



**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-2**



**Intercontinental Consultants  
and Technocrats Pvt Ltd**



*In association with*

**ARKITECHNO**  
CONSULTANTS (INDIA) PVT. LTD.

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**Abbreviations**

CE	Chief Engineer
DG	Director General
EIC	Engineer in Chief
GIS	Geographical Information System
GOO	Government of Odisha
HRD	Human Resource Development
ICTPL	Intercontinental Consultants and Technocrats Pvt. Ltd.
IDS	Institutional Development Strategy
IR	Inception Report
ISAP	Institutional Strengthening Action Plan
MIS	Management Information System
MoRTH	Ministry of Road Transport & Highways
OD	Organisational Development
OWD	Odisha Works Department
PMU	Project Management Unit
PWD	Public Works Department
RSID	Road Sector Institutional Development
SCRB	State Crime Record Bureau
SWOT	Strengths, Weaknesses, Opportunities and Threats
TL	Team Leader
ToR	Terms of Reference
WB	World Bank



SECTION **1**  
BACKGROUND OF THE STUDY



## **1. Background of the Study**

### **1.1. General**

The improved transport system has been considered as the major development agenda of the state towards poverty eradication. The onus of achieving this strategic objective has been entrusted to Works Department (OWD) of GOO. Therefore, efficient functioning of OWD is the key to economic growth and satisfaction of the communities. To meet the expectations, it needs to adapt itself to contemporary tools of planning, design, construction technology, road safety, plants/equipment and other modern techniques. Besides, there is a strong need to develop vision, mission (in line with broad “Vision” and “Development Goals” of Odisha) of the OWD and then to undertake Institutional Development measures by:

- Institutional Strengthening and Restructuring
- Capacity building

### **1.2. Project Background**

To carry forward its laid strategic objectives, move forward, Government of Odisha (GOO) conceived a plan to upgrade major roads in the state and sent a proposal for Loan Assistance to The World Bank (WB) during the year 1997–98. The WB however suggested that the proposed project should not only include improvement of the Road Transport Infrastructure, but also focus on improving and upgrading the Institutional Capacity of OWD. Accordingly, the GOO undertook “Institutional Development Strategy’ (IDS) Study” during 1998–99 by engaging a consultant. This study identified several key result areas to be addressed in Odisha Works Department (OWD) and concerned road sector institutions over short (0-2 years), medium (2-5 years) and long term (5-10 Years).

Based on the recommendations of the IDS Study, the GOO decided to undertake Road Sector reforms and update the policies and enhance the capacities in planning and efficient management of Road Sector.

As an integral part of the new project, GOO agreed to undertake development of an integrated Institutional Strengthening Action Plan (ISAP) in a phased manner during the New Road Improvement Project. The GOO constituted a ‘Task Force’ to revise the IDS, update its vision and findings where appropriate, and develop an ISAP with the assistance of a Consultant and in consultation with the WB. Based on the WB suggestions on Road Sector Reforms, the Task Force inputs and GOO requirements, the Institutional Strengthening Action Plan (ISAP) was formulated in 2007 with focus on Institutional Strengthening and Capacity Building of OWD. The ISAP suggested undertaking various activities over the period 2008-2018. The ISAP included clear, monitor-able 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 Resource Development (HRD) and Capacity Building.

As a follow up action, the implementation of ISAP activities in the road sector as suggested under ISAP 2008–2018 was endorsed by the State Government in 2009. This also facilitated monitoring of ISAP results by the GOO and the Bank.

In order to carry forward the objectives of ISAP on reforms in Road Sector in general and the OWD in particular, OWD initiated actions to procure the services of a Consultant as per WB guidelines on procurement for Road Sector Institutional Development (RSID). M/s Intercontinental Consultant Technocrats Pvt. Ltd. (ICTPL) in joint venture with Grant Thornton Advisory Pvt. Ltd. in association with Arkitechno Consultants (India) Pvt. Ltd. have been retained by OWD to provide such services over a period of 30 months (April 2012-Oct 2014).

### **1.3. Project Objectives**

The broad objective of consultancy services is Road Sector Institutional development. However, the specific objectives of the RSID consultancy can be stated as:

- to enhance the institutional capacity of OWD and where appropriate, other concerned GOO road sector agencies engaged in road infrastructure development
- to improve the engineering aspects and planning for road safety management in the State
- to initiate mechanism for sustainable future growth of the road sector with the resources dedicated to roads infrastructure development.

### **1.4. Scope of Services**

The achievement of this overall objective will, at varying stages, involves policy and institutional interventions in the roads sector, in accordance with the ISAP. This requires 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 have proposed to carry out a set of distinct Tasks integrated into one overall 'package'. The 'package' of services is proposed to include

- Broad-based "decision-making" involving major stakeholders;
- "Facilitation and support" to the Client in the process of preparing and presenting recommendations to the GOO;
- Subsequent implementation of the accepted package (once GOO decisions are made) and
- Provide assistance for drafting and/or development of documentation of a legal and/or statutory nature.



The specific tasks comprising the assignment are:

- i. Road Sector Policy and Strategy;
- ii. Road Safety Engineering and Planning;
- iii. Road Network Master Planning;
- iv. Vehicle Axle Load Regulation and Management;
- v. Future Roads Funding and Management their of;
- vi. Road Toll Collection and Management;
- vii. Re-organisation and Strengthening of OWD;
- viii. Enhancement of capacity of OWD Staff through Training and developing a sustainable HRD policy;
- ix. Revision of Works Code and Manual and
- x. Future Road Sector Institutional Options.

## **1.5. Project Management**

The management of the project has been structured, taking into account the functional and operational hierarchical structure of OWD and GOO and for smooth approval of deliverables and decision making process during the course of assignment.

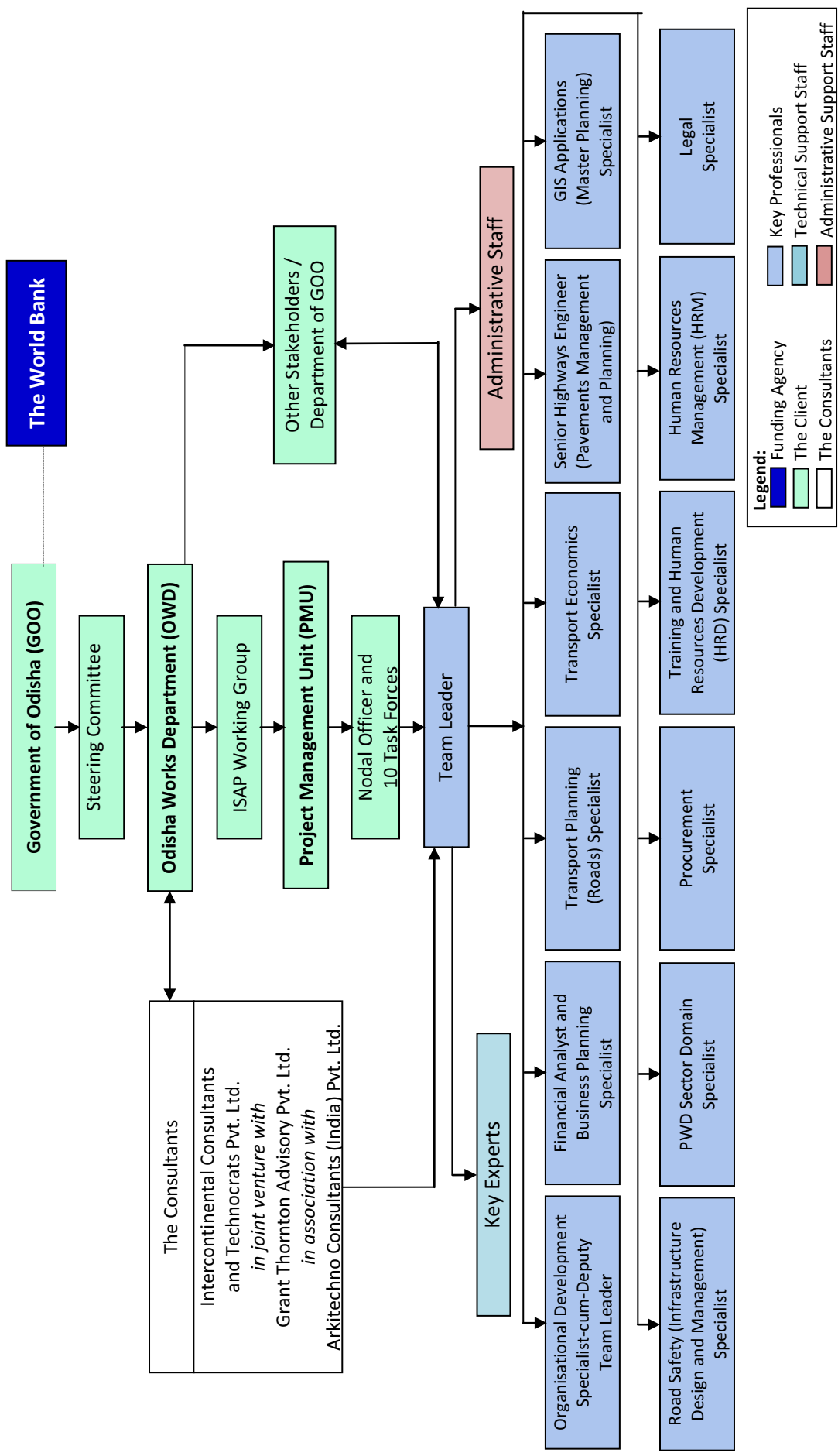
At operation level, the Consultants will report to Head, Project Management Unit – which is Chief Engineer, WB Projects, OWD. The PMU shall remain the main link between the OWD and RSID Consultants. The provision of PMU has been included as part of the WB suggested project management structure. The CE (WB) and Head of PMU has nominated Sh. R. R. Bohidar, EE as the Nodal Officer for coordinating the activities during consultancy services. The major responsibilities of nodal officer includes providing needful support and assistance in undertaking various sub tasks by the consultants, which could involve meetings, interactions, feedback and data/information collection from the project stakeholders or other GOO officials. In addition, the PMU has constituted 10 task forces (one for each specific task as mentioned in section 1.4), mostly headed by one executive engineer and two engineers.

