

TECHNICAL ASSISTANCE COMPLETION REPORT

Division: ECTC

TA No. and Name 3531-KGZ: Improvement of the Road Sector Efficiency		Amount Approved: \$440,000	
		Revised Amount: \$440,000	
Executing Agency: Ministry of Transport and Communication	Source of Funding: JSF	TA Amount Undisbursed \$133,243.57 ^a	TA Amount Utilized \$306,756.43
Date		Completion Date	
Approval:	Signing:	Fielding of Consultants:	
31 October 2000	26 January 2001	24 March 2003	
		Original 30 June 2002	Actual 27 April 2004
		Original 30 June 2002	Closing Date Actual To be determined
Description			
<p>The TA was attached to Loan 1775-KGZ (SF): Almaty-Bishkek Regional Road Rehabilitation Project. The scope of the loan included rehabilitation of 20 km road from Geogievka to Bishkek border^p, as well as continuation of the institutional and policy reforms started under the ADB's earlier Loan 1630-KGZ: Second Road Rehabilitation Project. The Government requested the TA to aid in the identification the constraints to the implementation of the Cross Border Agreement (CBA) which was ratified by the Kyrgyz Republic in December 2001 and in improving the institutional capacity in relation to road safety.</p>			
Objectives and Scope			
<p>The principal objective of the TA was to help the Government in increasing sub-regional trade through: (i) improved operation of road passenger and freight transportation between Almaty and Bishkek, and (ii) changes to road transport policy and legislation related to safety. The scope of the TA was to (i) assist the Government to implement the CBA including the formulation of the long- term strategies for expanding the CBA cover also to inter-regional and inter-continental road transport across other borders, and (ii) improve the management of road safety, including coordination with the construction supervision consultants for the Loan Project and ensure that the maintenance contracts prepared by them include adequate provisions for road safety enhancement.</p>			
Evaluation of Inputs			
<p>The scope of work for Part I and II was the same as the original TOR for activities of both TA 3531 and TA 3530 in Kazakhstan and Kyrgyz Republic. Phase I was designed to produce new transport and customs documentations and procedures, but the Consultants were required to prepare Implementation strategies for integrated cross-border procedures and systems. Also it included designing an Automated Customs Clearance System (ACCS). By the time of commencement of consulting services, the ACCS was already provided under assistance of the Transport Corridor Europe Caucasus Asia (TRACECA). So the Consultants were no longer required to design ACCS and train EA staff on its operation. Instead the Consultants were required to increase awareness and knowledge of the EA staff on the application of the ACCS and other cross-border issues. At the contract negotiations, it was decided to provide a separate contract for each country, with the result that financial and logistical management arrangements were required for Kazakhstan and Kyrgyz Republic. However, implementation activities in Part I and II of both TAs, particularly regarding the CBA implementation was carried out fully in conjunction with each country. The separated contracts required additional administration works for ADB. There were 4 variations caused by (i) changes in the number of person-month inputs by engagement of an additional Road Safety Institutional Specialist, replacement of some of the domestic specialists and related out-of-pocket expenditure; (ii) increased in field services of the domestic specialists due to a need for detailed analysis to be undertaken for the CBA, (iii) purchase of Road Accident Database Software (MAAP) and training of the users; and (iv) procurement of road safety equipment for the Road Safety Secretariat. As a result of these variations the original total person-month inputs for international experts (12) and for domestic experts (11) were increased by 0.8 person-month and 3.0 person-months respectively. These variations were appropriate and have improved the Consultants' outputs. The Consultants commenced field services within 5 days after the issuance of the notice to proceed by the ADB. The Consultants' services were extended by 3 months, from 31 January 2004 to 30 April 2004 due to late procurement of the road safety equipment that delayed finalizing the final reports. Ministry of Transport and Communications (MOTC) provided adequate counterpart staff; office accommodation; local communications; and administrative support. The Government cooperated well with the Consulting firm.</p>			

^a Actual amount will be determined after payment of the consultant's final billings.

^b The Almaty-Bishkek Regional Road Rehabilitation Project also included Loan 1774-KAZ (SF) and TA 3530-KAZ for Improvement of the Road Sector Efficiency. These Kazakh and Kyrgyz TAs were linked and carried out in tandem with close coordination as they basically worked towards the same objectives in both countries.

