



**Government of Odisha (GOO)
Chief Engineer, World Bank Projects, Odisha
Odisha State Roads Project**

**Consultancy Services for
Road Sector Institutional Development
Loan # 7577-IN**



QUARTERLY PROGRESS REPORT-1



**Intercontinental Consultants
and Technocrats Pvt Ltd**



Project Office : N - 3/91, I.R.C Village, Nayapalli, Bhubaneswar - 751015, Odisha
L : +91-674 - 2557204, F : +91-674-2553689, email : orissa@ictonline.com



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**Abbreviations**

CE	Chief Engineer
CEO	Chief Executive Officer
EE	Executive Engineer
EIC	Engineer-In-Chief
EMP	Environmental Management plan
EOT	Extension of Time
GIS	Geographical Information System
GOI	Government of India
GOO	Government of Odisha
GT-APL	Grant Thornton Advisory Pvt. Ltd.
HRD	Human Resource Development
HRM	Human Resource Management
ICT	Information and Communication Technology
ICTPL	Intercontinental Consultants and Technocrats Pvt. Ltd.
ID	Institutional Development
IDS	Institutional Development Strategy
IG	Inspector General
ISAP	Institutional Strengthening Action Plan
IT	Information Technology
LASA	LEA Associates South Asia Pvt. Ltd.
LWE	Left Wing Extremist
MCA	Model Concession Agreement
MDR	Major District Road
MIS	Management Information System
MoRT&H	Ministry of Road Transport and Highways
NH	National Highway
OBCC	Odisha Bridge and Construction Corporation Ltd.
ODR	Other District Road
ORSAC	Odisha Space Application Centre
OWD	Odisha Works Department
PMU	Project Management Unit
PPP	Public Private Partnership
PWD	Public Works Department



QP	Quarterly Progress
RD	Rural Department
RDA	Rural Development Area
RDC	Road Development Corporation
ROW	Right of Way
RSID	Road Sector Institutional Development
SE	Superintending Engineer
SH	State Highway
ToR	Terms of Reference
VR	Village Road
WB	World Bank



SECTION **1**
BACKGROUND OF THE STUDY



1. Background of the Study

1.1. General

The improved transport system of the state is the main sustainable factor towards poverty eradication. To achieve this strategic objective, the state PWD bears the main responsibility. Its efficient functioning becomes the key to economic growth and social satisfaction needs. To meet the expectations, it needs to adapt contemporary tools of planning, design, construction methodologies, road safety engineering, plants/equipment and modern techniques. For this purpose the organisations/establishments involved with infrastructure development have started taking measures for:

- Institutional Development by way of:
- Institutional Strengthening and Restructuring
- Capacity building and enhancement of concerned department
- Go for well-defined development targets of State/Organisation by way of 'Development Plan Visions'.

1.2. Project Background

To move forward, GOO conceived and planned to upgrade major roads in the network and sent proposals to the World Bank for Loan Assistance in the year 1997–98. The World Bank however desired that the proposed project should cover not only improvement of the Road Transport Infrastructure, but also improve and upgrade the Institutional Structure and Capacity of OWD. In response, the World Bank and the GOO engaged a Consultant to carry out 'Institutional Development Strategy' (IDS) Study in the year 1998–99. This study made series of recommendations to the GOO for implementation in OWD, under short, medium and long term, in the year 2000.

Based on findings of IDS Study the GOO decided to establish a vision for the Road Sector reform with a view to update the policies and enhance the capacities in planning and management of Road Transport Sector efficiently.

As an integral part of the new project, GOO went ahead to develop an integrated Institutional Strengthening Action Plan in a phased manner during the term of New Road Improvement Project. The GOO constituted a 'Task Force' to revise the IDS, update its vision and findings where appropriate, and develop an Institutional Strengthening Action Plan (ISAP) with the assistance of a Consultant and in consultation with the World Bank.