From the consultancy team, Team Leader (Mr. N B Cacal) is responsible for timely submission of deliverables as per agreed project schedule and to undertake technical correspondence with the PMU and relevant GOO officials. In addition, the Key Experts of consulting team shall liaise with concerned GOO departments for discussions, feedback and data/information specific to their specific areas of expertise. Operationally the key experts shall work in close coordination with respective task forces, who shall interact on a regular basis and shall provide the required feedback.





**PROJECT ORGANISATION**







SECTION 2  
QUARTERLY PROGRESS REPORT



## 2. Quarterly Progress Report

### 2.1. Mobilisation

Mr. Norgildo Banal Cacal has been mobilised as Team Leader w.e.f. 1 September 2012. This is in line with our letter no. ICT:660:OR:39, dated 1 September 2012, in which reasons of delay in deployment of Mr. Cacal have been well explained. Prior to this, a proposal on his joining the RSID project was submitted to the Client, which was agreed to.

In order to provide further support to the project, Mr. Baljit Singh Rajpal (ex EIC, Himachal Pradesh) has been posted on to the project vide our letter no. ICT:660:OR:42, dated 5 September 2012. His assignment on this project is proposed to include:

- To assist PWD Sector Domain Specialist
- To assist OD and Training Specialist
- Monitor Investigations
- Monitor Collection of Data as required by Key Professionals
- Interact with OWD on need basis
- Assists TL in overall functioning and project management

In addition Mr. Anant Deo Narain (Ex DG, MoRTH and now President, ICT) had useful interactions on the consultancy besides experience sharing with OWD officials at Bhubaneswar and has agreed to be the Project Advisor so as to contribute effectively and carry forward this consultancy much more smoothly.

### 2.2. Engagement of Key Professionals

The following (refer **Table 2-1**) Key Professionals contributed on the project during the quarter and had useful interactions with OWD and GOO officials for inputs, data/information and feedback on their works.

**Table 2-1: Key Professionals on the Project during the Quarter**

Sl. No.	Name	Position
1	Mr. Norgildo Banal Cacal	Road Agency Management Specialist-cum-Team Leader
2	Dr. C. P. Bohra	Organisational Development Specialist-cum-Deputy Team Leader
3	Mr. Chandi Ganguly	Transport Planning (Roads) Specialist



Sl. No.	Name	Position
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	Mr. Deepak Narayan	PWD Sector Domain Specialist
7	Col. S. P. Tomar	Institutional Strengthening, Road Policy and Strategy
8	Mr. Tony Mathew	Road Network Planning and Road Safety

## 2.3. Progress

### 2.3.1 Period of Coverage

09 July 2012 to 08 October 2012

### 2.3.2 Milestones Achieved

**Submission of Inception Report:** The draft inception report was submitted on 17 September 2012. Based on comments of OWD and WB, it was further revised and updated. It included revision of chapters with detailed work plans, changes in personnel/staffing schedule and work schedule etc. This was then presented to CE, WB; ISAP working group and task force members. The feedback was integrated and the revised IR was submitted on 20 September 2012. On its approval from CE, WB (Project Manager, PMU), the IR was submitted to the World Bank. The WB provided its approval on 01 October 2012. With this, the first milestone has been achieved. The approval of IR shall broadly guide the methodology to undertake various sub tasks so as to complete the specific tasks.

#### For this, following meeting were held

- CE, WB and Nodal Group Officials 03 September 2012
- -do- 11 September 2012
- -do- 17 September 2012

### 2.3.3 Progress on Individual Tasks

For undertaking various tasks and to carry forward the consultancy, following meetings were held during the quarter:



## Road Sector Institutional Development, Odisha

- Meeting with EIC cum Secretary (Works), GOO 21 July 2012
- CE, WB and WB Officials 22 July 2012
- CE, WB and Nodal Group Officials 06 August 2012
- Nodal Officer, RSID 08 October 2012
- CE, RD 08 October 2012
- Principal Scientist, ORSAC 08 October 2012

During the quarter, various key experts have undertaken various activities towards completion of individual tasks. The same are summarised in **Table 2-2**.

**Table 2-2: Progress on Individual Tasks during the Quarter**

Sl. No.	Task	Progress (activities undertaken) during the quarter
1	Revision of works, Code and Manual	<ul style="list-style-type: none"><li>• Development of framework and contents of the revised Works Code and Manual</li><li>• Review and analysis of Works Code and Manual of other states</li><li>• Interactions with task force members, some CEs etc.</li></ul>
2	Road Sector Policy and Strategy	<ul style="list-style-type: none"><li>• Review and analysis of road sector policies of other states in India</li></ul>
3	Reorganisation and Strengthening of OWD	<ul style="list-style-type: none"><li>• Review and analysis of restructuring undertaken by OWD in December 2011</li><li>• Review and analysis of organisation structures of other states</li></ul>
4	OWD Staff Training and HRD	<ul style="list-style-type: none"><li>• Development of training policy document</li><li>• Preliminary assessment of organisational (OWD) competency needs</li></ul>
5	Road Safety Engineering and Planning	<ul style="list-style-type: none"><li>• Collection and Analysis of crash data of SCRB</li><li>• Initiated the identification of hazardous locations, user groups and sample road network for road safety assessment</li><li>• Preliminary development of counter measures of hazardous road sections</li></ul>



Road Sector Institutional Development, Odisha

Sl. No.	Task	Progress (activities undertaken) during the quarter
6	Road Network Master Planning	<ul style="list-style-type: none"> <li>Finalisation of phasing of activities and data requirements</li> <li>Procurement of data/maps on road network to support master planning</li> </ul>
7	Future Roads Management Funding	<ul style="list-style-type: none"> <li>Review and analysis of financial aspects of state road development programs specially for 11<sup>th</sup> and 12<sup>th</sup> FYP</li> <li>Review and analysis of existing funding sources</li> </ul>
8	Road Toll Collection and Management	<ul style="list-style-type: none"> <li>Completed review and analysis of present Tolling Act, Toll Collection Mechanism and Funds Generated</li> </ul>
9	Vehicle Axle Load Regulation and Management	<ul style="list-style-type: none"> <li>Completed review and analysis of vehicle load monitoring and regulatory measures of other states</li> </ul>
10	Future Road Sector Institutional Options	<ul style="list-style-type: none"> <li>SWOT analysis of OWD to identify institutional gaps</li> <li>Review and analysis of institutional mechanism of other states</li> </ul>

#### 2.4. Proposed Actions during Next Quarter and Interventions Expected from OWD

Based on the achievements till date, activities during next quarter have been planned. Table 2.3 provides the planned activities (way forward) during next quarter as well as support/interventions expected from OWD and stakeholders.

**Table 2-3: Proposed Actions during Next Quarter and Interventions Expected from OWD**

Sl. No.	Task	Proposed Actions during Next Quarter (way forward)	Supporting Interventions from OWD
1	Revision of works, Code and Manual	<ul style="list-style-type: none"> <li>Revised systems and procedures for planning, designing and tendering of civil works</li> <li>Development of chapters on land acquisition, social, environmental management, safety etc.</li> <li>Public Private Partnership</li> </ul>	



Road Sector Institutional Development, Odisha

Sl. No.	Task	Proposed Actions during Next Quarter (way forward)	Supporting Interventions from OWD
2	Road Sector Policy and Strategy	<ul style="list-style-type: none"> <li>Stakeholder workshop to seek inputs on expectations and feedback on road sector policy of other states, analysis of comparative merits and integration possibilities etc.</li> <li>Vision and strategy development</li> <li>Visit of OWD officials to other states (AP, Gujarat) to understand the developments in the road sector – End of November 2012</li> </ul>	
3	Re-organisation and Strengthening of OWD	<ul style="list-style-type: none"> <li>Workshop on Vision, Mission of OWD and Structural needs</li> <li>Work load analysis</li> <li>Identification of OD gaps</li> </ul>	<ul style="list-style-type: none"> <li>Liaison for data collection on work load (formats)</li> </ul>
4	OWD Staff Training and HRD	<ul style="list-style-type: none"> <li>Undertake training needs assessment under present scenario</li> </ul>	<ul style="list-style-type: none"> <li>Participation of OWD officials</li> </ul>
5	Road Safety Engineering and Planning	<ul style="list-style-type: none"> <li>Collection and analysis of data from Trauma centres, hospital, insurance companies and vehicle operators</li> <li>Identification of road network and safety assessment associating engineers of OWD</li> <li>Capacity management review of Stakeholder departments</li> </ul>	<ul style="list-style-type: none"> <li>Liaison with SCRB and Transport Department for data availability</li> </ul>
6	Road Network Master Planning	<ul style="list-style-type: none"> <li>Reclassification of roads</li> <li>Identification of 3,000 km of sample road segments</li> <li>Field survey for traffic count data, origin-destination survey, road inventory and road condition survey and soil sub-grade investigations</li> </ul>	<ul style="list-style-type: none"> <li>Procurement of road network maps (paper, GIS) with classified roads</li> <li>Liaison with RD to support classification of roads</li> </ul>
7	Future Roads Management Funding	<ul style="list-style-type: none"> <li>Assessment of adequacy of funds, gaps in road sector funding for objectively determined future road sector needs and plan priorities</li> </ul>	<ul style="list-style-type: none"> <li>Plan/VISION document on financing of road sector</li> </ul>



