

ANNUAL REPORT

2008-2009



NRRDA

National Rural Roads Development Agency
Ministry of Rural Development,
Government of India

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1 INTRODUCTION

1.1 The primary functions of transportation include mobility, connectivity and accessibility. Road transport in general and rural transport in particular provides door to door service, thus ensures accessibility to nooks and corners of the country. It has been realized that the absence of All Weather Road Connectivity is a major impediment in the development of rural areas, since lack of access results in isolation and remoteness of rural masses and thereby depriving them of opportunities of employment, health care and education. Over and above, lack of connectivity increases the vulnerability of such communities during episodes of natural disaster. Government of India, having realized that providing rural accessibility serves as a means for poverty alleviation, launched Pradhan Mantri Gram Sadak Yojana (PMGSY) as a fully funded centrally sponsored plan on 25th December, 2000, with the primary objective of providing All Weather Road Connectivity to all habitations of 500 and above population in plains and 250 and above population in hill states, desert and tribal areas. Upgradation of selected major rural roads is also envisaged in this programme for ensuring full farm to market connectivity.

1.2 At the time of launching of PMGSY nearly 40% of habitations were not connected by All Weather Roads. Having gone through a systematic preparation of District Rural Roads Plan (DRRP) and identifying the Core Network, that ensures single All Weather Connectivity to all the eligible habitations, 1.67 lakh habitations are targeted for New Connectivity with an estimated road length of 3.66 lakh km. Simultaneously, a length of about 3.73 lakh km of existing roads are proposed for upgradation. The total investment under the scheme has been estimated at about Rs. 1.32 Lakh Crore (2003-04 prices).



1.3 Government of India has announced a time bound business plan - Bharat Nirman with a view to augmenting rural infrastructure. It has six components including rural connectivity. Under Bharat Nirman, it is targeted to provide all weather connectivity to all habitations having population of 1000 or more (500 and more in hill States, tribal and desert areas) by 2009. It is estimated that under Bharat Nirman 59564 habitations would be provided new connectivity with road length of 1.46 lakh km. Besides, 1.94 lakh km of existing through routes would be upgraded/renewed. The total investment during 2005-09 on rural connectivity under Bharat Nirman has been estimated at Rs. 48, 000 crore.



1.4 The National Rural Roads Development Agency (NRRDA) was established on 14th January, 2002 under the Societies Registration Act - XXI of 1860 to extend support to the programme through advice on technical specifications, project appraisal, quality monitoring and management of monitoring systems. The Agency has been conceived as a compact, professional and multi-disciplinary body to provide requisite technical and management support to the Ministry of Rural Development and to the State Governments for effective implementation of the programme.



2. OBJECTIVES OF NRRDA

The National Rural Roads Development Agency was set up primarily with the following objectives:

- (i) To discuss with different Technical Agencies and arrive at appropriate Designs and Specifications of Rural Roads and, thereafter, to assist the Ministry of Rural Development in prescribing the Designs and Specifications of Rural Roads, including Bridges and Culverts.
- (ii) To determine the tasks to be performed by the Principal Technical Agencies and State Technical Agencies.
- (iii) To appoint reputed Technical Institutions as Principal Technical Agencies and State Technical Agencies to perform the tasks to be entrusted to them.
- (iv) To render assistance to States or Union Territories in preparing District Rural Roads Plans.
- (v) To scrutinize or arrange to scrutinize the proposals received from States and Union Territories for consideration by the Ministry of Rural Development.
- (vi) To oversee and inspect or arrange to inspect through Independent Monitors, the execution of the road-works cleared by the Ministry and being implemented by States or Union Territories through their Executing Agencies.
- (vii) To appoint serving or retired Engineers, Academicians, Administrators and other Agencies, with experience in Rural Roads, as Independent Monitors to ensure proper execution of road works by the State Agencies.
- (viii) To Monitor the progress of the road-works with particular reference to time frame for completion, Technical Specifications, Project Appraisal and Quality Control methods.



- (ix) To set up an "On-line Management and Monitoring System", incorporating both intranet and internet-based system, for obtaining updated information to facilitate a ready viewing and screening of data.
- (x) To send periodic reports to the Ministry of Rural Development on the progress of implementation of road works by the States or Union Territories.
- (xi) To Monitor the planning for and plantation of fruit bearing and other suitable trees on both sides of the rural roads undertaken by the States or Union Territories, under the Pradhan Mantri Gram Sadak Yojana.
- (xii) To Monitor the expenditure incurred by the States or Union Territories in implementation of the Pradhan Mantri Gram Sadak Yojana, with reference to the funds released by Ministry of Rural Development through expenditure reports obtained from the States or Union Territories and through 'On-line Management and Monitoring System'.
- (xiii) To take up Research activities relating to Rural Roads, including execution of Pilot Projects.
- (xiv) To Study and Evaluate different Technologies in respect of Rural Roads and to take up pilot projects involving different technologies.
- (xv) To enter into collaboration with Institutions, Agencies or Bodies of repute, both national and international, in respect of Rural Roads.
- (xvi) To arrange suitable Training Programmes for officers of the Ministry as well as the State Governments or Union Territories concerned with the implementation of the Rural Roads Programme in reputed institutions.



(xvii) To Advise on Measures to improve the Quality and Cost-norms of the Rural Roads.

(xviii) To publish books, literature, take up or arrange for production of publicity material, print, audio or audio-visual in respect of the Pradhan Mantri Gram Sadak Yojana.



(xix) To organise and sponsor Workshops and Seminars in respect of Rural Roads.

(xx) To purchase, lease and hire equipment or machinery required in the construction of rural roads.

(xxi) To take up such activities as necessary to further the objective of the Programme and assist the Ministry of Rural Development in Planning and Implementation of the Pradhan Mantri Gram Sadak Yojana and such other related Programmes as may be taken up.

3. ORGANISATIONAL ARRANGEMENTS

3.1 The Rules and Regulations of the NRRDA state that the General Body shall comprise 21 members. These include representatives of Central Government, State Governments or any other Government authority as Ex-officio Members, registered bodies, institutions engaged in any activity connected with rural roads or any of the objectives of the National Rural Roads Development Agency and persons possessing special expertise, ability or experience relevant to the furtherance to the objectives of the Agency.

Shri Raghuvansh Prasad Singh, Hon'ble Minister for Rural Development is the ex-officio President of NRRDA. Dr Rita Sharma, Secretary, Rural Development is the ex-officio Vice-President of NRRDA since 2nd January 2008. The General Body of the NRRDA is as under:

Sr. No.	Name	Occupation & Address	Designation In NRRDA
1.	Dr. Raghuvansh Prasad Singh	Minister of Rural Development, Government of India, Krishi Bhavan, New Delhi	President (ex-officio)
2.	Dr. Rita Sharma	Secretary, Ministry of Rural Development, Government of India, Krishi Bhavan, New Delhi	Vice-President (ex-officio)
3.	Shri Arvind Mayaram	Additional Secretary & Financial Adviser, Ministry of Rural Development, Government of India, Krishi Bhavan, New Delhi	Member
4.	Shri J.K. Mohapatra	Joint Secretary, Ministry of Rural Development, Government of India, Krishi Bhavan, New Delhi	Director-General (ex-officio)
5.	Shri Sanjay Kumar Rakesh	Director (RC), Ministry of Rural Development, Government of India, Krishi Bhavan, New Delhi	Member
6	Shri B.N. Puri	Adviser (Transport), Room No. 264, Yojana Bhavan, Planning Commission, New Delhi - 110 001	Member
7	Smt Sindhushree Khullar	Additional Secretary, Department of Economic Affairs, Ministry of Finance, Government of India	Member
8	Shri V.K. Sinha	Director General (RD) & Special Secretary, Ministry of Road Transport and Highways, Transport Bhawan, Parliament Street, New Delhi	Member
9	Shri A.S. Sahota	Joint Secretary, Ministry of Panchayati Raj, Krishi Bhawan, New Delhi	Member
10	Shri Rohit Nandan	Principal Secretary, Rural Development, Lucknow, Uttar Pradesh	Member
11	Shri C.S. Rajan	Principal Secretary, Public Works Department, Jaipur, Rajasthan	Member
12	Shri I.S.Dani	Principal Secretary, Panchayat & Rural Development Deptt., Bhopal - 462004, Madhya Pradesh	Member
13	Shri M.C. Boro	Secretary cum Commissioner, Public Works Department, Government of Assam, Dispur, Guwahati-781006, ASSAM	Member
14	Smt. Chitra Ramchandran	Secretary, Rural Development, Hyderabad, Andhra Pradesh	Member
15	Shri Ajay Kumar	Principal Secretary, Rural Engineering Organization, Govt. of Bihar, Patna, Bihar	Member
16	Shri P.K. Nanda	Acting Director, CRRI, Delhi - Mathura Road, New Delhi - 110020	Member
17	Shri H.L. Mina	President, IRC, Sector - 6, Near RBI Colony, Kamakoty Marg, R.K. Puram, New Delhi - 110 022	Member
18	Dr. B.K. Gairola	Director General, National Informatics Centre, 3rd Floor, NIC Head Quarter, A Block, CGO Complex, Lodhi Road, New Delhi - 110003	Member



Sr. No.	Name	Occupation & Address	Designation In NRRDA
19	Shri S.C.Sharma	Retd. DG, MoRTH, 175, Vigyanlok, Mayur Vihar, Phase-I, Delhi - 110091	Member
20	Sh. C.K. Singh	Retd. Engineer-in-Chief, House No. M-10 (D.S.), Hermu Housing Colony, Ranchi - 834002, Jharkhand	Member
21	Prof. P.K. Sikdar	Department of Civil Engineering, Indian Institute of Technology, Powai, Mumbai - 400 076	Member

The tenth meeting of the General Body was held on 3rd November 2008. The meeting was presided over by Shri Raghuvansh Prasad Singh, Hon'ble Minister. During the meeting, apart from the review of the activities of NRRDA, the annual report for the year 2007-08 was approved, the audited Accounts of NRRDA for the year 2007-08 were adopted and the Revised Estimates for the year 2008-09 passed.