Based on the World Bank recommendations, the Task Force inputs and GOO requirements, a Road Sector Reforms Plan emerged in 2007, named as ISAP covering major objectives of Institutional Strengthening and Capacity Building of OWD.

In order to give shape to ISAP for the Road Sector in general and the OWD in particular, OWD initiated action to procure the services of a Consultant for Road Sector Institutional Development and Capacity Enhancement of OWD. M/s ICT Pvt. Ltd. in joint venture with Grant Thornton Advisory



Pvt. Ltd. in association with Arkitechno Consultants (India) Pvt. Ltd. have been selected to provide such services.

1.3. Project Objectives

The main objective of the Road Sector Institutional Development consultancy assignment is to enhance the capacity of the Odisha Works Department (OWD) and where appropriate, other GOO road sector agencies concerned to carry out road infrastructure development, to improve the engineering aspects and planning for road safety management in the State and to initiate mechanism for sustainable future growth with the resources dedicated to roads infrastructure development.

As a follow up action, ISAP 2008–2018 was endorsed by the State Government in 2009 to guide the implementation of ISAP activities in the sector and to facilitate monitoring of ISAP results by the GOO and the Bank. The ISAP includes clear, monitorable targets and milestones for a planned range of policy, capacity and resource improvements in the following fields:

- i. Road Sector Strategy (Regulatory and Strategic Context);
- ii. Core Processes in Road Management;
- iii. Organisational Structure and Management;
- iv. Financial Management, Audit and Administration;
- v. Information and Communication Technology and MIS; and
- vi. Human Resources Development and Capacity Building.

1.4. Scope of Services

The achievement of this overall objective will, at varying stages, involve policy and institutional interventions in the roads sector, in accordance with the ISAP. This will require diverse forms of technical assistance, training and capacity building services, policy studies and implementation support (including legal and statutory aspects).

To achieve the above goal the Consultants propose to carry out a set of distinct Tasks integrated into one overall 'package'. The services 'package' shall include broad-based 'decision-making, facilitation and support' to the Clients in the process of preparing and presenting recommendations to the GOO and (once GOO decisions are made) for subsequent implementation of the accepted package. This will also require the Consultants to provide assistance for legislative, drafting and/or development of documentation of a legal and/or statutory nature.

The Tasks Comprising the Assignment, as per the ToR are:

- i. Revision of Works Code and Manual;
- ii. Road Sector Policy and Strategy;



- iii. Re-organisation and Strengthening of OWD;
- iv. Enhancement of capacity of OWD Staff through Training and ending sustained HRD policy;
- v. Road Safety Engineering and Planning;
- vi. Road Network Master Planning;
- vii. Future Road Funding and Management their of;
- viii. Road Toll Collection and Management;
- ix. Vehicle Axle Load Regulation and Management; and
- x. Future Road Sector Institutional Options.

1.5. Project Organisation

The Project Organisation has been structured, taking into account the functional operational, hierarchical structure of OWD and GOO, approval of deliverables and decision making process during the course of performance of assignment.