Sl. No.	Task	Proposed Actions during Next Quarter (way forward)	Supporting Interventions from OWD
8	Road Toll Collection and Management	<ul style="list-style-type: none"><li>• Development of framework for effective road collection management</li><li>• Sharing of experiences with OWD on road fund and feedback</li><li>• Development of guidelines on toll setting and tolling operations</li></ul>	
9	Vehicle Axle Load Regulation and Management	<ul style="list-style-type: none"><li>• Identification of 50 locations for undertaking axle load surveys</li><li>• Undertaking axle load surveys</li></ul>	
10	Future Road Sector Institutional Options	<ul style="list-style-type: none"><li>• Review and analysis of various institutional options adopted in the country to assess their applicability in Odisha</li><li>• Workshop to identify institutional capacity/responsibility gaps and suggestion on possible options</li><li>• Preliminary Options analysis</li></ul>	

## 2.5. Administrative Issues needing interventions of OWD

As per ToR, OWD needs to constitute a “Review Committee” to finally approve the reports, which shall facilitate the release of payments to RSID consultants. OWD may initiate and complete the formation on priority.





## ANNEXURES



Intercontinental Consultants  
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In joint venture with  
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**Consultancy Services for Road Sector Institutional Development for Government of Odisha**

ICT:660:OR:35

13 Aug 2012

To

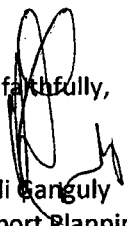
**Er. NaliniKantaPradhan**  
Chief Engineer,  
World Bank Projects,  
NirmanSoudha, Keshari Nagar, Unit V,  
Bhubaneswar-751 001, Odisha.

**Subject: Consultancy Services for Road Sector Institutional Development, Orissa – Minutes of Meeting held on 6 August 2012 at Office of Chief Engineer (World Bank Projects), OWD**

Dear Sir,

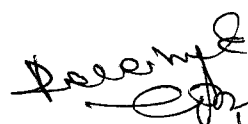
Please find enclosed the minutes of meeting held on 6 August 2012 between the RSID consultants and your representatives to discuss the progress of Road Network Master Planning activity. I attach the meeting agenda for your kind reference. Please let us know of any suggestions or changes at your earliest.

Yours faithfully,

  
Chandni Ganguly  
Transport Planning Expert  
ICT Pvt Ltd, New Delhi



*Enclosure: Meeting Agenda*

  
13/8/12



**Innovative, Creative & Technologically Sustainable Infrastructure Solutions**

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## Consultancy Services for Road Sector Institutional Development for Government of Odisha

### RSID PROJECT TEAM MEETING

August 6, 2012  
4:30 PM to 6:30 PM  
PMU Office, OWD  
Nirman Soudh, Bhubaneswar

<b>Meeting called by:</b>	<b>RSID Consultants</b>	<b>Type of meeting:</b>	<b>Project Status</b>
<b>Facilitator:</b>	Chandi Ganguly (Transportation Planning Specialist)	<b>Note taker:</b>	Chandan Kumar Dey (Highway Engineer)
<b>Timekeeper:</b>	N/A		
<b>Attendees:</b>	<ol style="list-style-type: none"> <li>Er. Nalini Kant Pradhan, Chief Engineer, World Bank</li> <li>Er. Rashmi Ranjan Bohidar, Superintending Engineer</li> <li>Er. Dr. Narayan Chandra Pal, Executive Engineer, PMU</li> <li>Er. Manoranjan Mishra, Executive Engineer, PMU</li> <li>Er. Gatikrushna Prasad, Executive Engineer, ACE (DP&amp;I)</li> <li>Er. Fakir Mohan Panigrahi, Executive Engineer, PMU</li> <li>Er. B. C. Tripathy, Executive Engineer-II, PMU</li> <li>Er. Chandi Ganguly, Transport Planning (Roads) Specialist, ICT</li> <li>Er. Tony Mathew, General Manager, Traffic &amp; Transportation, ICT</li> <li>Er. Chandan Kumar Dey, Assistant Highway Engineer, ARKITECHNO</li> </ol>		
<b>Circulation:</b>	All Attendees and Mr. A. D. Narain, Dr. P. K. Sikdar and Col. S. P. Tomar		
<b>Agenda:</b>	As enclosed		

### AGENDA ITEMS

Agenda	Detail Discussion	Action by
<b>Background/ Introduction</b>	<ul style="list-style-type: none"> <li>Mr. Ganguly did a formal introduction of the project objectives with respect to the Road Network Master Planning within the overall scope of the Road Sector Institutional Development (RSID) for Government of Orissa.</li> <li>Mr. Pradhan and Dr. Pal enquired about the status of the project progress so far with reference to the executed contract, and expressed concerns about the project progress so far with respect to the original schedule. They also expressed concerns about the absence of the key experts and also the Team Leader/Deputy Team Leader towards getting the progress of the work so far.</li> </ul>	Information  RSID Consultants to Note and Act ASAP

### Innovative, Creative & Technologically Sustainable Infrastructure Solutions



**Tentative Phasing of Master Plan**

- Mr. Ganguly discussed the scope of the Road Network Master Planning. The scope of the work was divided into, three tentative phases consisting of Phase-I, II & III. It was explained that the individual phases will consist of the followings:

Information

**Phase-I:** Evaluation of existing traffic conditions and identification of issues related to connectivity, accessibility and mobility; development traffic projection and future demand; identification of capacity issues with respect to future demand and develop mitigation measure alternatives; providing input for the economical evaluation to develop a prioritization list and road financing plan;

**Phase-II:** Stakeholder consultation; development of a road classification system for approval and implementation on the basis of well-defined traffic parameters in consultation with OWD;

**Phase-III:** Identify areas to be strengthened including processes/procedures to augment capacity building to manage updating and implementation of road network master plan.

**Target Road Network to be covered under this Master Plan**

- Mr. Ganguly explained the extent of the target road network to be covered under this Master Plan based on their understanding from the proposal. The primary intent in the proposal was to restrict the study area within the extent of the limits covered under the Orissa road network based on GIS mapping developed by the Asset Management Consultants. The existing roads under the OWD road network covered by the Asset Management Consultant (AMC) will be categorized/ considered based on the road classification, as indicated in the IRC 73-1980 (Non-Urban Roads) and IRC 86-1983. Prime focus will be on connectivity, accessibility and mobility. Urban roads were anticipated to be covered under MDR/ODR categories, unless appropriate classifications are available.
- Dr. Pal indicated that the scope of the ongoing work by the AMC covers data collection, traffic work to evaluate existing and future traffic conditions, including developing a priority list of road improvements for the entire road network under OWD. Dr. Pal indicated that RSID scope should cover all the roads beyond the OWD road network, and there should not be any duplication of work between the RSID Consultant and AMC.
- Mr. Pradhan seconded Mr. Pal’s statement and indicated that RSID scope should cover all the roads in the State of Orissa. He iterated from the signed contract that the RSID consultant should cover all roads including village roads

Information

RSID Consultants/  
PMU to Note

RSID Consultants –  
to Note/  
PMU – to Provide a  
GIS road network



to irrigation roads outside the OWD road network, whereas the findings of the AMC on OWD roads should be reviewed and integrated with the findings of the RSID consultant.

map consisting all category roads to expedite project progress

- Dr. Pal reiterated that as per Contract Agreement task - 701, The evaluation is supposed to cover entire Odisha Road network covering even Village roads, Urban roads & others in terms of ownership OWD, Forest department, Rural Development, Urban Development and Panchayat Raj.

RSID Consultants to Note/PMU to Provide road maps identifying the road ownership to RSID Consultants
- Dr. Pal also indicated that the RSID Consultant should conduct the field surveys on selected stretches on approximately 3,000 Km road network of state beyond the OWD road network, which is already under examination by the AMC. The road network selected shall comprise of Village road, Irrigation road etc.

RSID Consultants/ PMU to Note
- Mr. Ganguly expressed concerns relating to cover the entire Orissa road network by surveying selected road segments totaling to only 3,000 Km. He indicated that additional coverage for further data collection might be required and could be subject to an extra effort, time and cost.

RSID Consultants/ PMU to Note
- Mr. Pradhan indicated that incase the survey requirement exceeds the limit of 3,000 Km, the OWD/ PMU will look into it and consider requirement of any extras for such additional data collection activity. He emphasized to making progress with whatever is available.

RSID Consultants/ PMU
- Mr. Ganguly emphasized that a detail road network map is necessary to identify the counting station locations. He indicated that the RSID consultants have already started meeting different agencies and departments to initiate secondary data collections. He mentioned that the RSID consulting team approached the Rural Development Department (RDD), however no map or no relevant data were provided by them till date.

OWD/PMU to follow-up with RDD (Note: A letter had been sent on July 5<sup>th</sup>, 2012 by the OWD to the RDD requesting copies of DRRPs and still awaiting response.)
- Mr. Pradhan noted the point and assured that all cooperation will be provided as necessary from the OWD in procuring relevant data and information from the RDD.