3.2 The Rules and Regulations of the NRRDA further state that there shall be an Executive Committee of the Agency. The Executive Committee of the NRRDA comprises Director-General, NRRDA who is the ex-officio Chairman, and upto seven Members to be appointed by the President of NRRDA. Of these, one is Finance Member and four are to be from among the Principal Technical Agencies. In addition, two officials of the Agency may be nominated by the President. The Committee is vested with all executive and financial powers of the Agency, subject to such directions as may be issued by the Government of India and General Body from time to time. The Executive Committee of the NRRDA is as under:

No.	Name	Occupation & Address	Designation In NRRDA
1.	Shri J.K. Mohapatra	Joint Secretary, Ministry of Rural Development, Government of India, Krishi Bhavan, New Delhi	Director-General (ex-officio)
2.	Dr. Praveen Kumar	Professor, Transportation Engineering Section, Department of Civil Engineering, IIT, Roorkee- 247667	Member

No.	Name	Occupation & Address	Designation In NRRDA
3.	Dr. S.L. Dhingra	Professor, Transportation Engineering Section, Department of Civil Engineering, Indian Institute of Technology, Powai- 400076, Mumbai, Maharashtra.	Member
4.	Dr. Ashok Kumar Sarkar	Dean Faculty Div-I, Department of Civil Engineering, Birla Institute of Technology & Science, Pilani- 333031, Rajasthan	Member
5.	Prof. K. Sudhakar Reddy	Professor, Civil Engineering, Indian Institute of Technology Kharagpur- 721302, West Bengal	Member
6.	Shri V.J. Menon	Director (Finance) Ministry of Rural Development, Krishi Bhawan, New Delhi	Member
7.	Smt. Gargi Kaul	Director (F & A), NRRDA, New Delhi	Member
8.	Dr. B.P. Chandrasekhar	Director (Technical), NRRDA, New Delhi	Member

3.3 The Organisational Structure as approved by the General Body consists of five Divisions. The present deployment is given at Annexure I. The following was the staff position during 2008-09.

1. Shri J. K. Mohapatra, Joint Secretary (RC) and Director General (NRRDA) (ex-officio)
2. Smt. Gargi Kaul, Director (Finance & Administration)
3. Dr. B. P. Chandrasekhar, Director (Technical)
4. Shri H. K. Srivastava, Director (Project-I)
5. Shri A. D. Kapaley Director (Project-II).



6. Shri Prabha Kant Katare, Chief Quality Co-ordinator and Director (Project-III).
7. Dr. I. K. Pateriya, Joint Director (Tech.).
8. Smt. Madhavi Vedula, Assistant Director (Tech.).
9. Shri C. P. S. Yadav, Assistant Director (Project-I).
10. Shri Rakesh Kumar, Assistant Director (Project-III).
11. Shri Rajumon K. V., Draughtsman, (Project-III).

Routine functions are outsourced through service providers.

4. PRADHAN MANTRI GRAM SADAK YOJANA

4.1 PLANNING

4.1.1 District Rural Roads Plans and Core Network:- The Core Network is



that network of rural roads which is essential to provide basic access to all habitations. Basic access is defined as the single all weather road connectivity to a habitation. The Core Network consists of existing roads as well as roads to be constructed to eligible un-connected habitations.

The Core Network consists of existing roads as well as roads to be constructed to eligible un-connected habitations.

4.1.2 All State Governments were requested to prepare District Rural Road Plans and identify the Core Network for future planning under the PMGSY. The States were advised to finalize the DRRP and Core network data after making necessary corrections, if any, and freeze the data. After freezing the data, all the States were requested to send the final Core network data both in hard and soft copies, to MoRD/NRRDA for further use. The final Core Network data has been received from all the States. However, some States expressed the need to review the Core Network for modifications in the structure or changing the connectivity status of habitations after a through inventory and ground truthing. Andhra Pradesh and West Bengal have already completed the exercise and submitted the modified core network. Bihar has already started the exercise and the finalization is expected shortly. Though Kerala obtained permission, further progress is yet to be received from the State.

4.2 TECHNICAL SUPPORT

4.2.1 **Principal Technical Agencies:-** With the approval of President NRRDA, seven Principal Technical Agencies (PTAs), primarily Indian Institutes of Technology/other Premier Technical Institutions were appointed to provide technical support and take up research projects, study and evaluate different technologies and advise on measures to improve the quality and cost norms of Rural Roads. List of PTAs is at Annexure II.

4.2.2 **State Technical Agencies:-** The STAs scrutinise the project proposals prepared by the State Government and provide technical support to the State Governments. The scrutiny by the STAs will expedite the process of project



clearance, establish a certain degree of technical discipline and rigour in the implementation of PMGSY. At the same time, it is administratively convenient for State authorities. List of State Technical Agencies as on 31.3.2009 is at **Annexure III.**

4.2.3 Procurement of Works

The Programme Guidelines provide for a well established procedure of tendering through competitive bidding for all projects under the programme. A Standard Bidding Document (SBD) was developed and prescribed for the programme in March, 2003. The template Standard Bidding Document was adopted by all the States and the works under the programme are being executed on the basis of this document. Recently, amendments no. 6, 7 and 8 have been affected to the document, which provides for:



- Provision for sub-contracting of routine maintenance work for packages more than Rs. 5 Crore.
- In the Left Wing Extremist Affected (LWEA) districts, the requirement of turnover for packages of any size has been brought down to 50% of the amount put to bid and experience of similar works has been brought down to 1/4th.
- A time limit of 45 days has been fixed for submission of claims to competent



authority at the first instance and 90 days for appeal before the competent forum.

4.2.4 e-Procurement under PMGSY

As per PMGSY Guidelines a well established procedure for tendering through competition is required to be followed for selection of agencies for executing the projects sanctioned under the Scheme. The experience of e-Tendering of PMGSY works in Andhra Pradesh and Orissa has demonstrated that e-Tendering substantially reduces transaction processing time, increases competitiveness with enhanced transparency and reduces overall cost of bid process management. Keeping in view the comparative advantages of e-Tendering, the Ministry of Rural Development have decided that all PMGSY works shall be procured through e-Tendering w.e.f. April 1, 2009.

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The States of Andhra Pradesh, Orissa, Haryana, Gujarat, Karnataka and West Bengal have already started procurement of works under the programme through e-Tendering. The States of



Assam, Chhattisgarh and Madhya Pradesh are in advance stages of fully institutionalizing the e-Procurement under the programme.

4.3 Project Scrutiny and Clearance

The project proposals after approval by the State Technical Agencies are submitted to NRRDA where a test check is carried out and further scrutiny done to ensure that the proposals have been prepared keeping in view the Programme Guidelines. These are then placed before the Empowered Committee for consideration. Proposals of Rs 37,762.95 crore were examined and cleared by the Empowered Committee during 2008-09. The State-wise details are in **Annexure IV**.

Proposals of Rs 37,762.95 crore were examined and cleared by the Empowered Committee during 2008-09.

4.4 Maintenance Audit of PMGSY Roads

A provision for five year post construction maintenance contract alongwith the construction contract has been introduced from the year 2003. However, considering the fact that the maintenance activities have not received due attention and with a view to energise the system and bring focus on maintenance, an audit of maintenance activity being carried out on Core Network roads in general and particularly on PMGSY roads constructed was undertaken in



the States of Andhra Pradesh, Assam, Chhattisagrh, Haryana, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Meghalaya, Mizoram, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh & West Bengal. The general shortcomings are in respect of :



1. System of working out the yearly fund requirement for maintenance needs strengthening.
2. Maintenance of core network roads or the roads where five year initial maintenance is over is not receiving due priority.
3. Monitoring at the PIU level and at the State level on the maintenance activities or projecting the fund requirement, availability and its utilization requires to be streamlined and strengthened.
4. In some cases, the PIUs were not in a position to enforce the maintenance provision in the contract in absence of the availability of funds.
5. Some maintenance activities have started during maintenance audit period which has also acted as an awareness generation campaign.

The soft copy of the report has also been sent to the respective States. The States have been requested that the institutional arrangements for monitoring the maintenance activities be put in place. Also a quarterly report on funds made available for maintenance and expenditure has been prescribed. The findings of Audit, it is hoped, would help the States in addressing the shortcomings in the system.



5. Quality Assurance Mechanism under Pradhan Mantri Gram Sadak Yojana

PMGSY lays special emphasis on quality of road works. Rural roads being the State subject, the State Governments are executing the programme and ensuring the quality of road work is their primary responsibility. In order to ensure the requisite quality standards, a three tier quality mechanism is envisaged under the programme. The mechanism is based on a process of in-house quality control at the field level followed by independent quality monitoring at the State and National levels.



The *first tier* of this mechanism is in-house quality control by way of ensuring mandatory tests under the supervision of officers of Programme Implementation Unit (PIU), on quality of material and workmanship through establishment of field laboratory by the Contractor. Essential provisions have been made in the Standard Bidding Document regarding enforcement of quality standards through provisions of contract in respect of quality testing, deployment of machinery and equipments necessary for achieving required quality standards and deployment of technical personnel by the Contractor.

A Quality Assurance Handbook for Rural Roads has been developed and provided to all field functionaries. This publication provides compiled information about quality control requirements, management systems and equipment and testing procedures for quality control. After thorough examination, new practicable frequencies of quality control tests have been prescribed. The concept of stage passing through prescription of testing by various levels of field functionaries has also been introduced in order to ensure clear accountability.

The *second tier* of quality mechanism is envisaged through deployment of State Quality Monitors, independent of executing machinery. In this tier, the State is required to monitor the quality of the works at the State level with a view to ensure that the first tier is achieving its intended objectives and each work is inspected at three stages, i.e. initial stage, middle stage and final stage of construction.

The *third tier* is also independent monitoring of quality. In this tier, quality monitoring is envisaged through deployment of independent National Quality Monitors (NQMs) by NRRDA. The quality monitoring in this tier is envisaged as a mechanism to provide guidance to the field functionaries rather than fault finding. The NQMs are Senior Engineers retired from the State Governments or Government of India Organizations empanelled on the basis of the criteria fixed by NRRDA. The NQMs are required to inspect the works on random basis and to



identify the deficiencies in quality of works on the basis of prescribed guidelines. The observations of NQMs are sent for action to the State Governments and Action Taken Reports (ATRs) are monitored at NRRDA. To ensure effective and uniform reporting of the quality issues, orientation programmes are organized for NQMs in association with National Institute for Training of Highway Engineers (NITHE).