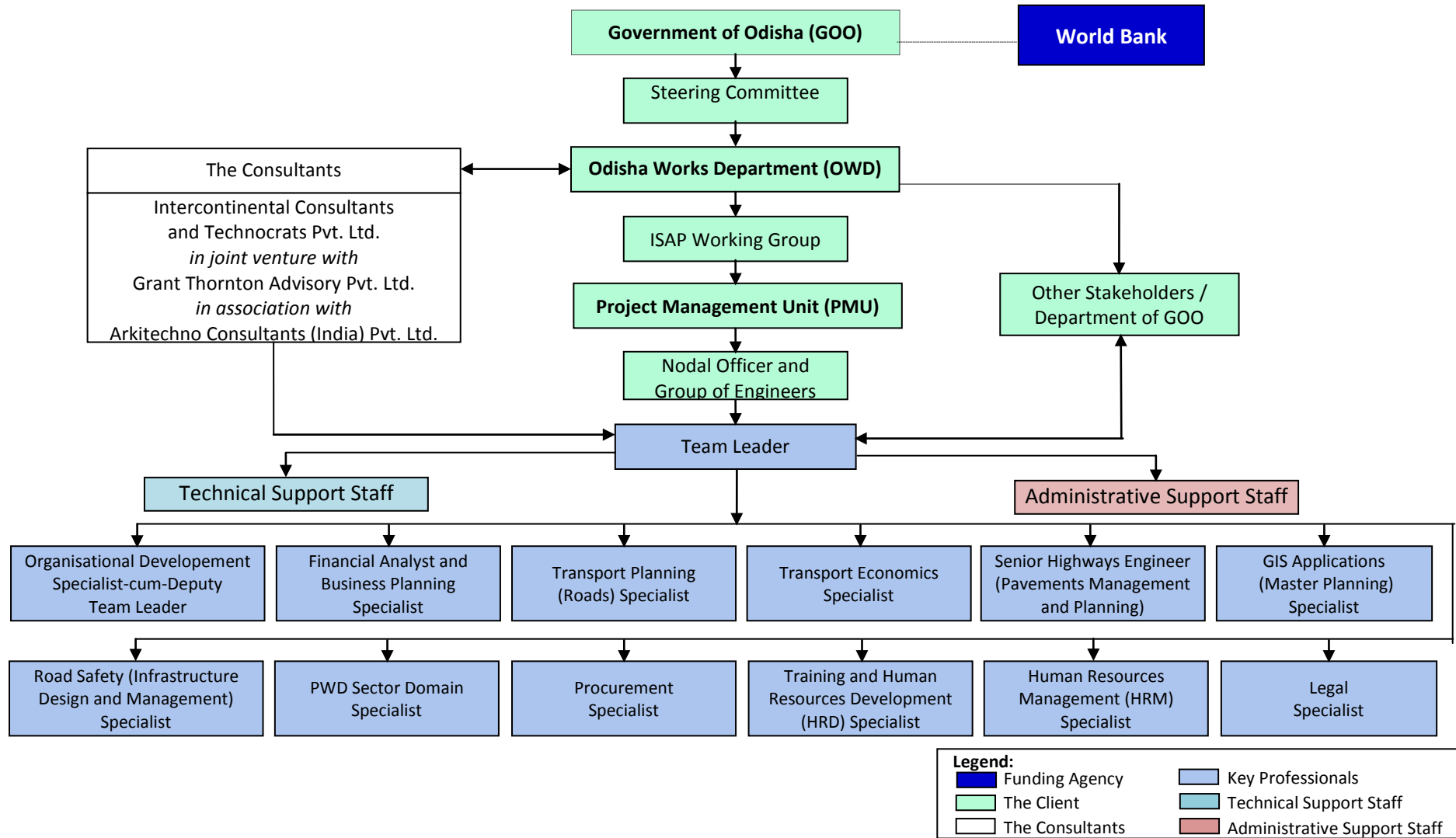
At operation level, the Consultants will report to Chief Engineer, OWD, World Bank Projects, PMU and ISAP Nodal Officer, who would provide assistance and support in carrying out the various tasks and interaction with the Stakeholders to get their response on various issues.. The PMU would be the main link between Consultant and OWD. In addition, the Professionals/Key Experts have been directly liasoning with concerned GOO departments for discussions, queries and information specific to their field and the required services.

The Chief Engineer (WB) and Head of PMU (Project Management Unit) has nominated Sh. R. R. Bohidar, S.E. as Nodal Officer for coordinating the activities during consultancy services. This additional provision of Project Management Unit has been included as part of the Project Structure.

The Consultants, having analysed the need to interact with large number of departments of GOO and OWD, have nominated Col. S. P. Tomar as Project Coordinator for liaison and coordination activities with various departments and stakeholders.