PMU/OWD to actively follow-up with ORSAC and RDD
- Dr. Pal raised questions asking the reason of not putting such data request earlier, and also advised that such requests should be included in the Inception Report.

(Note: Data requests have been made several times since inception without yielding any results)



- Mr. Ganguly indicated that based on the assumptions made in the proposal a road network map of the OWD road network was already procured. Request for further road network mapping has been made already, however the status of such request is still pending with PMU. He also requested obtaining a detailed GIS Map, supposed to be procured by the OWD from Orissa Remote Sensing Application Centre (ORSAC). Once the GIS maps are available the targeted road segments totaling to approximately 3,000 Km of road stretches will be identified in consultation with OWD for setting up the data counting stations.

OWD/PMU to follow-up with ORSAC for GIS Maps
  - Mr. Pradhan responded that procurement of the GIS map could be time consuming, and requested to move forward based on any available hard copies of road maps covering all the roads outside OWD road network. He advised the team to enquire from ORSAC to obtain hard copies of the road maps, while Mr. Ganguly agreed and confirmed to take necessary steps to procure paper copies of the available road maps.

RSID Consultants to Note/PMU to expedite procurement of the GIS Map at an earliest to accelerate the project progress
  - Mr. Ganguly enquired about the necessity of covering low volume traffic roads like irrigation road etc. in the Road Network Master Plan;
  - Mr. Pradhan responded that the low volume roads with provision of some additional connections to the major roads might provide an alternative traffic corridor alleviating traffic demands on major roads.

RSID Consultants to Note
- Approach**
- Mr. Ganguly discussed the details of the necessary field surveys that will be required to accomplish the objective of the Road Master Planning activity. It was reiterated that a team consensus on the limit/extent of the study area was important to proceed with this assignment. He indicated that subject to obtaining proper road maps, the following activities will be predominant in moving forward to complete the Phase-I of the Road Network Master Planning process:

Information

    - 1) Identify data requirement including type of data (e.g. Volume counts, OD counts, Axle Load, Road Condition etc.);
    - 2) Data collection from secondary sources and identify gaps to be filled;
    - 3) Identify counting station locations including type of count in consultation with OWD;
    - 4) Data collection through field surveys;
    - 5) Establish traffic homogeneous sections, if required;



- 6) Review background reports, other survey data to develop attributes for establishing growth factors;
  - 7) Forecast traffic volumes for targeted 20 year horizon including predicted annual traffic volumes on capacity constrained corridors;
  - 8) Identify multimodal corridor based on studies by others and extract forecast modal split. The scope of current assignment does not involve identification of multimodal transportation corridor by RSID consultant, however connectivity to the other modal facilities will be verified and impact of any connections to such facilities will be evaluated;
  - 9) Identify potential missing links and connectivity between major traffic corridors, other traffic corridors including connectivity of major land-use/establishment with nearing traffic corridors etc. and identify alternative routes between alienated traffic corridors or an alternative corridor and major traffic generators;
  - 10) Identify any other issues, gaps or missing elements in consultation with OWD.
- Mr. Pradhan mentioned that some of the ODRs have high traffic volumes and the study should identify them. Similar scenarios are expected for some of the Irrigation Roads, which should also be considered to identify alternate routes. He also indicated that feasibility of using the existing canals could also be verified for multimodal transportation etc., although and the detail scope of such study might not be within the current assignment. RSID Consultants to Note
  - Mr. Pradhan indicated that the OWD is primarily focusing on three on-going main activities, which are i) Asset Management; ii) Road Network Master Planning and iii) Development of Codes etc. He also indicated that the Road Network Master Plan should include connections to the planned industrial hubs, mining corridors, dedicated tourist corridor and Buddhist Circuit. He indicated that relevant information related to such planned developments should be obtained from relevant agencies e.g. IDCO/Industrial Secretary, Mining Department, Tourism Department or Department of Industry etc. Mr. Pradhan also mentioned that a merry-go-round rail track and a parallel road system have been proposed for the Angul and Talcher areas, which could also be integrated with the Road Network Master Plan. He also alluded to a dedicated mining/industry corridor about 200 Km/250 Km connecting Sundargarh and Jharsuguda mining areas. RSID Consultants to Note





	<ul style="list-style-type: none"><li>• Mr. Pradhan also indicated that the secondary sources should not be restricted to the agencies under the State Government, but should include the same under Government of India.</li></ul>	RSID Consultants to Note
<b>Anticipated Outcome</b>	<ul style="list-style-type: none"><li>• Mr. Ganguly discussed about the anticipated outcome of this phase i.e. Phase-I, and indicated that the output in terms of alternative development solutions from this phase will be provided to the Transportation Economist. Once the preferred alternatives are identified based on the economic analysis, the stakeholder consultation i.e. the Phase-II of the Road Network Master Planning should be undertaken. The OWD team generally agreed to this approach.</li></ul>	Information
<b>Schedule</b>	<ul style="list-style-type: none"><li>• Dr. Pal requested to provide the revised work program and mobilization of the team based on the current status of the project. Mr. Pradhan advised to provide OWD a detailed schedule on the proposed tasks and activities related to the Road Network Master Plan based on the progress so far.</li></ul>	RSID Consultants to incorporate in the Inception Report
<b>Closing</b>	<ul style="list-style-type: none"><li>• Dr. Pal reiterated that the proposal considered that there will be a total of ten workshops as per the contract and all the workshop/stakeholder consultation should be related to respective activities to be completed under the RSID project.</li><li>• Mr. Ganguly expressed his gratitude on behalf of the RSID team and thanked everyone from the OWD members present in the meeting.</li></ul>	RSID Consultants to Note

## **OTHER INFORMATION**

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**Special notes:** Please provide your comments on any changes or any discrepancies; otherwise this will be recorded as the final minutes of the meeting.



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**Consultancy Services for Road Sector Institutional Development for Government of Odisha**

ICT:660:OR:43

4<sup>th</sup> September 2012

Er. N. K. Pradhan,  
Chief Engineer (World Bank Project),  
Office of Engineer-in-Chief (Civil), Odisha,  
Nirman Soudha, Keshari Nagar Unit – V,  
Bhubaneswar – 751001  
Tel/Fax: 0974 239 6783/0080  
Email: [pmuosrp@gmail.com](mailto:pmuosrp@gmail.com)

**Sub:** Consultancy Services for Road Sector Institutional Development, Odisha – Interactive Meeting/  
Discussions and Proposed Actions.

Dear Sir,

Kindly refer to our Interactive Discussions of 3<sup>rd</sup> September 2012 with regards to Mobilisation of undersigned and some of the actions to be taken on priority as discussed in succeeding paragraphs.

The Interactive Courtesy visit to your office and meeting with Yourself, Sri R. R. Bohidar (Nodal Officer), Dr. N. C. Pal (EE), Mr. Panigrahi (EE), Mr. M. Mishra (EE) and Mr. A. K. Sahoo (AE) was cordial, positive and progressively forward looking.

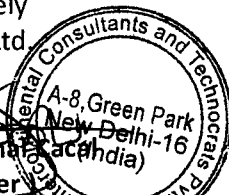
Based on discussion held, some of the actions to be taken on priority are as below:

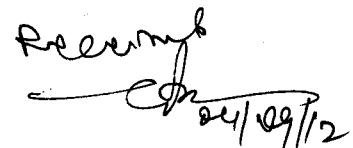
- (a) Submission of revised Inception Report (being planned by 13/14<sup>th</sup> September 2012)
- (b) Followed by submission of Quarterly Progress Report
- (c) Finalisation of move schedule of key Professionals to Project Site, in consultation with your office/Nodal Officer, being dependent on the following:
  - (i) Schedule of Deliverables
  - (ii) Specified Man-month of a Key Professional as per Contract.
  - (iii) Proposed visits to other states and discussions/conduct of workshops with respect to that specific Task/deliverable.
- (d) Finalisation of Work Programme in consultation with your office/Nodal Officer
- (e) Availability of Maps from ORSAC (A separate letter to its confirmation follows).
- (f) Re-scheduling of submission of some of the Deliverables i.e. Core Road Network Master Plan and Revision of Work Code & Manual etc.

As advised, in view of Assembly Session being, 'On', the joint discussions on Work Programme, Staffing Schedule and Re-scheduling of Deliverables can be held on 11<sup>th</sup> September 2012, so that the same can be part of, revised **Inception Report** for its implementations.

Thanking you and assuring you the best of our services.

Yours Sincerely  
For ICT Pvt. Ltd.

  
Norgildo Banerjee  
(Team Leader)

  
24/09/12

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**Consultancy Services for Road Sector Institutional Development for Government of Odisha**

ICT:660:OR:45

12<sup>th</sup> September 2012

Er. N. K. Pradhan,  
Chief Engineer (World Bank Project),  
Office of Engineer-in-Chief (Civil), Odisha,  
Nirman Soudha, Keshari Nagar Unit – V,  
Bhubaneswar – 751001  
Tel/Fax: 0974 239 6783/0080  
Email: [pmuosrp@gmail.com](mailto:pmuosrp@gmail.com)

**Sub:** Consultancy Services for Road Sector Institutional Development, Odisha – Meeting/ Discussions on Revised Inception Report.

Dear Sir,

1. Kindly refer to our Discussions of 11<sup>th</sup> September 2012 with regards to proposed submission of revised Inception Report. As per proceedings, initially, we had preliminary discussions in your office, followed by detailed interaction with Shri R. R. Bohidar (Nodal Officer) along with other officers i.e. Dr. N. C. Pal (EE), Mr. M. Mishra (EE) and Mr. Satpathy, Divisional Forest Officer, responsible for environmental and social issues.