An independent Selection Committee comprising Secretary General, IRC, Director CRRRI, one subject matter specialist nominated by IRC and two members of STAs/PTAs considers the CVs of fresh candidates and performance of existing NQMs. Based on the recommendation of the Selection Committee, the Executive Committee of NRRDA approves the empanelment of NQMs. Performance evaluation of the existing NQMs is also carried out by the independent Performance Evaluation Committee comprising officers from STA/PTAs. During 2008-09, 29 New NQMs have been empanelled and 12 NQMs have been discontinued on the basis of results of performance evaluation. At present, 91 NQMs are on panel for performing inspections.

Performance evaluation of the existing NQMs is also carried out by the independent Performance Evaluation Committee comprising officers from STA/PTAs. During 2008-09, 29 New NQMs have been empanelled and 12 NQMs have been discontinued on the basis of results of performance evaluation.



A statement showing the quality grading of works inspected in various States from January, 2007 to March, 2009 is at Annexure V.

6. MONITORING

6.1 ON-LINE MANAGEMENT, MONITORING AND ACCOUNTING SYSTEM (OMMAS)

The Online Management & Monitoring System constitutes a core component of PMGSY. In order to effectively monitor the entire programme and bring about greater efficiency, accountability and transparency in implementation, this web enabled application software has been developed by the Centre for Development of Advanced Computing (C-DAC) for the Ministry of Rural Development. The software is available through the PMGSY website www.pmgsonline.nic.in.

During the year, at the request of the Ministry and NRRDA, C-DAC enhanced the existing modules and also added and modified reports for Bharat Nirman, physical and financial performance monitoring and stabilized the accounting module. Action was taken to ensure that the reliability and integrity of the data was maintained. Trainings were conducted wherever required, through C-DAC and the identified Master Trainers.



6.2 Review Meetings

To monitor the implementation of the projects by State Governments, Review Meetings were held during 2008-09 in various states. Keeping in view the time frame of Bharat Nirman, it was decided to closely monitor this component through regular reviews. In this context, Review Meetings were held in Focus States viz. Assam, Chhattisgarh, Madhya Pradesh, Orissa and West Bengal. Review Meetings with PIUs and State officials were carried out by the Directors of NRRDA and the progress and status of implementation of the Bharat Nirman component were reviewed in the above States. Review Meetings in respect of West Bengal were held on 22nd August, 2008, 12th December, 2008 and 20th January, 2009, Chhattisgarh on 8th September, 2008, Assam on 21st August, 2008, 24th November, 2008, 12th December, 2008 and 17th February, 2009, Orissa on 7th August, 2008 and 16th October, 2008 and Madhya Pradesh on 22nd August, 2008.

During the year, Review Meetings were held in Focus States viz. Assam, Chhattisgarh, Madhya Pradesh, Orissa and West Bengal.

6.3 Transparency and Citizen Monitoring

6.3.1 State Governments have been advised to fix Citizen Information Boards on every PMGSY road in local language with a view to share information with the citizen and enhance transparency in the programme implementation. The Board has been designed to provide details of actual work proposed at the site. Details relating to width of each layer of the pavement along with the quantity of the materials required to be used in each layer are displayed on the Board.





In order to enhance transparency in the Programme, State Governments have been advised to adopt a system of inviting public representatives for joint visit of PMGSY roads. The following arrangement of joint inspection has been advised:

In order to enhance transparency in the Programme, State Governments have been advised to adopt a system of inviting public representatives for joint visit of PMGSY roads.

- The Superintending Engineer concerned of the zone/region will request the Hon'ble MP and Zilla Pramukh representing that zone/region once in six month duration to select any PMGSY project(s) in respective areas and joint inspection/ visit would be organized.
- The Executive Engineer incharge of division will request the Hon'ble MLA/ Chairperson of Intermediate Panchayat once in three months to select any PMGSY project(s) in respective areas and joint inspection/ visit would be organized.
- Similarly, the Assistant Engineer incharge of the sub-division will request the concerned Sarpanch of the Gram Panchayat once in two month duration to select any PMGSY project(s) in respective areas and joint inspection/ visit would be organized.

6.3.2 On the recommendations of the Public Accounts Committee, a pilot project on social audit under PMGSY was taken up. The Public Affairs Centre, Bangalore, was entrusted the pilot project for Citizen monitoring under PMGSY. The Centre had a background of citizen monitoring of quality of road works in Bangalore city. The objectives of the pilot project were:



- (a) Conceptualization and exploration of Citizen Monitoring of road works under PMGSY.
- (b) Development and trial of monitoring quality and testing equipment kit.

Two districts one each in Karnataka and Tamil Nadu were selected. In this phase, the tool kit was developed but citizen monitoring concept could not be brought to a logical conclusion. The quality monitoring through rural citizen volunteers could not be made successful because of many reasons including no linkage of monitoring agency with implementing agency; unpredictable field operations, rural citizen could not be persuaded to monitor the quality and conduct the tests in neutral fashion and local disputes and antagonism was found to surface during monitoring activity.

As a result, three more options for volunteers were tried. The NGOs, students of college and school children were also selected in addition to rural citizen but success could not be achieved and it was felt that there was a need to pay more attention in finding network and organizations to lead such an activity.

Based on the findings of Phase-I, Phase-II of the pilot was launched in April, 2008. The objectives of this pilot were:





- (a) To develop and field test methodology for Citizen Monitoring of the PMGSY road.
- (b) To explore the scope for Social Audit of PMGSY and suggest methodology for Social Audit involving Civil Societies.

With the technical support from IR RASTA Centre for Road Technology, Bangalore, the Phase-II was started in June 2008. In the States of Orissa and Karnataka, 18 works in 4 districts were selected and the pilot was tested. The methodology adopted for the pilot was:

- (a) Identification of Civil Society organization to support the audit and monitoring in the respective districts.
- (b) Development of audit tool and instruments.
- (c) Citizen Monitoring of on-going works and audit of completed works by Citizen Monitoring and Audit Team (CMAT).
- (d) Beneficiary feedback survey.

The findings of this pilot are:

- (a) The pilot has amply demonstrated the feasibility of Citizen Monitoring and Audit of road works under PMGSY.
- (b) Quality Testing Equipment kit has proved user friendly and effective.
- (c) Identification of intermediary civil society organization and its presence in the State/ District is critical to mobilize rural citizen participation.

Feedback about PMGSY roads, which emerged from this pilot, mainly included:

- (a) 76% respondents wanted that community must play a role in monitoring the maintenance and 64% expressed willingness to be citizen monitors. Level of satisfaction with construction quality was overall 86% in respect of ongoing roads and 88% for completed roads.
- (b) 46% respondents found that the PMGSY Information Board was the source of awareness for PMGSY roads. About 19% respondents reported about discussions held on PMGSY in the Gram Sabha.

Feed back from public indicate that level of satisfaction with construction quality was overall 86% in respect of ongoing roads and 88% for completed roads.



(c) 0.95 km was overall perceived average distance between the PMGSY road and the home. In cases where work was on-going, 92% households and 94% villages perceived benefits, however, on completed roads 95.5% households and 94.5% villages actually felt benefits.



(d) 98% was usage of road in general and 84% was the daily usage of road. Overall perceived benefit for transporting agricultural product was 80%, however, overall felt benefit was 91%.

(e) Overall perceived benefit for better access to health care facilities was 81%, however, the felt benefit was 72.5%. The felt benefit regarding better access to schools was 75.5%.

7. RESEARCH & DEVELOPMENT

The NRRDA has taken R&D initiatives in the following areas: -

- Use of Jute Geo Textiles.
- Rural Roads Pavement Performance Study.
- Traffic Volume Studies on completed PMGSY Roads.
- Cement Concrete Pavements.
- **Use of Jute Geo Textiles in Rural Roads:** - Cost of road construction being higher in poor soil, R&D findings on the benefits of using Jute to improve soil strength is being further investigated. In order to prove the efficacy at field level of the use of Jute Geo Textiles in Rural Road Construction, a Pilot Project has

been initiated and the Jute Manufactures Development Council (JMDC), an Agency of Ministry of Textiles was identified as the nodal agency for the Pilot Project which in turn has retained Central Road Research Institute (CRRI), New Delhi as Technical Consultant. An MOU has been signed between NRRDA and JMDC. Roads for the Pilot Project have been selected in five States.

The Detailed Project Reports for the selected road works, prepared by JMDC under the guidance of CRRI, have been cleared by Empowered Committee. The SRRDAs have already awarded the works following the provisions of SBD with necessary special conditions. Six roads with JGT Technology have been completed and the performance evaluation of these roads is being carried out by CRRI.

Six roads with JGT Technology have been completed and the performance evaluation of these roads is being carried out by CRRI.

- **Rural Roads Pavement Performance Study:** - Rural Roads Pavement Performance Study has been initiated on the recommendations of the Workshop conducted for STAs, in order to enable the evaluation of the following:
 - (i) Efficacy of the current design procedures for sustainability.





- (ii) Trends in the growth pattern of the traffic plying on the roads under different socio-economic environments.
- (iii) The progression of deterioration of the pavements over a period of time under different field conditions.

Institutions for carrying out Rural Roads Pavement Performance Study have been identified and MoU have been signed.

The preliminary and successive progress report from 16 institutions has been received and is being analyzed for drawing conclusions. The Institutes that have not submitted the progress report were asked to refund the money given as advance.

- **Traffic Volume Studies on completed PMGSY Roads:** Traffic expected to use the road during the design life period of the road is one of the key parameters in the design of the pavement. Currently, for the new roads, a heuristic judgment of the base year traffic is made based on the experience of the existing roads under similar conditions and then projected with an assumed growth rate of 6%. For the roads taken for upgradation, the base year traffic is assessed through Traffic Counts.

In order to verify whether the assumed based year traffic and / or the assumed



growth rate is reflected in the traffic plying on the road after its completion, it is proposed to conduct Traffic Volume Surveys on representative roads taking one per block in the set of roads completed before December, 2003, preferably of Phase-II. The task was assigned to STAs, who selected the roads in consultation with the respective SRRDAs. Eighteen institutions have collected the data and submitted, which is being analyzed for drawing conclusions.

● Technology Demonstration Projects:-

Projects received from States are scrutinized and submitted to Empowered Committee for Technical demonstration. Projects with black topping of Gravel roads were sanctioned to Andhra Pradesh and performance evaluation of these roads is entrusted to NIT, Warangal. States are encouraged to submit Technology Demonstration Projects along with regular proposals.