PROJECT ORGANISATION





SECTION 2
QUARTERLY STATUS REPORT



2. Quarterly Status Report

2.1. Mobilisation

Having signed the contract agreement with OWD on 16th March 2012, the Consultant consortium comprising of Intercontinental Consultants and Technocrats Pvt. Ltd (ICT) in joint venture with Grant Thornton Advisory Pvt. Ltd (GT-APL) and in association with ARKITECHNO Consultants (India) Pvt. Ltd, have mobilised w.e.f. 9th April 2012 and commenced their services.

The project office has been functional at the address given below:

Plot No: N-3/91, IRC village,
Nayapalli, Bhubaneswar-751 015, Odisha, India
Ph-0674-2557204
Fax-0674-2557204
E-Mail: Orissa@ictonline.com
Web: www.ictonline.com

2.2. Visit of Key Professionals to Odisha

The following Key Professionals have visited the project during last three months and have been regularly interacting with OWD and GOO officials to get their inputs for progressing their tasks as per requirement of ToR and sub-tasks defined therein.

Sl. No.	Name	Position
1	Dr. C P Bohra	Organisational Development Specialist-cum-Deputy Team Leader
2	AmitavaBasu	Financial Analyst and Business Planning Specialist
3	BoominathanMuthuthevar	Transport Economics Specialist
4	Dr. P K Nanda	Senior Highways Engineer (Pavements Management and Planning)
5	Dr. P K Sikdar	Road Safety (Infrastructure Design and Management) Specialist
6	Deepak Narayan	PWD Sector Domain Specialist
7	B R Suri	Procurement Specialist
8	Sandeep Jagota	Training and Human Resources Development (HRD) Specialist
9	S N Swaroop	Human Resources Management (HRM) Specialist
10	DipakRao	Legal Specialist
11	Col. S P Tomar	Adhoc Technical Specialist



Sl. No.	Name	Position
		Institutional Strengthening and Restructuring
12	Tony Mathew	Adhoc Technical Specialist Road Network Planning and Road Safety

2.3. Visit by Senior Officials of HO

Since the Consultancy Assignment involves the Restructuring and Capacity Building of various departments of GOO besides OWD, ICT on its own initiative also mobilised additional senior expert from its HO. This has been done to have the benefit of their experience being shared with OWD on restructuring, policy and capacity building of road sector as followed in some of the other States and Center.

Sh. A D Narain, Ex DG of MoRT&H and President visited OWD and participated in ISAP Working Group meeting held on 26 June 2012. During the proceedings of meeting he deliberated in detail on various options of restructuring of OWD, which could be considered over by GOO. These options will be further detailed as part of Task No. 10 i.e. Future Road Sector Institutional Options.

Besides Sh. A D Narain, Mr. S K Puri, the Ex DG of MoRT&H and Mr. Prashant Kapila, COO, ICT Pvt. Ltd. have made visits to discuss certain Administrative and Technical issues in the overall interest of the assignment and project.

2.4. Details of Meetings and Consultations during this Quarter

Soon after the mobilisation, the Consultants commenced the process of interaction with various stakeholders. Some of the important meetings, which took place during this quarter are:

- Meeting with GOO/OWD 09 and 10 April 2012
- IT-ICT Consultants 17 April 2012
- Asset Management System Consultants 17 April 2012
- Engineer-in-Chief cum Secretary (Works), GOO 21 April 2012
- World Bank Officials 26 April 2012
- Steering committee, headed by Development Commissioner, GOO 22 May 2012
- ISAP Working Group 26 June 2012

Besides the above meetings, the Key Professionals have continued their one-on-one meetings with other Road User Groups regularly as detailed below:

- Tourism Department
- Chief Engineer, Rural Roads



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- Chief Engineer (NH)
- Chief Engineer (Buildings)
- Chief Architect
- Engineer-in-Chief (Civil)
- Chief Engineer (Roads)

In addition, the individual professional, carried out interactions with various road user groups for road safety and network planning as per details below:

