.55 Lakhs, Year 2001-02, District Jalandhar, Punjab.
While creating an embankment, in addition to the road width, shoulders are also provided and compacted to protect the road and provide additional width to allow vehicles to pass each other.
Construction of Granular Sub-base and Base Layers

After the laying and compaction of the Embankment, a sub-base layer of granular material (sand, gravel or stone, slag, concrete, etc. in crushed form) is laid and compacted properly. Metalling of the Road by base course layers of Water Bound Macadam (WBM) is then carried out systematically. WBM is constructed by spreading and compaction of coarse and fine aggregates. The coarse aggregate is generally metal (generally crushed rocks, possessing adequate strength, hardness, toughness, durability and of the right shape) which is spread over the road surface and compacted dry by repeated passing of a road roller. After this dry rolling of metal, screening material (to fill the spaces between the metal pieces) is added and again the dry rolling is done. After sufficient compaction, water is added and the wet rolling is carried out with road roller to achieve the full compaction. If required, the binding material is also added to avoid raveling of the metal. The strength of the layer to sustain the traffic load comes from the interlocking of the metal pieces achieved by the compaction. A number of WBM layers with progressively smaller sized metal may be done depending on the strength of the sub-grade soil and traffic intensity.
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Preparation for construction of granular Sub-base: Dabra Jangipur Road to Gadi, Length 4.00 Km. Cost  63.89 Lakhs. District Gwalior, Madhya Pradesh.

Laying of metal with the help of Camber Board: Length: 4.20 Km. Cost 64.56 Lakhs. District Gwalior, Madhya Pradesh.

Wet rolling of Water Bound Macadam Road after screening and binding material has been spread: B.C.C. Road to Sengalipallam, District Karur, Tamil Nadu.
Wearing Course

After the WBM layers have been constructed, the surface and wearing course, which forms the surface of the road is constructed. For rural roads, this layer is generally a two coat Surface Dressing (SD) or Premix Carpet (PMC) with Seal Coat. In Surface Dressing, hot Bitumen is sprayed on the brushed WBM surface and small size metal aggregate (chips) are spread out evenly and rolled using road roller. In PMC, the aggregate and Bitumen are hot mixed and laid at a temperature of about 125°C and rolled using a road roller.

‘Cold Rolling’ may also be done using Bitumen emulsion which can be worked at atmospheric temperature.
Premix carpet after compaction:
Alampadi to Ivanur Road, Length 5.20 Km., Cost: 53.36 Lakhs,
District Cuddalore, Tamil Nadu.

Laying and compaction of 20 mm thick Pre Mix Carpet:
Periyavadugapatti to Mangasolipalyam Road, Length 3 Km.,
Cost: 33.54 Lakhs, District Karur, Tamil Nadu.
Surface Drainage, Side Drainage and Cross Drainage and Protection Works

Proper Cross Drainage is an important feature of these roads. Integration of side drains with cross drains is to be ensured. The drainage along and across the road has to be proper, so that water does not erode the road structure. Drainage has to be planned as part of road design.

Drainage of the road surface itself is extremely important. This is achieved by providing a gentle slope of 3% (depending upon the surface) on either side of the central line of the road. This slope is called Camber, and it has to be uniform along the length of the road except at curves, where the outer surface is raised (super elevation) to balance the centrifugal forces on the vehicle.

Hill side protection work and side drain: Shenal to Saunel Road, Length: 4.28 Km., Cost- 125 Lakhs, District Shimla, Himachal Pradesh.
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Hume pipe vented causeway.
The super elevation is visible at the curves at bottom right and top left. The side drain well integrated with the cross drain is also visible.: Bhimanagar to Bavarchiwadi Road, Length: 1.23Km, Cost- 14.66 Lakhs, District Satara, Maharashtra.

Slab culvert: Avulamanda to Pathanancharapuram Road
Length: 3.5 Km. Cost: Rs.19.5 lakhs, District Prakasham, Andhra Pradesh.
Quality Control

Quality starts with proper survey and design. Under PMGSY, the designs are scrutinized by State Technical Agencies (STAs) to ensure scientific design catering to local soil, terrain, climate and traffic requirements in the most economical manner.

Quality during construction being equally important, a three tier quality control mechanism has been devised – the first tier consists of the contractor’s field laboratory, where tests are to be carried out as per prescribed Quality Control Hand Book at various stages of the work, under supervision of the Programme Implementation Unit (PIU). The second and third levels consist of random inspection by Quality Monitors employed by the State Nodal Agency and National Rural Roads Development Agency respectively.