Agenda of Discussions:

- Confirmatory Matrix of World Bank observations on Inception Report issued vide their letter dated 10<sup>th</sup> July 2012.
- Revised Work Plan
- Modified Staffing Schedule

2. It was further decided to include following issues as part of revised Inception Report

- Environment and Social Issues with comments on regulatory framework concept
- Quarry operations and recycling of road materials, to be discussed and also form part of IR as part of environmental issues
- A paragraph on delay in joining of TL, to be reflected in IR
- Indicative tentative dates for first few Workshops at Odisha and visit to other states
- A Chapter on Risk and Challenges of Project and Assignment

These are being addressed and will be added as fresh inputs to Inception Report.

3. The broad format of further deliberations as desired by your office prior to submission of Inception Report is as below:

- |                                      |   |                            |
|--------------------------------------|---|----------------------------|
| a) Submission of Revised IR by email | - | 14 September 2012 (Friday) |
| b) Detailed presentation of IR       | - | 17 September 2012 (Monday) |
| c) Final Submission                  | - | 19 September 2012          |
| d) Submission of QPR                 | - | 21 September 2012          |

*Recd. by  
R  
12/9/12*

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New Delhi-110016, INDIA

*g*




4. It was also in principle agreed to that Staffing Schedule should preferably be implemented in accordance with Contractual Frame Work. The Consultant have also requested for consideration of first invoice proposed to be submitted consequent to submission of revised Inception Report.

The Consultants are working on adherence of Schedule referred in Para 3 above.

Thanking you and assuring you the best of our services.

Yours Sincerely  
For ICT Pvt. Ltd.

  
Norgilob Banal Cacal  
( Team Leader )



CC: Shri R. R. Bohidar (Nodal Officer)



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**Consultancy Services for Road Sector Institutional Development for Government of Odisha**

ICT:660:OR:50

18<sup>th</sup> September 2012

To

Er. N. K. Pradhan,  
Chief Engineer (World Bank Project),  
Office of Engineer-in-Chief (Civil), Odisha,  
Nirman Soudha, Keshari Nagar Unit – V,  
Bhubaneswar – 751001  
Tel/Fax: 0974 239 6783/0080  
Email: [pmuosrp@gmail.com](mailto:pmuosrp@gmail.com)

**Subject: Consultancy Services for Road Sector Institutional Development, Odisha – Presentation, Inception Report (Revised)**

Dear Sir,

Further to our Letter No. ICT:660:OR:45 dated 12<sup>th</sup> September 2012.

The detailed Presentation of Revised Inception Report made on 17<sup>th</sup> September 2012, attended by the following:

For Client

CE (WB) – In Chair

1. Mr. R. R. Bohidar (Nodal Officer)
2. Mr. Sameer Hota (AE)
3. Mr. Ajit Kumar Satpathy (DFO)
4. Mr. M. Misra (EE, PMU)
5. Dr. N. C. Pal (EE, PMU)
6. Mr. B. C. Tripathy (EE, PMU)
7. Mr. C. Manadhata (EE, Design-IV)

For Consultant

1. Team Leader
2. Col S. P. Tomar
3. MR. B. S. Rajpal
4. Mr. Amresh Kumar

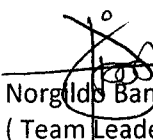
The main observations made, were as below:

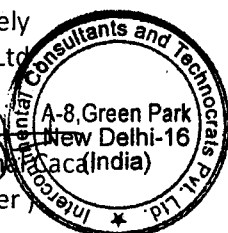
- Case study of Reform / Policy to be recommended / discussed with its positive and negative aspect during Workshop
- Contract Procurement Manual to be a separate Deliverable
- Right to Public Service Act as part of Citizen's Charter to be included
- LA case studies of Harayana, Utrkhand and Rajasthan needs to be referred, for its subsequent progress as part of Road Policy Document
- The Workshops and Visit dates to be discussed for finalisation, at least for first Workshop, to be during early October

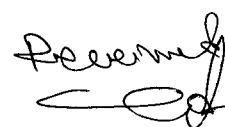
All the above observations have been addressed in Revised Inception Report

Thanking you and assuring you the best of our services.

Yours sincerely  
For ICT Pvt. Ltd.

  
Norgils Banerjee  
(Team Leader)



  
18/9/12

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## Consultancy Services for Road Sector Institutional Development for Government of Odisha

ICT:660:OR:57

9 October 2012

Er. Nalini Kanta Pradhan  
Chief Engineer (World Bank Project)  
Office of the Engineer-in-Chief (Civil), Odisha  
Nirman Soudha, Keshari Nagar, Unit-V  
Bhubaneswar - 751001  
Tel/Fax: +91-674-239 6783/0080.  
Email: pmuosrp@gmail.com

**Subject: Consultancy Services for Road Sector Institutional Development, Odisha – Minutes of Meeting held on 8 October 2012**

Dear Sir,

This has reference to the discussion of the Team of RSID Consultants with the OWD officials in the office of Mr. R. R. Bohidar, Nodal Officer (RSID), OWD on 8<sup>th</sup> October 2012. The discussion meeting deliberated on several issues and the record of discussions and the action suggested are as follows:

1. Maps for Master Planning Task

- (a) According to the request of the RSID Consultants as well as approval and payment from OWD, ORSAC has given four maps (paper copy) in 1:50000 scale for the district of Puri for examining the details of the map contents. After deliberations it was decided that these paper maps are required at this scale only (1:50000) and OWD may instruct ORSAC accordingly for providing the paper maps for all other districts of Odisha. **(Action: OWD)**
- (b) It was further discussed that these maps (hard copies) were considered necessary about 6–8 weeks back when the urgency of starting the field work was felt, and in presence of the domain expert of Master Planning Task the need of paper copies of maps was established. After 6–8 weeks the urgency of these paper maps for the same purpose is diminished. However, these paper maps are required to obtain the necessary ownership information of the RD, PS, GP, Forest, Irrigation, and similar other roads from the 50 divisions of RD Department, Govt. of Odisha. Consultants expressed that it will be a difficult and time consuming job to visit all 50 divisions to get this information, and therefore, it is suggested that OWD may request the CE, RD Department to obtain these block level hand-made paper maps with colour coding of rural roads of different ownership, which will then be added later to the GIS map along with the RD Department's core network information. A draft letter to request CE, RD Department for this information is enclosed with this letter. **(Action: OWD)**
- (c) It was also discussed and established that in addition to these paper copy maps from ORSAC and from divisions of RD Department of Govt. of Odisha, the GIS maps are required by RSID Consultant for master planning work and that requirement has not changed. OWD may kindly procure the GIS maps with all the layers [indicated in the letter no. PMU-WB-33/2012-21932, dated 5<sup>th</sup> July 2012 from CE (WB) to ORSAC] from ORSAC at an early date for making progress in the master planning task. Consultants also requested OWD officials to explore the possibility





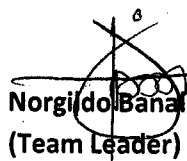
of issuing directive from Chief Secretary to IT Department/ORISAC for making the GIS maps available quickly. **(Action: OWD)**


2. The RSID Consultant requested for a meeting on Road Safety task on 9<sup>th</sup> October 2012 afternoon so as to discuss and establish the 2,000 km of sample network and the strategy of the field work, which is to be started immediately. Consultants suggested that the EEs of respective Divisions/Circles will have to be involved in the road safety assessment works for their capacity building. OWD suggested that the EEs may be asked to give the locations of accident occurrence on the roads in their jurisdiction, so as to incorporate these information in road safety assessment work. A draft format of the information required from the EEs is enclosed for sending from OWD. **(Action: OWD)**
3. While discussing about the Works Code and Manual, it was suggested by OWD officials that first of all the need of revising the Works Code and Manual will have to be established giving the positive and negative aspects of these documents highlighting the aspects which are also missing in these documents. Thereafter the points requiring to be attended and modified should be highlighted so as to plan the revision of these documents. These will be discussed between consultants and OWD officials and also in the Workshop. **(Action: RSID Consultants)**
4. OWD officials have mentioned that the other two consultants e.g. Asset Management and IT-ICT have discussed in detail the TNA and Capacity Building of their respective areas of concern and they are going to submit the write up on these very soon, which will then be forwarded to RSID Consultants. It has been suggested that those may be commented/integrated with the TNA of RSID project along with the organisational restructuring and other aspects being looked into in the RSID project. This will be part of the RSID Workshop also. **(Action: RSID Consultants)**
5. The RSID Consultants requested OWD officials that the date of Workshop to be organised by the Consultants may be fixed after 5<sup>th</sup> November 2012 and before the Diwali holidays. Accordingly a window of 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> November 2012 was identified by both the teams, which satisfies all the requirements. However, OWD officials indicated that this will be subject to acceptance of WB officials including Mr. Hunning, who are required to attend the Workshop. CE (WB) may please decide appropriately. **(Action: OWD)**
6. OWD officials mentioned that as per the requirement of the RSID Contract, the Review Committee is to be set up, which will approve all reports. Accordingly, a Gazette Notification will be there indicating the membership of the Committee. RSID Consultants requested that necessary action from OWD may be taken for early notification of the committee, and thereafter approval of the Inception Report. **(Action: OWD)**

We shall be grateful for the needful actions from OWD at an early date.