- 11 April 2012 - Met with Asset Management Consultants (LASA) to collect data
- 12 April 2012 - Chief Engineer, National Highways Division, GOO
- Chief Engineer, Rural Development Department, GOO
- 17 April 2012 - Attended the workshop conducted by IT/ ICT Consultant and had interactions
- OWD Secretary to have a brief introduction to the project Objectives
- 08 May 2012 - Meeting with officials of Transport Department Bhubaneswar
- Mr. Dalai, Motor Vehicle Inspector in Bhubaneswar
- 09 May 2012 - Meeting with Transport Commissioner, Cuttack
Meeting with Mr. Nirmal Kumar Sahoo, Director, Office of Transport Commissioner, Cuttack
Meeting with Inspector General, Crime Branch, Cuttack to collect accident data
- Transport Commissioner, Cuttack
- Inspector General (IG), Crime Branch, Cuttack
- 10 May 2012 - Director, Department of Mines
- 11 May 2012 - Director, Survey of India, Bhubaneswar
- 19 May 2012 - Secretary, Rural Development Department
- 19 June 2012 - Tapan Kumar Mishra, Director, Transport Commissioner
- 22 June 2012 - Engineer-in-Chief cum Secretary, GOO (Sh. S K Puri and Col S P Tomar)
- 28 June 2012 - CEO, ORSAC
- 04 July 2012 - CEO, ORSAC
- 05 July 2012 - Scientist, ORSAC

These interactions have been of immense help to assess the existing situation, so as to plan our way forward to perform the assignment.



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Details of Minutes of Meetings of Steering Committee are enclosed as an Annexure.

2.5. Progress

- a. As brought out above, the specific components of assignment are covered under ten main tasks, which have further been divided into sub-tasks. In terms of overall execution of assignment, these ten tasks are to be performed and submitted to client as part of 23 nos. of deliverables for subsequent implementation by OWD/GOO.
- b. During this Quarter, the Key Professionals have been collecting the Data, interacting with OWD/GOO officials and progressing the various tasks further. Some of the tasks are interlinked. The progress of one task is dependent on other. The progress on each task and how the same is to be progressed further, is given as below:

S. No.	Task	Actions Taken So Far	Way Forward	
1	Revision of works, Code and Manual	<ul style="list-style-type: none"> • Interactions with E-in-C (Civil), CE (NH), other CEs, few SEs, EEs and Accounts Section to get their views on issue of revision of Manual • Data being collected on organisation set up of CE units, workload per Division for each CE during last five years • Seeking response on adequacy of existing powers of offices of OWD for execution of public works 	<ul style="list-style-type: none"> • Study of work procedures for OWD to achieve proper coordination and improve delivery of projects as per laid down institutional framework • Review of procedures for sale and acquisition of land and suggest modifications, if any. • Review procedures for implementation of EMP, Rehabilitation and Resettlement 	
2	Road Sector Policy and Strategy	<ul style="list-style-type: none"> • Studied the existing draft road sector policies developed in 2004 • Reviewed the development plans of Odisha for evolving the policy and strategy • Carried out interaction with various CEs to get their views on proposed policy review. 	Components of Road Sector Policy and Strategy	Suggested Components and Parameters
			Strategy Statement	<ul style="list-style-type: none"> • Eradication of Poverty • Economic and Social Development • Concentrate on development of LWE Sector to bring them into main stream
			Vision Statement	<ul style="list-style-type: none"> • Achieve 100% Connectivity in next 10 years