The majority of the tests are carried out to determine the compaction of the various layers, and the nature, quality and size of the various granular and other materials used. Most equipment like Sieve Set, Moisture testing apparatus, Proctor compaction testing apparatus, etc are inexpensive and extremely easy to use.

Relentless testing and merciless quality control is the only guarantee of a well constructed road.

Contractor’s Field laboratory, Block: Jaura, District Morena, Madhya Pradesh.
Field laboratory. District South 24 Pargana, West Bengal.

Field Testing of N. H. 203 to Noagadi Road Length: 1.5 Km. Cost: Rs.33.00 Lakhs, District Bhubneshwar, Orissa.
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<td>Panchayati Raj &amp; Rural Development</td>
<td>AP State Rural Development Agency</td>
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<td>J Anil Kumar, Assistant Executive Engineer, Panchayati Raj</td>
<td>Shri Gyneshwar, Chief Engineer, Panchayati &amp; Rural Development, SRTGN Bhawan, Erumanchi Colony, Hyderabad.</td>
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<td>Public Works Department Govt. of Arunachal Pradesh</td>
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<td>Shri Tomi Ete, Addl. CE, Public Work Department Govt. of Arunachal Pradesh</td>
<td>Shri K. Hazarika, Chief Engineer, Public Works Department, Chandmari, Guwahati-3</td>
<td><a href="mailto:Boraete@rediffmail.com">Boraete@rediffmail.com</a></td>
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<td>Assam</td>
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<td>Shri M.P. Singh, Chief Engineer, Rural Engineering Organisation</td>
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<td>Roads &amp; Buildings Department</td>
<td>Roads &amp; Buildings Department</td>
<td>Gujarat State Rural Road Development Agency</td>
<td>Shri K.M. Patel, Superintending Road Engineer, Quality Control (R&amp;B) Department, Gandhinagar, Gujarat</td>
<td>Rasik K Chauhan, Under Secretary, PWD (Roads and Bridges)</td>
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<td>Haryana</td>
<td>Public Works Department (Bridges and Roads)</td>
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<td>Haryana State Roads &amp; Bridges Development Corporation</td>
<td>Shri Dharam Pal, Superintending Engineer (Roads), Govt. of Haryana, S.C.O No. 24, Sector -7C, Madhya Marg, Chandigarh</td>
<td>S C Jindal / G D Goel, Executive Engineer, PWD(B&amp;R)</td>
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<td>Jharkhand Rajya Gramin Path Vikas Pradhikaran</td>
<td>Shri P.M. Toppo, Chief Engineer Deptt. of Rural Development, Jharkhand, Project Bhawan, Ranchi</td>
<td>Narendra Prasad Sharma, Assistant Engineer, Rural Engineering Organisation</td>
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<td>Jammu &amp; Kashmir</td>
<td>Planning &amp; Development Department</td>
<td>Aamir Ali, Rural Engineering Wing, Rural Development</td>
<td>Jammu Planning &amp; Rural Engineering Department</td>
<td>Jammu &amp; Kashmir, Nodal Officer, PMGSY, Ex. Engineer</td>
<td>Shri Parvez M. Fazili, Nodal Officer, O/o CE, (R&amp;B) Silk Factory, Rabigh Road Kashmir</td>
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<td>Karnataka</td>
<td>Engineering Public Works Department</td>
<td>Shri Nagarajiah, Superintending Engineer, Rural Development</td>
<td>Karnataka</td>
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<td>Shri B.K. Bhattacharya, Additional Chief Engineer, PWD</td>
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<td>Kerala</td>
<td>Development Rural Engineering</td>
<td>B Ravi, Junior Engineer, (Special Grade), Rural Development and Panchayati Raj</td>
<td>Kerala State Road Engineering Corporation</td>
<td>Kerala</td>
<td>Smt. P. K. Sujata, Superintending Engineer, Commissionerate of Rural Development, Shillong, Meghalaya</td>
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<td>Meghalaya</td>
<td>Development Rural Public Works</td>
<td>B K Bhattacharjee, Additional Chief Engineer, PWD, Lower Lachumrei, Shillong, Meghalaya</td>
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<td>Shri B.K. Bhattacharya, Chief Engineer, Development, Lower Lachumrei, Shillong, Meghalaya</td>
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<td>Maharashtra</td>
<td>Development Rural Public Works</td>
<td>Shri M. M. Shinde, Section Officer</td>
<td>Maharashtra</td>