The delay in the implementation of the TA is due to the delay in effectiveness of the loan brought about by the late ratification of the CBA between Kazakhstan and Kyrgyz Republic by the respective governments, which was a condition of loan effectiveness; and the need to synchronize with the activities under the loan.

TA inception and midterm review missions were fielded and ADB staff participated in the Second Stakeholders Meeting on the implementation of the CBA.

Evaluation of Outputs

The Final Report consisted of 5 volumes: (i) Executive Summary; (ii) Main Report; (iii) Cross Border Agreement-Legal and Institutional Issues; (iv) Road Safety; and (v) Cross Border Systems Analysis. Two stakeholders meetings were organized with participation of the representatives of the government of Kyrgyz Republic and Kazakhstan and reviewed difficulties and obstacles to the implementation of the CBA. The meetings agreed to carry out a program of immediate actions under the following five objectives: (i) facilitation of cross border controls; (ii) simplified and harmonized customs and trade procedures; (iii) automated customs clearance procedures; (iv) transport in transit through Kazakhstan; and (v) shared border facilities and joint border controls. These two meetings were essential for the governments to reach a consensus on the long term strategy to ensure effective and successful implementation of the CBA. In addition, the Consultants suggested a new article regarding the rights of transit of each of the contracting parties under the bilateral agreement on International Automobile Communications which were being negotiated between the two countries. Regarding the road safety component, the Consultants : (i) analyzed the current road safety management organization and formulated recommendations, drawing from experiences in road safety management in other countries; (ii) addressed the issues of road safety funding; (iii) prepared a Road Map comprising four stages: (a) Getting Support for the Road Safety Commission (RSC) and Extending its Legal Bases, (b) Strengthening the Legal Framework and Organizing Sustainable Funding of Road Safety, (c) Setting up the Road Safety Fund (RSF), installing the RSC, the Permanent Secretariat for Road Safety (PSRS) and Road Safety Scientific and Technical Network (RSSTN), and (d) A Sustainable Road Safety Management System; and (iv) recommended follow-up work for future ADB financed projects. The Permanent Secretariat to the Road Safety Commission was formally established in February 2004. The TA has funded the purchase of office equipment including MAAP for the initial establishment of the Secretariat. The ADB Road Safety Guidelines for the Asian and Pacific Region, ADB Road Safety Audit for Road Projects and MAAP manual were translated into Russian language and distributed in a road safety training seminar. The trainings provided under the TA were extremely useful for the Ministry of Transport and State Traffic Police by increasing their awareness of the work completed by the Consultants and which to be done by the Government. The MAAP site demonstration enabled the relevant personnel to effectively use MAAP for data entry and database management. An additional document "Vulnerable Road Users" was also translated into Russian language. A safety audit of Bishkek-Georgiyevka road was carried out. Following the recommendations included in the safety audit report the rehabilitation of the two bridges is being undertaking as a minor change in the project scope under Loan-1775.

Overall Assessment and Rating.

The TA has reached its objectives satisfactorily. However the implementation of the TA took longer than anticipated. Given the TORs, the Consultants completed their work satisfactorily. While the Consultants made useful recommendations in some areas, particularly the development of the road safety management system and road safety audit, their recommendations concerning the Road Safety Fund could not be implemented due to advice by the International Monetary Fund (IMF) against the starting up of off-budget funds.

Major Lessons Learned

Reviewing the original TOR is necessary to identify any TOR's changes required if the initial implementation schedule of a TA is delayed. ADB's proper coordination with other donors in the country is essential to ensure no overlapping of tasks to be undertaken under a TA and no disagreement with the Consultants' recommendations. Close supervision is necessary to ensure that the Consultants submit invoices in a timely manner so that ADB can close the TA account promptly.

Recommendations and Follow-Up Actions

Adequate funding of RSC' is essential to ensure its continued effective functioning and such funding requirement might be considered as a loan covenant for future ADB projects in the transport sector. Also, it is recommended that the recommendations under the TA be used in the project design of future road rehabilitation projects in both countries. It is also recommended that the Russian version of ADB Road Safety Guidelines, ADB Road Safety Audit for Road Projects and Vulnerable Road Users be distributed to all Transport Ministries in Central Asian Republics (CAR)s and Mongolia as these can be a valuable source of reference for future road safety work in these countries where the understanding of Russian language is widespread.