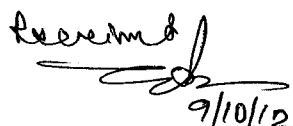
With kind regards.

Yours sincerely,

  
Norgi Dol Bana  
(Team Leader)



Encl.: As above

  
9/10/12



**The World Bank**

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT  
INTERNATIONAL DEVELOPMENT ASSOCIATION

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July 10, 2012

Er. Nalini Kanta Pradhan  
Chief Engineer, World Bank Projects  
Nirman Soudha  
Keshari Nagar, Unit-V  
Bhubaneswar 751 001

Dear Er. Pradhan:

*IN: Orissa State Roads Project (OSRP) (Ln. No. 7577-IN)  
Sector Policy & Institutional Development Sub-Component  
Road Sector Institutional Development Consulting Services: Inception Report*

The Bank has now been able to review the Inception Report prepared by the consultants engaged for the Road Sector Institutional Development (RSID) program funded, under this Project as part of the implementation of the Institutional Strengthening Action Plan (ISAP) and wishes to share the following comments on the Report for consideration and appropriate action by the Government of Orissa (GOO). The document provides quite generous detail about the consultants' initial investigations into the sector and the Project background. The overall structure, scope and the consultants' proposed approach to executing the services are generally satisfactory. However, some preliminary findings therein are not yet fully substantiated and/or still lack grounding in the wider GOO context, but as these will be resolved progressively through the consultants' further work, the Bank is not concerned to address them directly at this stage.

However, the Bank is concerned at some apparent misconceptions and/or narrowing evident in the consultants' view of the strategic aims and targets in the ISAP and therefore in the RSID program, which may weaken the overall effectiveness of their services and the achievable outcomes from the RSID program. These affect various areas of the Inception Report, across the Executive Summary, the main contents and some elements of Annexures 13 to 15. Accordingly, the Bank's comments (hereunder) convey in a concise overall way our concerns about those recurring weaknesses in the Report that we believe warrant early further attention by the consultants.

***Need for a Less Constrained Strategic Focus:*** Starting in the Executive Summary section (#2) on the RSID Overview but continuing in the relevant Task-level chapters thereafter, the description by the consultants of their approach and methodology reflects an increasingly OWD-centered view of the issues and priorities in Institutional Development (ID) of the roads sector in the state, with a tendency to see the challenge of sector-level institutional and/or capacity enhancements as largely synonymous with the needs of strengthening OWD capacity and organization. At this early stage of the RSID program, the consultants need to keep an open and wider view of the Orissa road sector

and its evolving institutional features and possibilities, beyond (and without prejudice to) the more evident and pressing needs of OWD.

In at least four specific RSID tasks – development of a new Roads Sector Policy & Strategy, the study of Future Funding Options, the study of Future Institutional Options and the Revision of the (Orissa) Works Code & Manual – it will be crucial that the consultants maintain this ‘wider view’ to ensure that the GOO, as over-arching ‘client’ of this RSID program (and indeed of the Bank-assisted Project) is given a full, objective identification of all relevant issues / ‘gaps’, consequences and solution options, without these being constrained in advance to only the range of OWD-centered matters. There is already some significant distribution across the GOO institutional framework apart from OWD of the state’s responsibilities for planning, provision and management of roads (including e.g. those developed by private sector resources and/or PSUs in connection with mining industry and tourism zones). The consultants’ analysis of (e.g.) future road sector institutional structures and funding mechanisms therefore needs to allow objectively for the possibility (and the possible desirability) that this trend may warrant continuance, towards significantly new and/or transformed GOO structures as an effective solution for future road sector leadership and management. Consistent with this, in these tasks the consultants should at least vary their work plans as follows.

- In the development of the new *Road Sector Policy & Strategy*, (a) an assessment of the full spectrum, effectiveness and limitations in the current institutional framework and structures for roads policy, planning, provision and management should be added to the tasks already identified by the consultants (inclusive of but not limited to the OWD, and also covering the OBCC in that context), and (b) their draft ‘policy & vision’ document should include identification of the anticipated GOO intentions for institutional arrangements and developments during the period of applicability.
- The study of *Future Roads Management Funding* also needs to (a) look at all forms of roads being implemented in the state and which GOO agencies are responsible, how these are being funded and the sustainability of that; (b) needs to include assessment there - in the ‘as is situation’ review - of the OBCC-centered toll collection regime and whether that (objectively) is best left remaining separately from the proposed ‘channelizing’ of any other future road sector funds, toll collections and/or levies (etc.) in future; and (c) address the various options for how a new Road Fund (RF) can be institutionally ‘located’ in the GOO framework for (inter alia) best sector-wide roads management results and sound RF governance.
- The study of *Future Institutional Options* is likely to be the main contemporary opportunity for GOO and the major sector stakeholders to establish an effective basis for significant structural improvements in the sector institutional framework for a **5-10 years’ timeframe**. The study therefore needs to (a) be as comprehensive as possible in its canvassing of current roads-related functions and instrumentalities across the GOO framework, and of the evidence of limits or shortcomings therein; (b) treat the preference for (as currently already emphasized to the consultants) establishing a Road Development Corporation (RDC) as only

one of various possible measures, rather than as a singular ‘fait accompli’ and as being central to the study purposes; (c) in the event of supporting the advent of such an RDC, analyze where (on governance as well as functional grounds) it should institutionally ‘located’, and how such an RDC would be differentiated from and/or linked to the ongoing OBCC and its operations; (d) include specific content on the mandated requirements and challenges of Governance and Anti-Corruption policies in the state and India-wide, to further underscore their applicability to the normal workings of this sector; and (e) give expression to what the new Road Sector Policy & Strategy is likely to be signaling on any new direction(s) for the state’s road sector institutions, by identifying (at least in principle and in high-level forms) potentially transformational ‘institutional change’ options (not limited only to incremental OWD-centered changes) that may better achieve the medium-to-longer term management and governance needs of the Orissa roads sector.

- The comprehensive *Revision of (Orissa) Works Code & Manual* also needs to (a) take into account from the outset that its contents and provisions will have applicability to more GOO agencies than the OWD; (b) include specific sections on Quality (Quality Control / Assurance / Management) and Road Safety (roads engineering / operation / maintenance aspects), as stand-alone policy / action references in the new document; (c) elevate the proposed content on Environment & Social Management to a specific section, not a sub-section linked only to PPP policy guidelines as currently suggested; (d) include a new upfront section concerning the state’s pioneering legislation and processes on Anti-Corruption and good governance in public sector activities; and (e) alongside the proposed contents on ‘Dispute redressal...’ and ‘RTI Act...’ relating to disputes handling and public information access, add an additional section on the recently OWD-established Complaints Handling System and its operation.

***Consultant’s Staffing Schedule & Work Plan:*** We are concerned to note the ongoing failure of the Consultant to mobilize the nominated Team Leader (or replace him with an equal or better candidate), which undermines the relevance and integrity of parts of the staffing schedule and the work plan. It has also directly weakened the very significant ‘task and output integration’ responsibility that was to be carried by the Team Leader for these RSID services, both within this team and in the expected interaction with the other two consultancy-led ID / ISAP initiatives underway in the OWD as part of the Project, namely the Asset Management System implementation and the IT-ICT-MIS Strategy & Action Plan preparations. The failure of the Consultant to provide any mention in this Report (e.g., at Section 1.7 Mobilization) of this lack of a Team Leader ever since the start of the RSID services is very disturbing and unacceptable, as it involves such a significant element of the contractually-agreed staffing inputs at such a critical stage in the course of the services. The longer this TL-level gap continues, the more the effectiveness of important aspects of the services will be jeopardized.

***Widening of Stakeholder Involvement in Issues & Solutions:*** The timing of workshops on the consultants’ outputs on the new Roads Sector Policy & Strategy, the study of Future Funding Options and the study of Future Institutional Options is presently

shown as planned for the near-final stages in each case, and as having mostly OWD-only workshop participation, which would then be addressing draft materials reviewed by mostly OWD officers (with a majority drawn from the PMU for this Project) and then further cleared within OWD by (i) the nominated OWD Review Committee as per the RSID consultancy services contract and (ii) the ISAP Working Group. This will not facilitate the desired adequately wide and higher-level consultation, input and/or debate about these sensitive and strategic issues and outputs among the relevant sector stakeholders beyond the OWD circle. It will also not help avoid possible (and/or perceived) conflicts of interest among the sources of inputs to the consultants in the early stages of their work on these topics.

The substantive longer-term ‘ownership’ of several of these strategically- and policy-sensitive matters and the related outcomes from the RSID services on them, should rest to a significant extent elsewhere in the sector and/or in GOO, rather than with the OWD only. Therefore, particularly where any of the consultants’ proposals may yet be of a major transformational nature, it will be vital to openly establish wider inter-agency and industry consensus and support through earlier workshops and consultations ‘**on the issues**’ – not only later on ‘the proposed solutions’. These consultations and workshops should therefore both be widened in their participating membership, and be re-positioned timing-wise earlier in the RSID program, well before final OSRP Steering Committee presentation. This will help ensure the necessary final GOO endorsement can be achieved efficiently and that any adopted changes can become more sustainable over the medium-to-longer term future.