8. Externally Aided Projects

8.1 Since resources available from the cess High Speed Diesel (HSD), levied under the Central Road Fund Act, are inadequate to finance a programme of this size, the Ministry of Rural Development has been authorized to take appropriate steps in coordination with the Ministry of Finance to generate additional financial resources including borrowings from External Funding Agencies such as the World Bank(WB) and the Asian Development Bank(ADB). The NRRDA provides technical and operational support for project preparation and execution. Performance of these projects is also monitored by NRRDA in accordance with the framework envisaged in the loan/project agreements.



8.2 World Bank Project -I

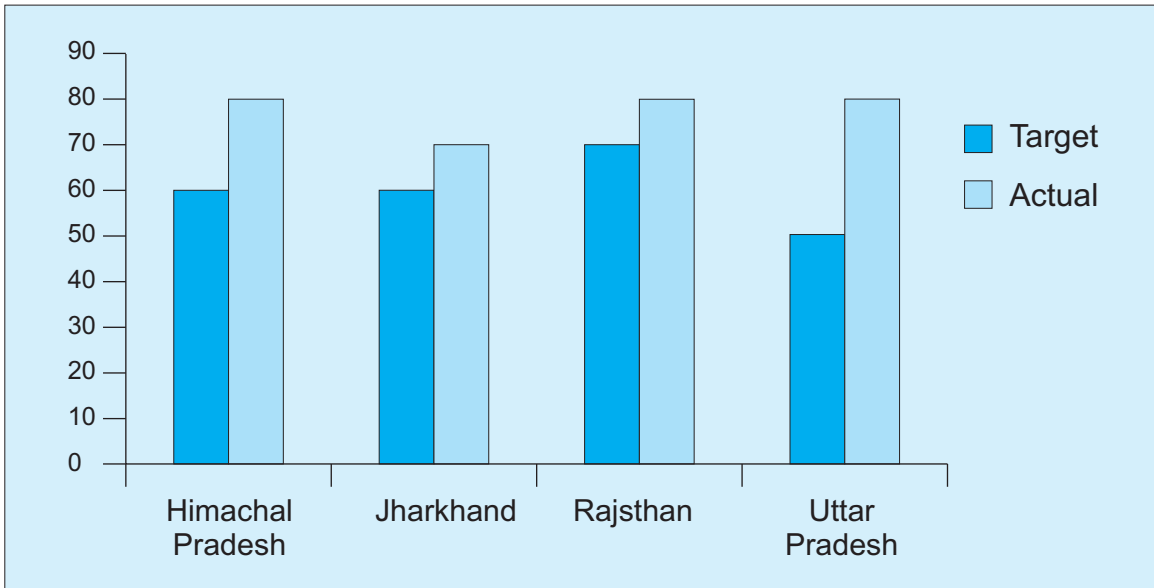
A USD 400 million loan from World Bank was taken for Himachal Pradesh, Jharkhand, Rajasthan and Uttar Pradesh during 2004-05. NRRDA, on behalf of the Ministry, monitors the projects, co-ordinates with World Bank and the States, carries out studies, processes claims and prepares the quarterly reports. Closing date for World Bank loan is 31st March 2010.

An Implementation Review was undertaken by the World Bank Mission with the participation of NRRDA in April to June 2008 and October to December 2008. Overall progress and achievement of objectives were found satisfactory. A need was felt to enhance progress on maintenance component and address weakness present in the Financial Management in the identified areas. An Action Plan to address these issues was prepared and action taken accordingly. It was also considered necessary to strengthen institutional component at the State and National level for achieving the overall objectives and targets during the remaining loan period.

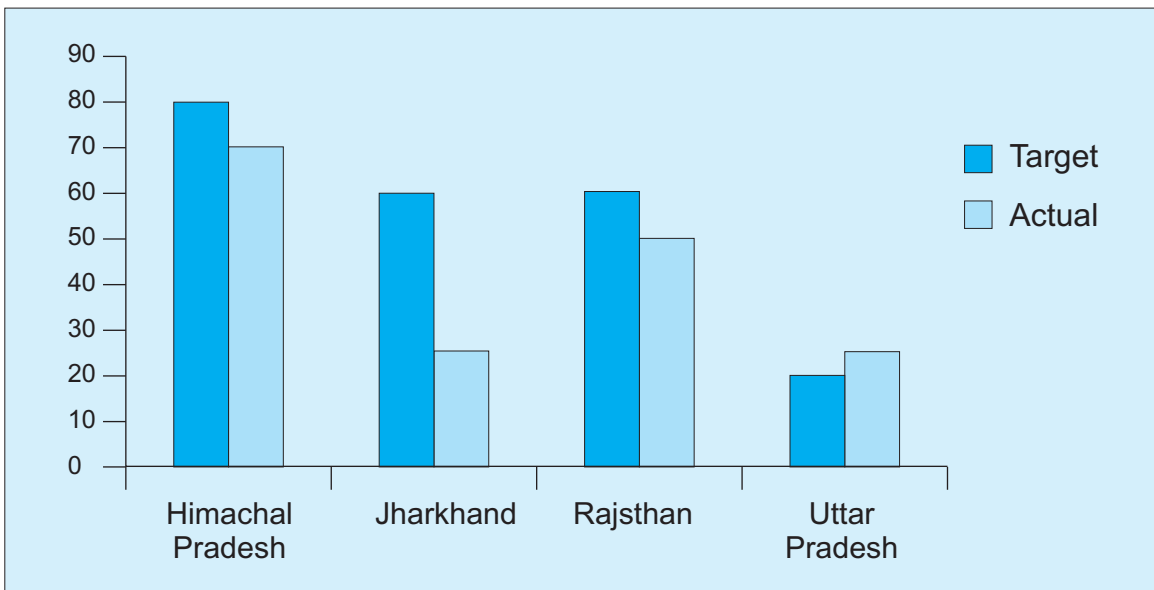
Performance against key performance indicators laid down in the project appraisal document is indicated below:



Performance Indicator habitation Coverage (%)



Performance Percentage of core rural roads network subject to routine maintenance





Cumulative Progress of World Bank funded PMGSY upto March'09

States	Length (km.)	Expenditure (Rs. in cr.)
Himachal Pradesh	765.39	131.12
Jharkhand	98.80	26.68
Rajasthan	4911.48	769.30
Uttar Pradesh	1368.96	421.33

World Bank loan utilized upto March'09 : USD 280 mn.

8.3 Asian Development Bank

ADB has been providing support to PMGSY in five States in two projects; namely, Rural Roads Sector I Project (RRSIP) and Rural Roads Sector II Investment Program (RRSIIP). RRSIP had been one single loan of USD 400 million whereas RRSIIP has been a Multi-tranche Financing Facility (MFF) agreed for financing upto USD 750 million. This facility can be utilised in multiple loans from time to time as per requirement of the States and PMGSY programme. The details of ADB assisted programme and loans are as below:-

Rural Roads Sector I Project (Loan No. 2018-IND for USD 400 million)

RRSIP is being implemented in Madhya Pradesh and Chattisgarh. The loan was made effective from 25th January 2005 with loan closing date as 30th June 2009 (revised). The project is intended to fund construction of 11117 km of rural roads under PMGSY (Madhya Pradesh - 5943 km and Chattisgarh - 5174 km). Total cost of the project is Rs. 2520 Crore and ADB financing is 76% of the construction cost limited to USD 400 million. The project is being implemented through Project Implementation Consultants (PICs) approved by ADB for both the States. A Project Management Consultant (PMC) was

9210 km length of road completed upto March 2009 out of total 11,117 km.

Reimbursement of USD 344 million received from ADB upto March 2009 against loan amount of USD 400 million.

also engaged for providing assistance to NRRDA. Rural Roads of 4860 km length in Madhya Pradesh and 4350 km in Chattisgarh have been constructed upto March 2009. During the financial year 2008-09, 1436 km and 1000 km of rural roads were constructed in Madhya Pradesh and Chattisgarh respectively. Reimbursement of USD 344 million has been received from ADB till March 2009.

The project has a provision for monitoring of compliance of environmental and social safeguards during project preparation and implementation stages. Road safety related issues and road safety audit guidelines for rural roads were prepared and implemented on pilot roads in two States. Socio-economic impact assessment on project roads and other roads in the similar areas has also been a part of this project and development indices are being surveyed at a six monthly interval in both the States.

Rural Roads Sector II Investment Programme

RRSIIP is being implemented in the States of Assam, Orissa and West Bengal. The program has a provision to include two more States of Madhya Pradesh and Chattisgarh. Share of ADB financing of projects under this program is 80%. A Technical Support Consultant (TSC) has been engaged by NRRDA for assisting Community Participation Framework (CPF), Environmental and Road Safety requirements are also being funded out of the Loan. Project Implementation



Consultants (PICs) funded by the MoRD have also been engaged in each State to assist the State Rural Roads Development Agencies (SRRDAs) in preparation of sub-project proposals as per ADB Guidelines. So far, following three independent loans have been sanctioned in this program.

3768 km length of road completed upto March 2009 out of total 6704 km.

Reimbursement of USD 197 million received from ADB upto March 2009 against loan amount of USD 363 million.

- Loan No. 2248-IND:** Loan of USD 180 million for construction of about 3200 km of rural roads under Batch -I in Assam, Orissa and West Bengal was made effective from 18th October 2006 with the Loan closing date as 30th June 2009 (Revised). Rural Roads of about 2413 km have been constructed in three States upto March 2009. During the year 2008-09, 426 km rural road length has been constructed. Reimbursement of USD 158 million has been received from ADB upto March 2009.

- Loan No. 2414-IND:** A loan of USD 77.65 million has been sanctioned for implementation of rural roads under Batch II in the State of Orissa. This loan was made effective from 9th July 2008 with loan closing date as 31st December 2009. During 2008-09, 446 km rural roads length has been constructed in the State; making cumulative completion of road length upto March 2009 as 983 km. Reimbursement of



about USD 18 million has been received from ADB till March 2009.

- **Loan No. 2445-IND:** A loan of USD 130 million was sanctioned for the States of Assam and West Bengal for implementation of rural roads under ADB Batch II. This loan was made effective from 5th January 2009 with loan closing date as 31st December 2010. Rural roads of length 1892 km would be constructed under this Loan and 372 km have been constructed under the loan upto March 2009. Reimbursement of about USD 21 million has been received from ADB upto March 2009.