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S. No.	Task	Actions Taken So Far	Way Forward		
			<table border="1" data-bbox="879 349 1524 651"> <tr> <td data-bbox="879 349 1098 651">Mission Statement</td> <td data-bbox="1098 349 1524 651"> <ul style="list-style-type: none"> To develop the road infrastructure with requisite quality and adequate capacity to meet, the multi-sectoral demands to achieve the socio economic goals for upliftment and prosperity for the people of Odisha. </td> </tr> </table> <p data-bbox="879 658 1417 689">Analysis of Projected Road Sector Demands</p> <ul data-bbox="879 712 1524 969" style="list-style-type: none"> Road sector demands of medium to long term is being evaluated so as to work out suitable options for review of policy and vision Existing legal and institutional framework along with organisational capacity of OWD and considerations for capacity building are being studied. <p data-bbox="879 992 1524 1059">For Identification of Gaps in Policy and Strategy the following are being considered:</p> <ul data-bbox="879 1081 1524 2038" style="list-style-type: none"> Road Sector medium to long term organisational vision covering: <ul style="list-style-type: none"> Road Sector Network demands for next 5, 10, 15 and 20 years to cover SH, MDR, ODR and VR etc. Institutional gaps in Authority/Powers for: <ul style="list-style-type: none"> Administrative – Inter departmental Postings etc. Technical – For Technical Sanctions and Supervision etc. Financial – For acceptance of Contracts, approval of deviation/variation, grant of EOT and approval of CVs etc. Need to separate Policy and Implementation or maintain Status Quo <ul style="list-style-type: none"> Review the working of OBCC for capacity augmentation to cover both roads and bridges whether selected works given to the corporation and remaining with existing OWD Whether all PPP Projects will need to be controlled by corporation? Will need required support legally for any changes to be made? 	Mission Statement	<ul style="list-style-type: none"> To develop the road infrastructure with requisite quality and adequate capacity to meet, the multi-sectoral demands to achieve the socio economic goals for upliftment and prosperity for the people of Odisha.
Mission Statement	<ul style="list-style-type: none"> To develop the road infrastructure with requisite quality and adequate capacity to meet, the multi-sectoral demands to achieve the socio economic goals for upliftment and prosperity for the people of Odisha. 				



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S. No.	Task	Actions Taken So Far	Way Forward
			<ul style="list-style-type: none"> • Performance Based Management Contracts • ROW Management - Revenue Generation - Yamuna Expressway Concept • Ownership of Road Assets of GOO • Study and suggest an appropriate scheme for creating Road Fund and consequential budgetary reforms.
3	OWD Staff Training and HRD	<ul style="list-style-type: none"> • Interaction with E-in-C (Civil), CE (NH), CE (Building) • Interaction with some SEs and EEs • Detail discussion with CE (R&D) and (QP) regarding training and HRD 	<ul style="list-style-type: none"> • Review the functioning of construction academy for ensuring appropriate training requirements of OWD staff. • HRD policies are being reviewed to match with Restructuring proposals of OWD, with a sustainable HRD philosophy
4	Reorganisation and Strengthening of OWD	<ul style="list-style-type: none"> • Interaction with E-in-C (civil), CE (World Bank), CE (NH) other CEs, few SEs and EEs to get their views on re-structuring issues • Collection of Data regarding staffing in OWD and restructuring agreed to in December 2011 by GOO • Interaction with CE (RD and QP) regarding Training and Quality Management 	<ul style="list-style-type: none"> • Review the restructuring of OWD carried out in Dec. 2011 by GOO for effective and efficient, functioning • Reviewing the HRD and HRM Policies for ensuring sustained training to the staff of OWD.
5	Road Safety Engineering and Planning	<ul style="list-style-type: none"> • Collected State Level Accident data of all districts from Crime Branch • State level accident data analysis is in progress to identify hazard groups and hazard locations • Consultation with Transport Department complete 	<ul style="list-style-type: none"> • Collecting state level accident data – Hospitals and Insurance companies • Identifying hazardous locations and user groups • Identifying sample road network and conduct safety assessment • Developing countermeasures for hazardous road sections <ul style="list-style-type: none"> – Developing a multi-sectoral ‘Road Safety Action Plan’ including creation of appropriate institutional arrangements for implementation.