***Integration & Harmonization of RSID Tasks & Outputs:*** The consultants’ Inception Report does not make any significant ‘stand-alone’ reference to the need for, or to the facilitation of, progressive integration between their team’s actions and outputs on the respective major tasks. However, this over-arching need had already been emphasized to the consultants at their pre-mobilization meetings with the Bank team in April 2012. The details provided in the Report on each major Task (regarding content, context, aims and approach) also provide ample indications of the need for pro-active integration and harmonization by the consultants between the various tasks on policy issues, concepts, institutional aspects and the strategic impact of the output(s) of any one Task on others. The consultants should therefore now be requested to provide an outline as quickly as possible (e.g., to become a supplementary Note to this Report, once cleared by the OWD and the Bank) of how they propose to ensure this integration and harmonization in their workings during the RSID services program. This is also unavoidably linked to a key ‘Staffing’ concern, addressed hereunder.

The inception report is one of the key deliverable under the assignment and will be a ‘backbone’ reference throughout the ISAP implementation process, perhaps even beyond. Therefore we urge you to ensure that the Consultant urgently mobilizes the team leader, who would guide the final stages of the inception phase and thereafter revise the inception report to address the above comments. In our view, this version of the Report cannot be accepted in the current circumstances.

Should you require any clarifications, please do not hesitate to contact me ([rrohatgi@worldbank.org](mailto:rrohatgi@worldbank.org)) or my colleague Mr. Sri Kumar Tadimalla ([stadimalla@worldbank.org](mailto:stadimalla@worldbank.org)).

With regards,

Sincerely,



Rajesh Rohatgi  
Sr. Transport Specialist & Task Team Leader (OSRP)  
Sustainable Development Unit (Transport)  
South Asia Region

cc: Mr. S.K. Ray, Engineer-in-Chief cum Secretary, Orissa Works Department,  
Government of Orissa, Bhubaneswar



## Observations of World Bank & Client and the Compliance Status

### Reference:

1. World Bank Letter to CE (WB) dated 10 July 2012
2. Discussions of 11 September 2012
3. Submission of draft Inception Report (IR) by email on 14 September 2012
4. Detailed Presentation of IR on 17 September 2012

Taking into consideration the observations made by World Bank (WB) and Client, the reference to all these observations have been addressed in revised IR, and will be resolved progressively.

Sl. No.	Para No.	Main Points Observed	Compliance Status
1	Para 1	<ul style="list-style-type: none"><li>• Generally well covered<ul style="list-style-type: none"><li>○ Project Background</li></ul></li><li>• Understanding of Scope, Objective and Approach and Methodology</li><li>• Preliminary Findings to be progressively substantiated</li></ul>	<ul style="list-style-type: none"><li>• Refer Section 1 and 2 of IR</li><li>• Though an encouraging statement made but,<ul style="list-style-type: none"><li>○ Partial modifications made to Sections 1 and 2, based on additional inputs and developments of interim period</li></ul></li><li>• Preliminary findings of each task to form part of ongoing process of assignment</li></ul>
2	Para 2	<ul style="list-style-type: none"><li>• Misconception and narrow vision of ISAP, strategic aims and targets</li><li>• Reflection visible in IR and Executive Summary</li><li>• Annexure 13 to 15 of IR specifically been mentioned for attention</li></ul>	<ul style="list-style-type: none"><li>• No aim to narrow the scope of work, the assignment will be progressed in joint consultation with WB, the Client, the ISAP parameters, the ToR and taking the inputs of concerned Stakeholders</li><li>• Annexure 13 to 15 revised based on latest developments</li><li>• Also taken note of the discussions held during interaction with WB Mission from 19–24 July 2012</li></ul>
3	Para 3	<ul style="list-style-type: none"><li>• Need for a less constrained strategic focus</li></ul>	<ul style="list-style-type: none"><li>• Refer comments on para 2 above</li></ul>





Sl. No.	Para No.	Main Points Observed	Compliance Status
		<ul style="list-style-type: none"> <li>Executive Summary and description task, methodology, more OWD centered</li> <li>Need to have wider view of Odisha Road Sector as a Whole</li> </ul>	<ul style="list-style-type: none"> <li>Executive Summary suitably amended</li> <li>IR tasks and methodology accordingly modified</li> <li>All Road User groups will be consulted for, by way of conducting Workshops prior to final submission of major deliverables</li> </ul>
4	Para 4	<p>Shortlisted following four tasks:</p> <ul style="list-style-type: none"> <li>Road Sector Policy and Strategy for specific attention</li> <li>Future Funding Options</li> <li>Future Institutional Options</li> <li>Revision of Works Code and Manuals</li> </ul> <p>For above tasks:</p> <ul style="list-style-type: none"> <li>To have wider view and inclusive of GOO and not only OWD</li> <li>Institutional framework of GOO, for planning, provision and management of road to be made as part of policy</li> <li>GOO Road Sector Institutions to be accordingly restructured</li> </ul>	<ul style="list-style-type: none"> <li>OWD centric focuses amended to cover complete Road Sector of GOO</li> <li>Refer Section 4 of IR on Road Policy and Strategy, where in the wide scope of this aspects has been broadly defined for</li> <li>The same action of revising the Executive Summary has also been taken to amend OWD centric statements to cover GOO as well as Road User Groups and concerned department where ever deemed appropriate</li> <li>All referred tasks will progress in accordance with broad GOO centric parameters</li> </ul>
5	Para 4 Sub Head 1	<ul style="list-style-type: none"> <li>Road Sector Policy and Strategy, larger spectrum of Road Policy beyond OWD to be covered</li> </ul>	<ul style="list-style-type: none"> <li>Proposed vision of Road Policy as covered in Section 4 takes into account the larger spectrum</li> </ul>





Sl. No.	Para No.	Main Points Observed	Compliance Status
		<ul style="list-style-type: none"> <li>OBCC; working to be covered for</li> <li>Identification of GOO anticipated intention on Institutional arrangements to be taken in consideration</li> </ul>	<ul style="list-style-type: none"> <li>Meeting with EIC-cum-Secretary already held twice to know intentions</li> <li>Will be followed up in writing and made part of subsequent Reports</li> <li>Refer Section 4 on Road Policy</li> <li>OBCC covered vide para <b>12.3.2</b> of Section 12 of IR for its basic findings</li> <li>Will also be considered while working out options for new Institutions for road sector and where OBCC will fit in?</li> </ul>
6	Para 4 Sub Head- II	<ul style="list-style-type: none"> <li>Future Road Management Funding</li> </ul>	<ul style="list-style-type: none"> <li>Will consider all forms of roads with different ownerships and the GOO road agencies responsible</li> <li>Funding mechanism of various road departments will be considered for review</li> <li>OBCC-centered toll collection regime will also be reviewed for its governance afresh</li> <li>Refer para <b>9.2</b> onwards of Section 9 of IR for conceptual approach and preferred options</li> <li>The toll collection regime will be reviewed and established, afresh, delinking it with OBCC. New option should be worked out in consultation with Client and WB</li> <li>Options for new road fund will be examined in consultation with GOO for all categories of road with different ownerships</li> <li>Will be followed up for working out a regulatory framework of road fund management for all category of roads of various departments including its governance by GOO</li> <li>This issue will also be addressed during Stakeholders Workshop to get their views</li> </ul>
7	Para 4 Sub Head-III	<p><b>Future Institutional Options</b></p> <ul style="list-style-type: none"> <li>To establish basis for Institutional Structural Improvements for 5–10 years</li> <li>Assess limitations of GOO framework, as well as shortcomings</li> </ul>	<ul style="list-style-type: none"> <li>Suggestions for study of limitations of GOO framework noted</li> <li>Noted for assessing the limitations and will further be addressed and resolve progressively during the course of assignments. We have also made notes of your views expressed during the discussions from 21–23 July 2012, your mission visit</li> </ul>



Sl. No.	Para No.	Main Points Observed	Compliance Status
		<ul style="list-style-type: none"> <li>Look into possibility of establishing of RDC with proper analysis, linking it to OBCC</li> </ul>	<ul style="list-style-type: none"> <li>Four states i.e. AP, Gujarat, Maharashtra and Karnataka will be visited to analyse the existing working models of various Institutions</li> <li>Various models to be analysed with their SWOT analysis and considering their applicability and suitability for GOO and Road User Agencies in consultation with ISAP Working Group/Steering Committee officials/OWD prior to making any recommendation</li> <li>IR specifies it as part of Work Plan</li> <li>Refer para <b>12.3.2</b> on OBCC and <b>12.4.3.2</b> on RDC of Section 12 of IR</li> </ul>
8	Para 4 Sub Head- IV	<p><b>Revision of Works Code and Manuals</b></p> <p>To include sections on</p> <ul style="list-style-type: none"> <li>Quality Control</li> <li>Road Safety</li> <li>Environment and Social Management</li> <li>To be a separate section and not linked to PPP Policy</li> <li>Legislation on anti-corruption and good governance</li> <li>Dispute redressal and RTI Act</li> </ul>	<ul style="list-style-type: none"> <li>As mentioned it revised Section of IR, these provisions will be covered in the revised Works Code and Manual</li> <li>Refer Section 3 which has been, re-written taking into account all these points</li> </ul>
9	Para 5	<p><b>Consultant Staffing Schedule</b></p> <ul style="list-style-type: none"> <li>Deployment of Team Leader (TL)</li> </ul>	<ul style="list-style-type: none"> <li>Discussed in detail during interaction with WB and Client on 21–23 July 2012</li> </ul>