8.4 Training and HRD

Training of engineers and personnel involved in the implementation of PMGSY at the PIU and SRRDA level has been one of the key interventions determining the quality of the project outcomes. About 17,000 personnel have been imparted training on Project Preparation, Construction Supervision, Project Management, Quality Control, Financial Management, Online Monitoring and other aspects upto March 2008 under the World Bank's Technical Assistance programme. Ministry took a decision to arrange these training programmes of PMGSY at State Institute of Rural Developments (SIRDs) in 2008-09. These SIRDs have developed infrastructure and facilities for conducting training programs. Arrangements have been made for training in coordination of SRRDAs and SIRDs in the following manner.



- An officer of the rank of Superintending Engineer to coordinate the training activities with SIRD.
- Training modules of 2, 3 and 6 days duration have been developed by NRRDA.
- SRRDA to assist SIRD in identifying suitable quality control laboratory for training of personnel in quality testing.
- Indicative list of guest faculty made available in PMGSY Website for use by SIRD.

About Rs. 61 Lakh has been sanctioned for training of 1620 personnel on the basis of these provisions through SIRDs during 2008-09. In addition about 90 engineers have been imparted training of 6 days duration at National Institute for Training of Highway Engineers (NITHE), Noida.

9. PARTICIPATION IN INDIAN ROADS CONGRESS

The 69th Annual Session of Indian Roads Congress (IRC) was held during 13-16 December, 2008 at Kolkata, West Bengal. Officials of NRRDA, selected engineers

and members of STA/PTA from all the States involved in implementation of PMGSY attended the annual session. Officers of NRRDA presented their papers on different subjects during the course of session. Alongside the Technical Sessions, an exhibition was also organized, in which objectives, scope, processes, procedures of construction and maintenance, achievements and impact of PMGSY were highlighted. Very positive feedback on PMGSY received from professionals, national and international agencies during the exhibition.

10. WORKSHOPS

10.1 National Workshop on Hill Roads

Hon'ble Minister for Rural Development inaugurated a National Workshop on Planning and Construction of Hill Roads in Rural Areas at Tawang, Arunachal Pradesh on 22-23 November, 2008. The Hon'ble Chief Minister of Arunachal Pradesh chaired the proceedings of the Workshop. The Workshop aimed at addressing the issues related to the construction of rural roads in hill areas, it provided an opportunity to the Hill States to discuss and deliberate many technical issues including Geometrics, Geological Mapping, Geotechnical Investigations, Construction Management & Technologies and Digital Terrain Mapping, an important aspect in hill road planning.

Representatives from Hill States and other States having hill roads participated in



the Workshop. In addition, experts and resource persons on Hill Roads Planning, execution and management also participated and made impressive presentations on specific issues.

10.2 Interactive Workshop on performance of NQMs and STAs

An interactive workshop on performance of STAs/PTAs and the NQMs was held on 9th and 10th February, 2009 at New Delhi. The workshop was attended by existing and the newly empanelled NQMs. The State Quality Coordinators along with the STAs of the participating States also attended the workshop.

The workshop was held in two parallel sessions. In one session, performance of STAs and DPR and other related issues were discussed and in the other, the performance evaluation of existing NQMs along with the training programme for the newly empanelled NQMs was carried out.

10.3 Workshop on e-Procurement

The experience of e-Tendering of PMGSY works in some States, has demonstrated distinctive advantages in programme implementation. Keeping in view the advantage of e-Tendering, the Ministry of Rural Development has decided that w.e.f. April 01, 2009, all PMGSY works shall be procured through e-Tendering.

In order to firm up an action plan to ensure e-Tendering of PMGSY works a Workshop was held on March 18, 2009. The participation was from the Nodal Secretaries implementing PMGSY in the States. Findings of the workshop indicated that capacity building of the organizations and contractors is necessary



for success of e-Tendering. Re-engineering of the process modifying from manual mode to electronic mode is also required. During the workshop, nearly eighteen States showed their willingness to make use of the NIC platform and the facilities for moving towards e-Procurement in the financial year 2009-10.

11. SOCIO-ECONOMIC IMPACT ASSESSMENT OF PMGSY



(i) Socio-Economic Impact Assessment has been conducted on sample roads constructed in the programme with the financial assistance from Asian Development Bank (ADB) in five States, namely; Assam, Chattisgarh, Madhya Pradesh, Orissa and West Bengal. This impact assessment was made by independent consultants financed by ADB under the Loan of Rural Road Sector I Project and Rural Road Sector II Investment Programme. The approach adopted for study was "before-after-with-and-without" approach. This was done by selecting samples of control roads (not taken up in PMGSY) and project roads (taken up in PMGSY) in the matching road conditions and social conditions from the similar areas. Annual surveys were conducted on both types of roads to observe changes in various indicators in the villages. The report on impact assessment has revealed that there has been improvement in indicators like; per capita income of sample households, frequency of motor transport, average



journey time of villagers, number of private transport vehicle in the village, reduction in child mortality rate below 5 year age, attendance of teachers in school and land values in the villages connected by PMGSY road as compared to other villages. A copy of Socio-Economic Impact Assessment report has been uploaded on PMGSY website www.pmgsy.nic.in.

The impact assessment carried out by independent consultants financed by ADB has revealed that there has been improvement in indicators like; per capita income of sample households, frequency of motor transport, average journey time of villagers, number of private transport vehicle in the village, reduction in child mortality rate below 5 year age, attendance of teachers in school and land values in the villages connected by PMGSY road as compared to other villages.

(ii) Another study was undertaken in 10 States to assess the Socio-Economic Impact where PMGSY roads are being constructed. The level of satisfaction on use of PMGSY roads by villagers was also captured. The study indicates;

1. Saving in Travel Expenditure. Travel to a unit distance in unconnected habitation is 40% higher than that in a connected habitation.
2. Thirty percent (30%) more likelihood of non-farm employment in connected habitations.
3. Trade/business as an occupation increased by 52% in connected habitations where as the same increased by only 6% in unconnected habitations.
4. Seventy percent (70%) more likelihood of boys schooling in all weather connected habitations.
5. Construction labour as an occupation increased by 80% in connected habitations compared to 66% increase in unconnected habitations.

6. Teachers & Student absenteeism is reduced due to all weather connectivity. Schools functions even during monsoon days.

Quality of Life

- **Good connectivity enabled regular travel to home from work place.**
- **Increased attention to family matters and children's education.**
 - Supana Village, Muzaffarpur, Bihar
- **Direct employment in road construction**
- **Improved income and skill level**
 - Baghdadanga village, Burdhawan, WB



Employment Avenues

- **Small farmer/agricultural labourer shift to non-farm employment**
- **Earning higher income compared to that of farming activities earlier**
 - Alampur village, Burdhawan, WB
 - Makkalgeri Village, Belgaum, Karnataka
- **Construction labourer earns supplementary income from temporary shops**
 - Loni village, Dhar, MP





Agriculture

- **Better yield from regular use of fertilizers/pesticides due to improved connectivity.**
- **Increased income form the agriculture activity**

- Chhupari village, shimla, HP

- **Easy transport of Agriculture produce to Market centers by Tractor**

- **Increased gains from better road conditions due to low maintenance costs of carriage vehicles**



- Makkeligiri village, Belgaum, Karnataka
- Jalameripali village, Ganjam, Orissa

12. BUDGET

The approved revised budget estimates for the financial year 2008-09 and the expenditure against it is given at Annexure VI. The receipts for the year as grant from the Ministry was Rs 444.50 crores and loan of Rs. 7,499.99 crores from NABARD in addition to the interest and miscellaneous receipts.

13. ACCOUNTS & AUDIT

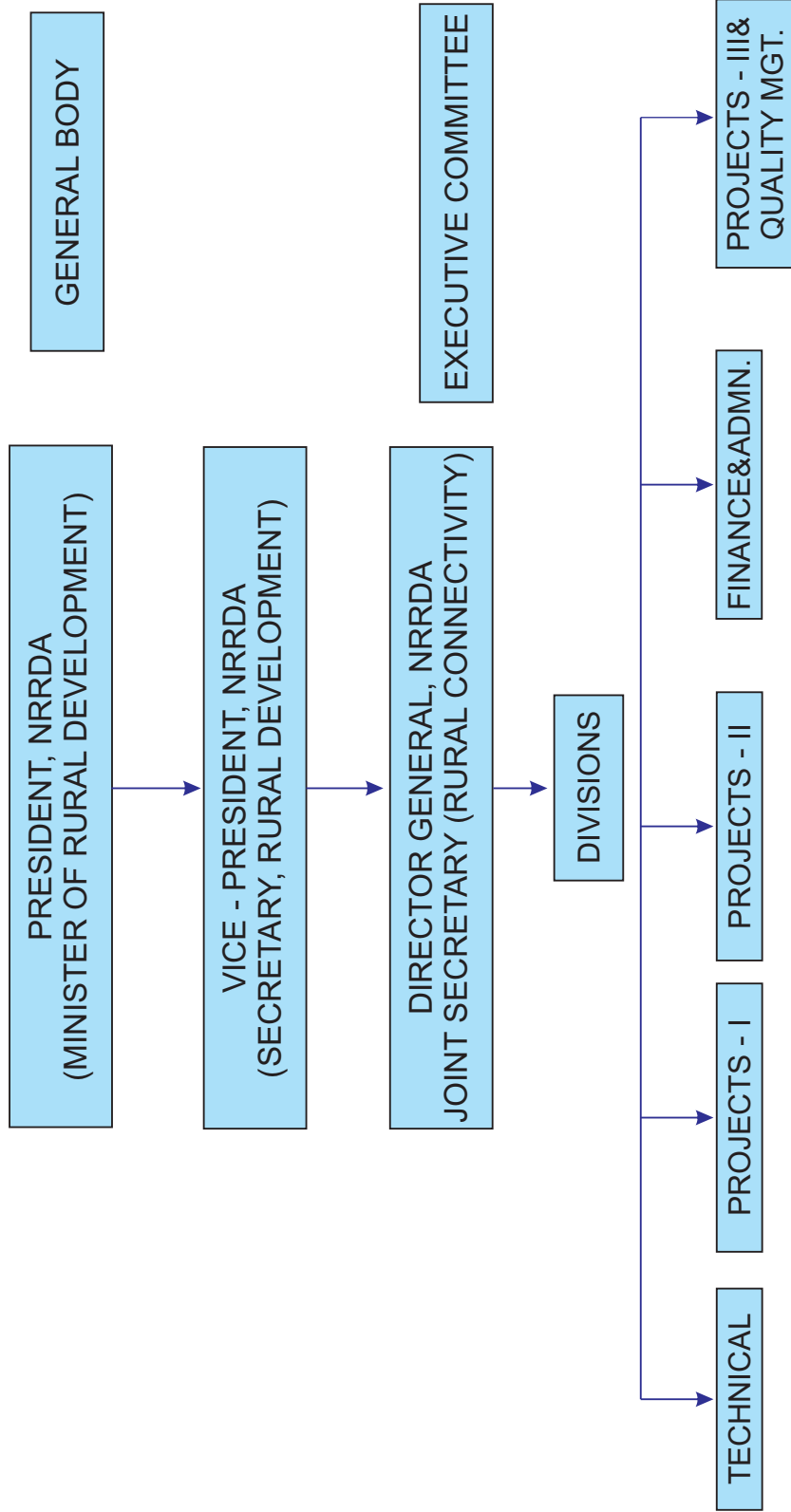
During the year an expenditure of Rs.444.50 crores was incurred from the funds received from the Government of India which includes payment of interest to NABARD and Rs 7,499.99 crores released to States out of the NABARD loan.