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S. No.	Task	Actions Taken So Far	Way Forward
6	Road Network Master Planning	<ul style="list-style-type: none"> Development of base map is under progress Initial data collection from secondary sources completed Various consultations to obtain development plans/information is in progress Initial field visits OWD road network base map prepared from data gathered by Asset Management Consultants 	<ul style="list-style-type: none"> Collect data for developing the base map covering the states development plans (NH, SH, MDR, ODR and VR) Comprehensive Consultation – Study State’s development plans Collection of data from Primary and Secondary Sources with regard to State’s socio-economic profile, Development plan of other modes of transport etc. Identifying the sample network (3000 Km) in consultation with OWD and Conduct traffic and other engineering surveys
7	Future Roads Management Funding	<ul style="list-style-type: none"> Collected relevant documents, reports, budgets, policies, legislations, data and information Held discussions with officials concerned of OWD, OBCC and other stakeholders Study and review of the collected data and information and inputs received during the discussions in progress Quick findings on present status of road financing 	<ul style="list-style-type: none"> ‘As Is Situation’ Study to understand and assess the current situation of road financing and issues in terms of fund sourcing, allocation and utilisation; and cover identification of sources of fund for the road sector, assessment of mechanism for and trend of allocation of funds for the sector, pattern of expenditure for different categories of roads; and review of levy, collection and utilisation of toll fees. Suggest Funding Options through identification of potential sources of funds carrying out a comparative analysis with reference to other States, review of potential for fund generation, sourcing mechanism, social acceptability, administrative and financial viability. Also, study the viability of setting up a Road Fund. Rank preferred options considering the merits and demerits of each identified option and recommend preferred options. Support for implementation entails – <ul style="list-style-type: none"> Estimation of future fund requirements; Prioritisation of fund requirements; Linking the prioritised estimated fund requirements with the preferred funding options; Prepare implementation plan for 20 year time horizon indicating tasks, responsible agency, and time schedule.



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S. No.	Task	Actions Taken So Far	Way Forward
			<p>Consultation</p> <ul style="list-style-type: none"> • During the course of the exercise, interaction and consultation will be carried out with <ul style="list-style-type: none"> – counterpart team and other officials concerned of OWD, officials of finance department, rural works department and other relevant departments such as mining, tourism, industry, transport of GOO; – Other stakeholders like Chambers of Commerce and Industry, Trade Associations, Truck Owners Association, etc. • Discussion format to follow one-to-one meeting, focus group discussion, and workshop. <p>Study and Assessment of :-</p> <ul style="list-style-type: none"> • Allocation of fund and expenditure made for various categories of roads and type of works; • Trends of fund utilisation and capacity of the implementing agency to utilise the funds allocated; • Adequacy of funds allocated to address the needs of core road network; • Overall gap in road sector funding; and • Potential sources of dedicated and sustainable funding
8	Road Toll Collection and Management	<ul style="list-style-type: none"> • Studied the present toll collection model being operative with Odisha Bridge Construction Corporation vis-a-vis model concession agreement • Odisha Tolling Act 2010 is being studied for its review • Toll collection data of last three years collected to carry out comparative studies 	<ul style="list-style-type: none"> • Modifications to the Tolling Act 2010 of GOO to be recommended on the lines of MCA of GOI • Subsequently a legal framework for toll collection plan to be suggested by consultants
9	Vehicle Axle Load Regulation and	<ul style="list-style-type: none"> • Site visits were made in the Districts of Puri and Khordha to have a Preliminary feel of the 	<ul style="list-style-type: none"> • 50 locations being identified for carrying out Axle-load Surveys. • Proposed use of Wheel Weigh Bridges and