Sl. No.	Para No.	Main Points Observed	Compliance Status
			<ul style="list-style-type: none"><li>• The revised Staffing Schedule prepared as per actual deployment till now as well as subsequently in consultation with Key Professionals and schedule of deliverables</li><li>• Team Leader has been mobilised w.e.f. 01.09.12. Please refer our letter no. ICT:660:OR:39, dated 1 September 2012</li><li>• Also Transport Planner, Mr. Chandi Ganguly has visited the project site during August and given his inputs for revise IR. His further schedule will be worked out as per the project requirements</li><li>• The Staffing Schedule has been re-worked and discussed with client on 11 September 2012</li></ul>
10	Para 6	<b>Widening of Stakeholder Involvement in Issues and Solutions</b> <ul style="list-style-type: none"><li>• Higher level consultation with every stakeholder/ Road User Agency required</li><li>• Participation to be beyond OWD</li></ul>	<ul style="list-style-type: none"><li>• Already planned for</li><li>• The proposed workshop tentatively scheduled in during mid October, which will include all Stakeholders as decided by Client and will covered larger spectrum of Project Objectives, Scope, Task and its integrated parameters of ISAP objectives</li><li>• A visit to two of the states i.e. AP and Karnataka proposed for 3<sup>rd</sup> week of November as advised by WB officials that prior to working out Road Sector Policy, the inputs of other states preferably to be taken</li><li>• Aid Memoire on proposed visits to be got approved by OWD from WB and GOO</li><li>• Aid Memoire to be given to Consultant to plan for visit to States and Stakeholders Workshop</li><li>• For Aid Memoire kindly refer our letter no. ICT:660:OR:40, dated 3 September 2012</li></ul>



Sl. No.	Para No.	Main Points Observed	Compliance Status
11	Para 7	<p><b>Long Term Ownership</b></p> <ul style="list-style-type: none"> <li>Issues for Road Sector on Policy Sensitive matter to be resolved with GOO and not OWD</li> </ul>	<ul style="list-style-type: none"> <li>This issue will be part of discussions of stakeholders workshop and later resolved with GOO</li> <li>Ownership of Road Sector involving various categories of Roads a major issue</li> <li>Included in Road Policy Parameters also</li> <li>It will be further discussed during Stakeholders Workshop and linked issues resolve with joint consultations</li> </ul>
12	Para 8	<p><b>Integration and Harmonisation of RSID Tasks and Outputs</b></p> <ul style="list-style-type: none"> <li>Interaction with other ISAP Consultants already in Process.</li> <li>Regular interaction with OWD and other Stakeholders regularly going on</li> </ul>	<ul style="list-style-type: none"> <li>It will be ensured</li> <li>Please refer notes 1 and 2 given below</li> </ul>
13	Para 9	<ul style="list-style-type: none"> <li>Mobilisation of Team Leader</li> <li>Modification of IR</li> </ul>	<ul style="list-style-type: none"> <li>Action taken</li> <li>Team Leader mobilised w.e.f. 1 September 2012</li> </ul>
14	Observations of Client refer letter no. ICT:660:OR:45, dated 12 September 2012 with reference to discussion of 11 September 2012	<ul style="list-style-type: none"> <li>Environment and Social Issues with comments on               <ul style="list-style-type: none"> <li>regulatory framework concept</li> </ul> </li> <li>Quarry operations and recycling of road materials</li> <li>Inputs on delay in joining of TL</li> </ul>	<p>Refer para 3.5.7 of Section 3 of IR</p> <ul style="list-style-type: none"> <li>Refer para 14.4 of Section 14 of IR</li> </ul>



Sl. No.	Para No.	Main Points Observed	Compliance Status
		<ul style="list-style-type: none"> <li>Indicative tentative dates for first few Workshops at Odisha and visit to other states</li> <li>An additional Section on Risk and Challenges of Project and Assignment, to be part of IR</li> </ul>	<ul style="list-style-type: none"> <li>Block indicative dates for first five Workshops and visit to two other states indicated in additional Task Group no. 12 on Work Plan</li> <li>Refer Section 16 of IR</li> </ul>
15	Observations, refer Presentation of draft IR on 17 September 2012	<p>Issues to be addressed in revised IR</p> <ul style="list-style-type: none"> <li>Land acquisition models of Haryana, Uttarakhand and Rajasthan for their reference, so that can be part of main study for adoption if found appropriate for Odisha</li> <li>Procurement Manual Documents to be separate deliverable and not part of revised Codes and Manual</li> <li>Rights of Citizen to be part of good governance/RTI mechanism</li> <li>Amendment to certain issues of Risk and Challenges</li> <li>Review of responsibilities of certain Key Professionals related to specific task, as already specified at para 8 of ToR (p-50) with heading as 'Specific Tasks Comprising the Assignment'</li> </ul>	<ul style="list-style-type: none"> <li>Refer para <b>3.5.6</b> of Section 3 as well as para <b>4.3.6</b> of Section 4 of IR</li> <li>Action taken, refer revised Work Plan and Deliverable Schedules</li> <li>Refer para <b>3.5.9</b> of Section 3 of IR</li> <li>Action taken and accordingly revised, refer para <b>16.4.5.1</b> and <b>16.4.5.2</b> of Section 16 of IR</li> <li>Reviewed, e.g. for Task no. 9 i.e. Vehicle Axle Load Regulation, no provision made for Legal Specialist but Procurement Specialist was considered, amended to Legal Expert. Refer para <b>11.6</b> of Section 11 of IR</li> </ul>



Sl. No.	Para No.	Main Points Observed	Compliance Status
		<ul style="list-style-type: none"><li>• Workshop and visit block dates to be reviewed. The main format of conduct of Workshop and certain specific issues to be discussed during visit to other States to be worked out by the Consultants</li><li>• The agenda and format of conduct of Workshop to be proposed by Consultants</li></ul>	<ul style="list-style-type: none"><li>• Will be done in consultation with Client. 1<sup>st</sup> Workshop as proposed during Presentation on 17 September 2012, tentatively being planned between 9–11 October 2012. However again subject to joint consultations with CE (WB)</li><li>• Being planned for</li></ul>

**Note:**

1. Staffing Schedule and Work Plan duly integrated and harmonised with Tasks and likely inputs of each Key Professional have been discussed with client and modified suitably.
2. Inputs of other ISAP Consultants will also be considered for their inclusiveness to be part of Final Deliverables.



Chief Engineer, World Bank Projects, Orissa

Sr Pradhan  
for immediate compliance -

SD  
28/10

**From:** <rrohargi@worldbank.org>  
**To:** "Chief Engineer, World Bank Projects, Orissa" <pmuosrp@gmail.com>  
**Cc:** <kchoudhary@worldbank.org>; <stadimalla@worldbank.org>; "Ernst Huning" <ErnstHuning@bigpond.com>; <workssec@ori.nic.in>  
**Sent:** Monday, October 01, 2012 2:41 PM  
**Subject:** Re: Orissa State Roads Projects - Sharing of the Inception Report (IR) (revised) from RSID Consultants

Dear Mr Pradhan

Thank you for your letter and email of September 22, 2012, forwarding the revised Inception Report submitted by the RSID Consultants. We note also that PMU is still reviewing the revised Inception Report and would therefore appreciate your sharing the PMU comments with us as soon as possible.

We have reviewed the revised Inception Report (IR) against the background of the comments and suggestions made in our letter of July 10, 2012 and the discussions on this during the last mission. On that basis, we regards the IR now as being satisfactory.

However, there are following four matters the Bank wishes the GOO and/or the OWD to take up further with the RSID consultants soon, for their attention during the next stage of their services:

- a) **Reorganisation & Strengthening of OWD** In section 5.4 Development of Options [page 60], the consultants' approach now includes provision for experience-gathering / 'exposure' visits to other states and for an 'OWD & stakeholders' Workshop to resolve options and finalize the planning. However, the Bank suggests that the OWD and the consultants should plan in advance to also aim the Workshop at prioritization of the various 'OWD change' options and to identify some 'low-hanging-fruit' options, involving early achievable and high-impact measures.
- b) **Road Safety Engineering & Planning** In section 7.5.5 (RS) Capacity Management Review [page 89], the consultants are proposing to adopt the WHO guidelines in reviewing the Road Safety Management capacity in the state. While in general terms that would be a reasonable reference point, the assessment should be guided primarily by the **World Bank (2009): Country Guidelines for the Conduct of Road Safety Management Capacity Reviews and the Specification of Lead Agency Reforms, Investment Strategies and Safe System Projects**. The OWD should therefore advise the consultants to primarily use these WB Guidelines for this task.

c) **Road Network Master Planning** In section 8.4 'Develop....(OWD) Capacity Building Measures [page 121] the consultants' approach as outlined is appropriate but when the consultants' planning for this sub-task is actually started, they should also directly outline realistic 'sustainability' measures for the expected OWD capacity in Master Planning. We suggest that this 'sustainability' challenge needs to be resolved by the OWD and the RSID consultants soon, preferably via the ISAP Working Group and/or Steering Committee.

d) **Work Plan** In section 13.2 Schedule of Workshops [page 155] the consultants in addressing the matter of WB-recommended exposure visits by OWD / GOO officers to other Indian states, refer to "...an Aide Memoire of WB covering the guidelines for conduct of such visits have been laid down..." apparently mentioned to them during the July mission. This is to inform you that there are no such guidelines from the Bank.

We are also unaware of any submission by the RSID consultants of a Quarterly Progress Report (QPR) so far and would therefore appreciate your action to provide the Bank with the due QPR for these services as soon as possible.

I trust that GOO/OWD will take early and effective follow-up action on the Bank's above suggestions with the RSID consultants.

regards

**Rajesh Rohatgi**

Senior Transport Specialist

The World Bank

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