The accounts of the Agency have been audited by M/s. Sandeep Ramnivas Gupta and Company, Chartered Accountants appointed for the purpose.

The audited accounts in the form of Balance Sheet, Receipt and Payment Account, Income and Expenditure Account, for the year 2008-09 and notes to Accounts are enclosed as Annexure VII(A) (B) (C) (D) and (E), respectively.

Annexure-I

ORGANISATIONAL STRUCTURE OF NRRDA



In addition, the National Informatics Centre (NIC) provides IT support: Smt. Anubha Goyal, Technical Director



Annexure-II

List of Principal Technical Agencies (PTAs)

Sl.No	Name of the PTA	States Covered
1.	Central Road Research Institute (CRRI), New Delhi	Union Territories
2.	Indian Institute of Technology, Roorkee	Uttaranchal, Uttar Pradesh, Bihar and Jharkhand
3.	Indian Institute of Technology, Mumbai	Maharashtra, Gujarat and Madhya Pradesh
4.	National Institute of Technology, Warangal	Andhra Pradesh, Orissa and Chattisgarh
5.	Birla Institute of Technology and Science, Pilani	Rajasthan, Punjab, Haryana, Jammu & Kashmir & Himachal Pradesh
6.	College of Engineering, Bangalore University, Bangalore	Karnataka, Tamilnadu, Kerala and Goa
7.	Indian Institute of Technology, Kharagpur	North Eastern States of Assam, Arunachal Pradesh, Manipur, Mizoram, Meghalaya, Nagaland, Sikkim, Tripura and West Bengal

List of State Technical Agencies (STAs)

S.No	State	STAs	
1	Andhra Pradesh	(i) National Institute of Technology (ii) J.N.T. University, Kukatpalli (iii) University College of Engineering, Osmania University	Warrangal-506004 Hyderabad-500072 Hyderabad-500007
2	Arunachal Pradesh	(i) North-Eastern Regional Inst. of Science & Technology (ii) Jorhat Engineering College	Nirjuli-791109 Jorhat-785007
3	Assam	(i) Indian Institute of Technology (ii) Assam Engineering College, Jalukbari	Guwahati-781039 Guwahati-781013
4	Bihar	(i) National Institute of Technology (ii) Muzaffarpur Institute of Technology (iii) Bhagalpur College of Engineering	Patna-800005 Muzaffarpur-842003 Bhagalpur-813210
5	Chattisgarh	(i) National Institute of Technology, GE Road (ii) Bhilai Institute of Technology	Raipur-492010 Durg -491001
6	Goa	Govt. Engineering College.	Farmagudi-403401
7	Gujarat	National Institute of Technology	Ichcharath, Surat-395007

S.No	State	STAs	
8	Haryana	(i) National Institute of Technology (ii) Punjab Engineering College,	Kurukshetra-136119 Sector-12, Chandigarh-160012
9	Himachal Pradesh	National Institute of Technology	Hamirpur-177005
10	Jammu & Kashmir	(i) NIT Srinagar (ii) Govt. College of Engineering & Technology Jammu	Srinagar-190006 Jammu-Tawai-180001
11	Jharkhand	(i) Birla Institute of Technology (ii) National Institute of Technology, Jamshedpur (iii) B.I.T, Sindri	Mesra-835215 (Ranchi) P.O. -R.I.T. Jamshedpur-831014 Dhanbad-828123
12	Karnataka	(i) Bangalore University (ii) National Institute of Technology, Surathkal (iii) P.D.A. College of Engineering, Gulbarga (iv) IR Rasta, Road Institute	Bangalore-560056 P.O. Srinvasnagar, Mangalore-575025 Aiwan-E-Shahi, Station Area, Gulbarga Bangalore-560058, Karnataka
13	Kerala	(i) College of Engineering (ii) National Institute of Technology	Trivandrum-695016 Calicut
14	Madhya Pradesh	(i) Maulana Azad National Institute of Technology (ii) Jabalpur Engineering College (iii) SGS Institute of Technology & Sciences	Bhopal-462051 Jabalpur-482011 Indore



S.No	State	STAs	
15	Maharashtra	(i) Visvesvaraya National Institute of Technology. (ii) Indian Institute of Technology (iii) Govt college of Engineering, Aurangabad (iv) Govt. College of Engineering, Shivajinagar.	South Ambazariwad Nagpur-440011 Powai, Mumbai 400076 Aurangabad 431005 Pune-411005
16	Manipur	National Institute of Technology	Silchar-788010
17	Meghalaya	Indian Institute of Technology	Guwahati-781039
18	Mizoram	Indian Institute of Technology	Kharagpur-721303
19	Nagaland	Jorhat Engineering College	Jorhat-785007
20	Orissa	(i) National Institute of Technology (ii) College of Engg. & Technology (iii) University College of Engineering (iv) Indira Gandhi Institute of Technology, Sarang	Rourkela-769008 Bhubaneshwar Burla Sarang-759146 Dist- Dhenkanal (Orissa)
21	Punjab	(i) Punjab Engineering College (ii) Giani Zail Singh College of Engg. & Tech. (iii) Thapar Institute of Engineering & Tech.	Sector-12, Chandigarh-160012 Dabwali Road Bhatinda-151001 Patiala-147004
22	Rajasthan	(i) Malaviya National Institute of Technology (ii) University College of Engineering, Rajasthan Technical University	Jaipur-302017 Kota-324010

S.No	State	STAs	
23	Sikkim	Govt. Engineering College	Jalpaiguri-735102
24	Tamil Nadu	National Institute of Technology	Tiruchirapalli-620015
25	Tripura	National Institute of Technology	Agartala-799055
26	Uttar Pradesh	(i) MNNIT Engineering College (ii) Indian Institute of Technology (iii) Kamla Nehru Institute of Technology (iv) Hurcourt Butler Technological Institute (v) Institute of Engineering & Technology (vi) Institute of Technology, Banaras Hindu University	Allahabad-211004 Roorkee-247667 Sultanpur-228118 Kanpur Sitapur Road, Luknow-226021 Varanasi-221005
27	Uttaranchal	Indian Institute of Technology	Roorkee-247667
28	West Bengal	(i) Indian Institute of Technology (ii) Govt. Engineering College (iii) Bengal Engineering and Science University, Shibpur (iv) Jadavpur University	Kharagpur-721302 Jalpaiguri-735102 Howrah-711103 S C Mallik Road Kolkata- 700032



Annexure -IV

Proposals cleared under PMGSY during 2006-07, 2007-08 and 2008-09

#	State	2006-07					2007-08					2008-09				
		Value in Crores	No of Roads	Length in Km	Habitations Benefitted	Value in Crores	No of Roads	Length in Km	Habitations Benefitted	Value in Crores	No of Roads	Length in Km	Habitations Benefitted	Value in Crores	No of Roads	Length in Km
1	Andhra Pradesh	350.21	340	1829.32	2	527.57	366	2071.63	0	1756.97	1260	5070.65	647			
2	Arunachal Pradesh	413.03	116	898.60	81					952.93	168	1445.50	125			
3	Assam	1548.60	417	2853.40	2518	570.12	139	984.27	607	5078.39	2582	7677.39	4077			
4	Bihar	1483.69	430	3703.55	1967	3231.41	1531	7624.82	2266	10139.76	5628	20078.16	9314			
5	Chhattisgarh	1102.27	924	3847.94	1690	1978.06	1251	6836.67	2335	1111.80	1049	3819.82	1045			
6	Goa															
7	Gujarat	224.02	449	1298.66	340	235.46	390	1362.23	230	394.58	466	1567.74	378			
8	Haryana	199.64	47	618.83	0	446.82	108	1085.23	0	371.79	67	697.17	1			
9	Himachal Pradesh	968.64	639	4559.75	977	366.37	165	1564.97	146	48.70	19	145.14	13			
10	Jammu & Kashmir	667.81	251	1566.17	465	192.09	25	334.55	0	1200.26	440	2259.43	551			
11	Jharkhand					499.49	353	1679.78	593	973.12	669	3122.31	2396			
12	Karnataka	418.28	252	2093.94	0	656.14	313	2450.06	0	1431.14	739	4864.10	0			
13	Kerala	46.56	77	155.95	0	294.21	322	733.27	0	230.47	200	533.54	0			
14	Madhya Pradesh	3152.12	2971	13088.74	4190	3395.17	2953	12083.40	1702	2586.40	1935	8917.85	80			
15	Maharashtra	1107.92	1559	6079.08	258	1475.48	441	4626.21	47	268.36	128	824.07	59			