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<td>Shri D M More, Joint Secretary &amp; Chief Engineer (EGS), Planning Department, 6th Floor, Mantralaya, Mumbai</td>
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<td>Manipur</td>
<td>Rural Development</td>
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<td>T Rabindra Kumar</td>
<td>Sh. P. Kipgen, Secretary(Works) &amp; CERDPR, Government of Manipur, Imphal</td>
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<td>Madhya Pradesh</td>
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<td>Madhya Pradesh</td>
<td>Govind Pancholi, Assistant Manager, MPRRDA</td>
<td>Smt. M.K. Gupta, General Manager (Tech.), MPRRDA, Vindhyachal Bhawan, Ilind Floor, Bhopal, Madhya Pradesh</td>
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<td>V L Ruata Sallo, Executive Engineer, Vanlai Dhsaka, Superintending Engineer, PWD</td>
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<td>Er. S. Sahu, JE, PMGSY Cell, C.E.'s Office, PWD(R&amp;B), Ph# (0370) 2244599 (O), Fax (0370) 2227781, email : <a href="mailto:steve2kin@yahoo.com">steve2kin@yahoo.com</a></td>
<td>Shri Hito Visa, Addl. Chief Engineer, PWD (R&amp;B), Kohima, Nagaland</td>
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<td>Shri Manoranjan Mishra, Engineer in Chief, Rural Development Department, Orissa</td>
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<td>Public Works Department (Roads &amp; Bridges)</td>
<td>Public Works Department (Roads &amp; Bridges)</td>
<td>Punjab Roads &amp; Bridges Development Board</td>
<td>Shri Amrit Inder Singh, Joint Secretary, Punjab Road &amp; Bridges Development Board, Govt. of Punjab, 106-108, Sector 17D, Batra Building, Chandigarh-160017, Punjab</td>
<td>Kulwinder Singh Rao, C/o Joint Secretary, Punjab Road &amp; Bridge Board</td>
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<td>Rajasthan</td>
<td>Public Works Department</td>
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<td>Rajasthan Rural Road Development Agency</td>
<td>Shri P.K. Jain, Executive Engineer (R&amp;D II), Room No 211, IInd Floor, A-Block, Cross Drainage Works Office, PWD, Jaipur, Rajasthan</td>
<td>S.K. Singhvi, Superintending Engineer (Traffic), PWD</td>
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<td>Shri G.P Sharma, Addl Chief Engineer, Department Of Rural Development, Tashiling Secretariat, Gangtok</td>
<td>Rajen Sharma, Divisional Engineer, Rural Development</td>
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<td>Tamil Nadu Rural Housing &amp; Infrastructure Development Corporation</td>
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<td>Superintendent Engineer, Directorate of Rural Housing Chennai</td>
<td>V Ravichandran, AEE, Directorate of Rural Development</td>
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<td>25</td>
<td>Tripura</td>
<td>Public Works Department</td>
<td>Public Works Department</td>
<td>Tripura Rural Road Agency</td>
<td>Shri K.V. Satyanarayan, Commissioner, Central Secretariat, Govt. of Tripura, Agartala, Tripura</td>
<td>S Sankar Banik, Executive Engineer/Superintending Engineer (Planning)</td>
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<td>Sr. No</td>
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<td>26</td>
<td>Uttar Pradesh</td>
<td>Rural Development</td>
<td>1. Public Department Works</td>
<td>Uttar Pradesh Grameen Sadak Vikas Abhikaran</td>
<td>Shri Debashish Panda, Commissioner, Department Rural Development, 10th Floor, Jawahar Bhawan, Lucknow</td>
<td>P R Roy, Executive Engineer, PWD</td>
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<td>Uttarakhand</td>
<td>Rural Development</td>
<td>Rural Development, Public Works Department</td>
<td>Uttarakhand Rural Road Development Agency</td>
<td>Shri A.K. Khanduri, OSD (PMGSY), 4, Subhash Road, Secretariat (FRDC), Government of Uttarakhand, Dehradun, Uttarakhand</td>
<td>C L Kapoor, TE(TAC), Forest &amp; Rural Development Branch</td>
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<td>28</td>
<td>West Bengal</td>
<td>Panchayat &amp; Rural Development</td>
<td>Engineering Wing of Zila Parishad</td>
<td>West Bengal State Rural Development Agency (WBSRDA)</td>
<td>Sh.T.K. Majumdar, Joint Secretary, Rural Development Department, Kolkata, West Bengal</td>
<td>Dr B K Ghosh, Executive Engineer, Panchayat &amp; Rural Development</td>
<td></td>
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</tbody>
</table>
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(An Agency of the Ministry of Rural Development, Govt. of India)