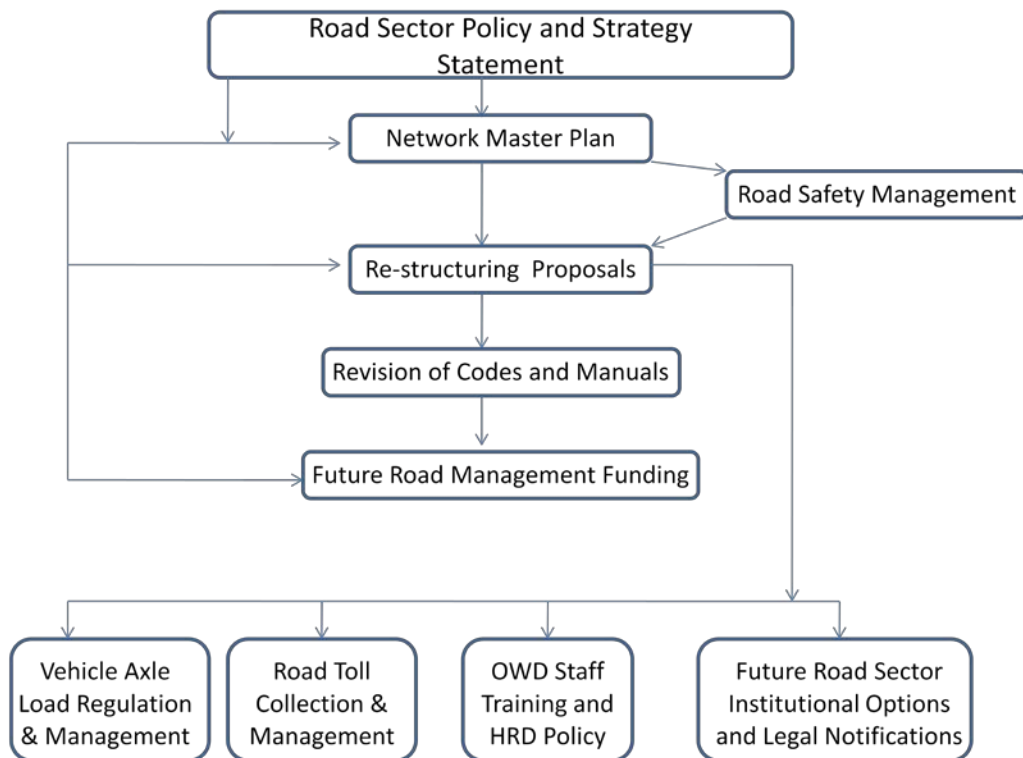
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S. No.	Task	Actions Taken So Far	Way Forward
	Management	<p>commercial traffic plying in the area and the extent of their loading</p> <ul style="list-style-type: none"> • Meetings were held with the respective Executive Engineers Shri P. K. Sutar and Shri P. K. Patra to know about the problem of overloading on roads under their jurisdiction and the control measures being employed and their effectiveness • Review is also being taken of Monitoring and Regulatory Measures being adopted in other states like Tamil Nadu, Maharashtra, Rajasthan and Punjab 	<p>dummies.</p> <ul style="list-style-type: none"> • Loading pattern on heavily loaded corridors of mining/industrial area roads and other roads will also be identified
10	Future Road Sector Institutional Options	<ul style="list-style-type: none"> • Interactions with E-in-C (Civil), CE(NH), other CEs and few SEs to get their views on restructuring issues • Assessment of existing Powers and Authorities for Administrative, Technical and Financial Issues of various establishments • Collection of Data on Financial Allotment for Maintenance and Projects in last three years 	<ul style="list-style-type: none"> • Major Decisions on option of RDC or RDA will be examined on merits and demerits for obtaining views of OWD and other connected departments • Restructuring Process to be taken up based on policy frame work worked out in consultation with ISAP working group and OWD • Re-structuring Process to Commence on receipt of inputs as above • Subsequently HRD and HRM Issues to be taken up

As brought out above, that some of the tasks are interlinked and dependent on outcome of others, a brief interactive suggested format of action plan will be as below:



Suggested Action Plan for Tasks and Deliverables



2.6. Certain Priorities Suggested for Deliverables by CE (WB)

The Consultants are already working for the following deliverables and will continue to interact with OWD and other departments for suggestions and inputs prior to their submission:

- Draft Bidding Documents for Works, Goods and Services,
- Draft Revised Code, Manuals for getting Comments of GOO and OWD,
- Draft Network Master Plan,
- Draft Road Sector Policy and Strategy.