#	State	2006-07				2007-08				2008-09			
		Value in Crores	No of Roads	Length in Km	Habitations Benefitted	Value in Crores	No of Roads	Length in Km	Habitations Benefitted	Value in Crores	No of Roads	Length in Km	Habitations Benefitted
16	Manipur	152.23	59	556.19	93				363.66	131	1157.37	145	
17	Meghalaya	39.62	26	105.59	38				128.54	36	183.54	40	
18	Mizoram					147.15	30	399.40	227.89	47	560.84	45	
19	Nagaland					126.26	29	467.00	54.04	11	205.20	13	
20	Orissa	1093.65	843	3024.87	1037	2670.21	1689	6617.05	3843.42	2076	10127.18	1964	
21	Punjab	569.26	119	1525.16	0	344.21	63	763.90					
22	Rajasthan	1833.02	3634	10768.20	4085	2916.33	2321	14546.99	804.97	337	3496.87	0	
23	Sikkim	149.00	67	323.27	80	94.08	39	206.73	254.56	105	488.69	86	
24	Tamilnadu	174.31	379	849.23	398				1324.63	2409	5113.63	45	
25	Tripura	525.21	266	861.36	713	703.11	332	1148.71	223.27	78	340.31	64	
26	Uttar Pradesh	2289.76	2881	8093.77	2700	2177.76	817	6364.42	2821.77	1310	8011.26	206	
27	Uttarakhand	203.04	102	890.31	189	236.88	94	790.61					
28	West Bengal	657.78	236	1692.79	1807	1119.96	444	3035.80	1171.54	590	2782.01	2004	
	Total	19369.65	17084	71284.67	23628	24404.34	14215	77777.69	37762.95	22480	93489.78	23298	



Annexure-V

State-wise Statement Showing Quality Grading During January 2007 to March 2009

S. No.	State	Total Inspections	Grading							
			Completed Works				Ongoing Works			
			Total	S	U	U%	Total	S	U	U%
1	Andhra Pradesh	480	151	147	4	3%	329	285	44	13%
2	Arunachal Pradesh	128	26	23	3	12%	102	93	9	9%
3	Assam	527	48	47	1	2%	479	425	54	11%
4	Bihar	53	0	0	0		53	25	28	53%
5	Bihar (NEA)	312	46	42	4	9%	266	226	40	15%
6	Chattisgarh	594	118	94	24	20%	476	358	118	25%
7	Gujarat	289	120	110	10	8%	169	147	22	13%
8	Goa	0	0	0	0		0	0	0	
9	Haryana	179	48	47	1	2%	131	123	8	6%
10	Himachal Pradesh	247	45	44	1	2%	202	189	13	6%
11	Jammu & Kashmir	171	13	13	0	0%	158	150	8	5%
12	Jharkhand	193	22	22	0	0%	171	150	21	12%
13	Karnataka	386	54	52	2	4%	332	303	29	9%
14	Kerala	208	26	26	0	0%	182	131	51	28%
15	Madhya Pradesh	1038	122	112	10	8%	916	842	74	8%
16	Maharashtra	1057	60	52	8	13%	997	883	114	11%
17	Manipur	58	2	0	2	100%	56	36	20	36%
18	Meghalaya	65	6	4	2	33%	59	37	22	37%
19	Mizoram	64	7	7	0	0%	57	47	10	18%
20	Nagaland	48	1	1	0	0%	47	39	8	17%
21	Orissa	888	154	153	1	1%	734	632	102	14%
22	Punjab	374	95	91	4	4%	279	276	3	1%
23	Rajasthan	808	257	245	12	5%	551	509	42	8%
24	Sikkim	104	5	5	0	0%	99	80	19	19%
25	Tamil Nadu	324	121	99	22	18%	203	145	58	29%
26	Tripura	61	5	5	0	0%	56	50	6	11%
27	Uttar Pradesh	1200	384	366	18	5%	816	699	117	14%
28	Uttarakhand	129	9	9	0	0%	120	95	25	21%
29	West Bengal	509	75	73	2	3%	434	415	19	4%
	Total	10494	2020	1889	131	6%	8474	7390	1084	13%

*S Satisfactory**U Unsatisfactory**U% Unsatisfactory%*

Actual Expenditure 2008-09

Object Head & Purpose	RE 2008 - 09	Actual Up to March 09	Variation Excess/Savings
1. Receipt			
Opening Balance			
MoRD Grant	4,529,471	3,328,516	
World Bank T.A			
(1.1.01) Grant from MoRD	120,000,000	123,460,000	
(1.1.02) Interest Receipt	216,465	1,131,849	
(1.1.03) Misc. Receipt	10,300,038	10,878,178	
(1.1.04) Receipt from GOI -World Bank	100,000		
(1.1.05) Receipt from GOI -ADB	27,500,000	25,681,000	
Transfer from A/c. No. 2971 to 3152		1,296,723	
(1.1.06) Loan Receipt from NABARD	75,000,000,000	74,999,999,700	
(1.1.08) Grant from MoRD Int.on NABARD Loan	4,087,389,540	4,321,520,000	
Total Receipt	79,250,035,514	79,487,295,966	-
(1.2.1) Establishment			
(1.2.1.01) Salary and Allowance	7,280,515	5,806,783	1,473,732
(1.2.1.02) Wages		-	-
(1.2.1.03) Overtime Allowances	20,000	19,241	759
(1.2.1.04) Expenditure on Medical Claims	600,000	584,922	15,078
(1.2.1.05) Leave Encashment	-		
Total Establishment	7,900,515	6,410,946	1,489,569
(1.2.2) Administravtive Expenses			
(1.2.2.01) Office Mainitenance/Taxes and Duties	2,000,000	1,691,143	308,857
(1.2.2.02) Domestic Travel Expenses	2,500,000	2,195,476	304,524
(1.2.2.03) Foreign Travel Expenses	150,000	15,255	134,745
(1.2.2.04) Hiring of Vehicles	1,621,042	1,669,464	(48,422)
(1.2.2.05) Printing and Stationary	600,000	741,652	(141,652)
(1.2.2.06) Meetings Expenses	500,000	268,424	231,576
(1.2.2.07) Professional Services to the office	10,500,000	10,787,709	(287,709)
(1.2.2.08) Telephone - Office	687,530	638,519	49,011
(1.2.2.09) Telephone - Residential & Mobile	130,000	164,637	(34,637)
(1.2.2.10) Vehicle Maintenance	265,000	225,303	39,697
(1.2.2.11) Electricity Expenses	854,990	708,014	146,976
(1.2.2.12) Postage Expenses	1,656,204	1,459,684	196,520
(1.2.2.13) Repairs and Maintenance	833,280	880,944	(47,664)
(1.2.2.14) Insurance Charges	-	-	-
(1.2.2.15) Other Office Expenses	1,500,000	898,192	601,808
Total Administrative Exp	23,798,046	22,344,416	1,453,630
(1.2.3) R&D and HRD			
(1.2.3.01) Training	5,000,000	1,211,118	3,788,882



Object Head & Purpose	RE 2008 - 09	Actual Up to March 09	Variation Excess/Savings
(1.2.3.02) Tech.Dev.and Research work	5,222,852	838,802	4,384,050
(1.2.3.03) Workshops and Conferences	2,750,000	4,089,781	(1,339,781)
(1.2.3.04) Contribution to Professional bodies	300,000	255,000	45,000
(1.2.3.05) Professional Services	12,150,760	4,214,213	7,936,547
Total R & D and HRD	25,423,612	10,608,914	14,814,698
(1.2.4) Publications, Adv.& Publicity			
(1.2.4.01) Publications	1,300,000	1,273,783	26,217
(1.2.4.02) Advertisement and Publicity	110,000	693,758	(583,758)
(1.2.4.03) Books Perio.and Audio Visual Mat.	100,000	243,475	(143,475)
Total Publications, Adv. & Publicity	1,510,000	2,211,016	(701,016)
(1.2.5) STAs, PTAs and NQMs			
(1.2.5.01) Honarium to NQMs	8,100,000	8,930,366	(830,366)
(1.2.5.02) Travelling Expenses of NQMs	10,000,000	11,956,158	(1,956,158)
(1.2.5.03) Payment to Principal Technical Agencies	-	-	-
((1.2.5.04) Payment to State Technical Agencies	33,025,170	33,228,145	(202,975)
Total STAs, PTAs, and NQMs	51,125,170	54,114,669	(2,989,499)
(1.2.6) OMMS and Computerization			
(1.2.6.01) Dev.and Maint.of online manag.sys.	14,790,600	13,730,694	1,059,906
(1.2.6.02) Hiring of computers and peripherals		-	-
Total OMMS and Computerization	14,790,600	13,730,694	1,059,906
(1.2.8) Technical Assistance from ADB			
(1.2.8.01) Consultancy	27,500,000	20,913,670	6,586,330
(1.2.8.02) Other		-	-
Total Technical Assistance from ADB	27,500,000	20,913,670	6,586,330
(1.2.9) W.B. Loan			
Capacity Building	10,000,000	2,310,966	7,689,034
Total World Bank Loan	10,000,000	2,310,966	7,689,034
(1.3) Loan - NABARD			
(1.3.01) Transfer of NABARD Fund to State	75,000,000,000	74,999,999,700	300
(1.3.02) Intrest Payment to NABARD	4,347,074,540	4,106,207,845	240,866,695
Total Loan NABARD	79,347,074,540	79,106,207,545	240,866,995
(2.2) Capital Expenditure			
(2.2.01) Purchase/Renovation of Office Area	-	-	-
(2.2.02) Furniture and Furnishing of the office	334,800	234,800	100,000
(2.2.03) Purchase of Vehicles	-	-	-
(2.2.04) Purchase of Equipments & Machinery	70,000	13,438	56,562
(2.2.05) Purchase of Computers & peripherals	623,685	462,285	161,400
Total Capital Expenditure	1,028,485	710,523	317,962
Amount mis-appropriated	40,000		
Total Expenditure	79,510,150,968	79,239,603,359	270,587,609

Annexure-VII A

NATIONAL RURAL ROADS DEVELOPMENT AGENCY

5th Floor, 15 NBCC Tower, Bhikaji Cama Place, New Delhi.

BALANCE SHEET AS AT 31st MARCH 2009

(Amount - Rs.)

CAPITAL FUND AND LIABILITIES	Schedule	Current Year	Previous Year
Capital Fund	1	59,181,979.00	65,906,903.00
General Fund	2	306,638,825.86	71,908,159.29
Loan from NABARD		119,999,997,700.00	44,999,998,000.00
Current Liabilities and Provisions	3	6,092,381.00	212,189,836.00
Total (Rs.)		120,371,910,885.86	45,350,002,898.29
<u>FIXED ASSETS</u>			
Gross Block	4	111,491,507.00	110,776,895.00
Less:- Accumulated Depreciation		52,309,528.00	44,869,992.00
Net Block		59,181,979.00	65,906,903.00
Current Assets, Loans and Advances	5	312,731,206.86	284,097,995.29
Grant-in-Aid Disbursed to States		119,999,997,700.00	44,999,998,000.00
TOTAL (Rs.)		120,371,910,885.86	45,350,002,898.29
Significant Accounting Policies	12		
Contingent Liabilities and Notes on Accounts	13		

Annexure to our report of even date
For **SANDEEP RAMNIWAS GUPTA & CO.**
Chartered Accountants

For National Rural Roads Development Agency

-Sd-
(SANDEEP GUPTA) - FCA
M. No.-075269
Partner
Date: 17th August 2009
Place: Ghaziabad

-Sd-
(R.Chauhan)
Director (F&A)

-Sd-
(J .K Mohapatra)
Director General



Annexure VII B

NATIONAL RURAL ROADS DEVELOPMENT AGENCY, NEW DELHI

SCHEDULE-12

1. Significant Accounting Policies adopted in the presentation of the accounts are as under:-

- a. **Accounting Policies (AS-1)**

During the year the Agency has followed accrual accounting with applicable accounting principles in India, the accounting standard issued by the ICAI and relevant provisions.

- b. **Fixed Assets (AS-10)**

Fixed assets are stated at cost less depreciation. Cost comprises cost of acquisition, cost of improvement and any attributable cost of bringing the asset to condition of its intended use.

- c. **Depreciation (AS-6)**

Depreciation has been provided on written down value method at the rate as prescribed in Income tax Act, 1961

- d. **Grant (AS-12)**

Grant in Aid are received for the specific purposes i.e. Revenue and purchase of Fixed Assets.

The accounting treatment of Revenue is recognized on a systemic basis in the Income and Expenditure Account over the period necessary to match with the related costs which are intended to be utilized. Such grant is shown separately as Grant-in Aid under income head.

The accounting treatment of grant for the purchase of depreciable Fixed Assets are shown under capital fund. Such grant is allocated to income over the period and in the proportion in which depreciation to these assets is charged.

For **SANDEEP RAMNIWAS GUPTA & CO.**
Chartered Accountants

National Rural Roads Development Agency

-Sd-
(SANDEEP GUPTA) - FCA
Partner
Place:- Ghaziabad
Dated:- 17th August, 2009

-Sd-
Director (F&A)

-Sd-
Director General



Annexure-VII C

NATIONAL RURAL ROADS DEVELOPMENT AGENCY, NEW DELHI

SCHEDULE-13

NOTES TO ACCOUNTS

1. National Rural Roads Development Agency is a society registered under the Societies Registration Act on 14-01-2002. The Agency received Grant-in-aid and assistance from Ministry of Rural Development, Government of India and World Bank.
2. During the year, the Agency received loan of Rs. 74,999,999,700.00 (with interest payable @6.5% p.a.) (Previous Year Rs. 44,999,998,000) from National Bank for Agricultural and Rural Development (NABARD) under a tri-partite agreement of Ministry of Rural Development, National Rural Roads Development Agency and NABARD under Rural Infrastructure Development Fund (RIDF) towards payment for works taken up under Pradhan Mantri Gram Sadak Yojana (PMGSY). The said loan was disbursed as Grant-in-aid to various States during the year. The Utilization Certificates (UC) are yet to be received from various States for grant disbursed during the year. Previous year Grant-in-Aid disbursed to various States have been utilized during the year as per U.C. submitted by the various States to the Agency.
3. The Agency has paid interest of Rs.4,106,207,845/- to NABARD during the year out of grant received from Ministry of Rural Development against loan taken under PMGSY.
4. Office accommodation of Rs.7,88,30,479/- is yet to be registered before the Authority. The Sub Lease Deed is pending with Land and Development Officer, Ministry of Urban Development, Nirman Bhawan, New Delhi.
5. Loans and Advance in the nature of loans given and advance received are subject to Confirmation and Reconciliation.
6. Advance Payments amounting to Rs.5,921,464/-, Rs.323,440/-, Rs. 418,843/,

Rs.8,80,000/-and Rs. 95,800/-on account of Technical Development and Research Work, Workshop and Conference, Equipments, Payments to State Technical Agency and for training respectively is outstanding since long and shown as Advances Recoverable under the Balance Sheet due to non receipt of Utilization Certificates.

For **SANDEEP RAMNIWAS GUPTA & CO.**
Chartered Accountants

National Rural Roads Development Agency

-Sd-

(SANDEEP GUPTA) - FCA

Partner

Place:- Ghaziabad

Dated:- 17th August, 2009

-Sd-

Director (F&A)

-Sd-

Director General



NATIONAL RURAL ROADS DEVELOPMENT AGENCY
5th Floor , 15 NBCC Tower, Bhikaji Cama Place, New Delhi
RECEIPT AND PAYMENT ACCOUNT FOR THE YEAR ENDED 31st MARCH 2009

RECEIPT	FUND-WISE BREAK UP		WORLD BANK	Current Year	Previous Year
	NABARD	MoRD			
a) <u>Opening balance of the funds</u>	259,685,017.00	3,328,515.77	1,200,954.52	264,214,487.29	130,032,906.93
b) <u>Fund Received during the year</u>				-	-
i) Donations/grants From :-				-	-
MoRD for NABARD Interest	4,321,520,000.00	-	-	4,321,520,000.00	747,279,933.00
MoRD for meeting the expenditure	-	123,460,000.00	-	123,460,000.00	-
MoRD for ADB assisted Projects	-	25,681,000.00	-	25,681,000.00	-
ii) Loan received from NABARD	74,999,999,700.00	-	-	74,999,999,700.00	44,999,998,000.00
iii) Fund tfd from A/c 2971 to 3152	-	1,296,723.32	-	1,296,723.32	24,000,000.00
iv) Interest received on Saving Bank / FDR	4,728,270.00	1,131,849.51	18,509.80	5,878,629.31	3,185,319.40
v) Misc. Receipts	-	338,344.00	5,949.00	344,293.00	106,192.00
TOTAL (a+b)	79,585,932,987.00	155,236,432.60	1,225,413.32	79,742,394,832.92	45,904,602,351.33

RECEIPT	FUND-WISE BREAK UP			WORLD BANK	Current Year	Previous Year
	NABARD	MoRD				
PAYMENT						
c) Payments made during the Year:						
<u>j) Capital Expenditure</u>						
Fixed Assets purchased	-	714,612.00	-	-	714,612.00	899,552.00
ii) Revenue Expenditure (Schedule- 9 & 10)						
iii) Grant in Aid tfd to States	74,999,999,700.00	-	-	-	74,999,999,700.00	44,999,998,000.00
iv) Interest paid to NABARD	4,106,207,845.00	-	-	-	4,106,207,845.00	597,914,916.00
v) FDR Made	269,405,400.00	-	-	-	269,405,400.00	-
vi) Fund tfd from A/c 2971 to 3152	-	-	1,296,723.32	1,296,723.32	1,296,723.32	24,000,000.00
TOTAL (c)	79,375,612,945.00	135,982,315.74	1,296,723.32	1,296,723.32	79,512,891,984.06	45,911,574,802.23
DECREASE IN CURRENT ASSETS (Sch-11)	-	(8,903,790.00)	(71,310.00)	(8,975,100.00)	(8,975,100.00)	(66,212,402.45)
INCREASE/ DECREASE IN CURRENT						
LIABILITIES (Sch- 11)	(210,320,000.00)	4,222,545.00	-	-	(206,097,455.00)	204,974,535.74
NET BALANCE AS AT THE YEAR-END	42.00	32,380,451.86	-	-	32,380,493.86	264,214,487.29

AS PER OUR REPORT OF EVEN DATE
For **SANDEEP RAMNIWAS GUPTA & CO.**
Chartered Accountants

-Sd-
SANDEEP GUPTA) - FCA
Partner
M.No.-075269, Date : 17th August, 2009
Place : Ghaziabad

-Sd-
(R.Chauhan)
DIRECTOR (F&A)

-Sd-
(J.K. Mohapatra)
DIRECTOR GENERAL

NATIONAL RURAL ROADS DEVELOPMENTS AGENCY

NATIONAL RURAL ROADS DEVELOPMENT AGENCY
5th Floor, 15 NBCC Tower, Bhikaji Cama Place, New Delhi
INCOME AND EXPENDITURE ACCOUNT FOR THE YEAR ENDED 31st MARCH 2009

INCOME	FUND-WISE BREAK UP			TOTAL		
	INABARD	MoRD	WORLD BANK	Current Year	Previous Year	
Grant Received	4,321,520,000.00	149,141,000.00	-	4,470,661,000.00	747,279,933.00	
Interest Received	4,765,175.00	1,131,849.51	18,509.80	5,915,534.31	3,485,319.40	
Misc. Receipts	-	338,344.00	5,949.00	344,293.00	106,192.00	
Capital Fund Written back to the extent of Depreciation	-	7,439,536.00	-	7,439,536.00	8,465,887.00	
TOTAL (A)	4,326,285,175.00	158,050,729.51	24,458.80	4,484,360,363.31	759,337,331.40	
EXPENDITURE						
Establishment Expenses	-	6,435,858.00	-	6,435,858.00	4,646,192.00	
Technical Assistance Expenses	-	-	-	-	156,680,552.08	
Direct Administrative Expenses	-	128,831,845.74	-	128,831,845.74	127,435,590.15	
Depreciation	-	7,439,536.00	-	7,439,536.00	8,465,887.00	
Interest paid to NABARD	4,106,207,845.00	-	-	4,106,207,845.00	597,914,916.00	
TOTAL (B)	4,106,207,845.00	142,707,239.74	-	4,248,915,084.74	895,143,137.23	



INCOME	FUND-WISE BREAK UP		TOTAL		
	INABARD	MoRD	WORLD BANK	Current Year	Previous Year
Balance being Excess of Income over Expenditure (A-B)	220,077,330.00	15,343,489.77	24,458.80	235,445,278.57	(135,805,805.83)
Transferred to Capital Fund	-	714,612.00	-	714,612.00	899,552.00
Transferred to General Fund	220,077,330.00	14,628,877.77	24,458.80	234,730,666.57	(136,705,357.83)

For **SANDEEP RAMNIWAS GUPTA & CO.**
Chartered Accountants

-Sd-
SANDEEP GUPTA - FCA
Partner
M.No.-075269, Date : 17th August, 2009
Place : Ghaziabad

-Sd-
(R. Chauhan)
DIRECTOR (F&A)

-Sd-
(J.K. Mohapatra)
DIRECTOR GENERAL

NATIONAL RURAL ROADS DEVELOPMENTS AGENCY

