

Evaluation Approach

Regional Sector Assistance Program Evaluation for the Transport Sector in the Pacific Developing Member Countries

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A. Background

1. **Development context.** The Pacific region of the Asian Development Bank (ADB) now comprises the Cook Islands, the Fiji Islands, Kiribati, Marshall Islands, Federated States of Micronesia, Republic of Nauru, Papua New Guinea (PNG), Palau, Samoa, Solomon Islands, Timor-Leste, Tonga, Tuvalu, and Vanuatu. While each of these 14 Pacific countries seem unique,¹ they share common challenges related to high transport and other transaction costs, limited human resources and weak institutional capacities, governance issues, and narrowly based economies vulnerable to natural disasters and external risks.

2. Out of the 14 Pacific developing member countries (PDMCs), 10 are classified as fragile countries: Federated States of Micronesia, Republic of Marshall Islands, Kiribati, Palau, PNG, Republic of Nauru, Solomon Islands, Timor-Leste, Tuvalu, and Vanuatu.² This indicates the sensitive nature of the PDMCs, which are characterized by (i) small isolated markets or constraining political economies with small populations, weak capacities, and limited natural resources and infrastructure; (ii) geographical dispersal over a large area creating high dependence on marine transport for domestic and international trade, in addition to roads and civil aviation; (iii) weak core state functions for policy formulation and resource accumulation including weak social, political, and security systems to deliver essential services; and (iv) susceptibility to external shocks from high vulnerability to climate change and natural disasters to adverse international global finance and commodity market developments.³

3. Overall economic progress of ADB's Pacific countries has been mixed. Based on their capacity to achieve self-sustained growth, ADB divided them into three categories.⁴ The first group (category 1), which comprise the Cook Islands, the Fiji Islands, Samoa, Tonga, and Vanuatu has shown some capacity for self-sustained growth. The second group (category 2), which include PNG, Solomon Islands, and Timor-Leste achieved resource-based growth but is struggling to diversify their economies. The third group (category 3), which comprise the smaller islands of Kiribati, the Marshall Islands, Micronesia, Nauru, Palau, and Tuvalu has found it difficult to adopt policies and institutions to help create and sustain domestically sourced growth at the national level (despite

¹ These countries differ in terms of size, population, resource endowment, and social and economic achievements (e.g., poverty, unemployment, fiscal stability, vulnerability or sustainability, social and political tensions, poor governance).

² ADB. 2004. *ADB's Approach to Weakly Performing Developing Member Countries. Information Paper for ADF IX Negotiations*. Manila.

³ Besides tourism revenues, these countries rely on export revenues from primary commodities—agricultural and forestry products, fisheries, and minerals. Development challenges in the region have been compounded by the global financial and economic crisis, which has had a significant impact on the region's economies reform.

⁴ ADB. 2009. *ADB's Approach to Assisting the Pacific (2010–2014)*. Manila.

some sources of income outside external assistance that help sustain their economies). Appendix 1 provides further details of the characteristic features of these categories.

4. Country data confirm small but sustained increments to aggregate gross domestic product (GDP) and per capita GDP in the Pacific region (Table 1). More recently, regional growth has been led by category 2-type countries as the category 1 economies were stricken by a marked slowdown during 2006–2010. On the other hand, the category 3 countries continued to exhibit little or no growth at all relative to regional performance.

Table 1: Average Growth of GDP and Per Capita GDP, 1995–2010a

Country Grouping	Rate of GDP Growth (percent change)			Rate of Per Capita GDP Growth (percent change)			GDP Current 2008 (\$ million)
	1995–2000	2001–2005	2006–2010	1995–2000	2001–2005	2006–2010	
Category 1	2.28	2.53	0.62	1.28	1.44	(0.16)	5,280.0
Category 2	0.00	1.91	5.23	(0.93)	(0.42)	2.90	9,130.5
Category 3	0.79	1.45	0.04	(0.45)	0.51	(0.81)	789.9
All Pacific Countries	0.83	2.11	3.41	(0.13)	0.28	1.68	15,200.5

GDP = gross domestic product.

^a Weighted average based on 2008 GDP at current prices. The 2010 data are forecasts.

Sources: Asian Development Outlook various issues and Asian Development Bank statistical database system.

5. **ADB Pacific development strategy.** ADB strategy in the Pacific during the last 15 years has focused on broader goals of creating enabling environment for private sector in the region.⁵ Transport sector has not been a distinct thrust area since it was included under the broader umbrella of private sector development. The current Pacific Approach continues to focus on increased private sector investment (Appendix 1).

6. **Achieving regional objectives.** ADB strategy for engagement and operations in the Pacific region from 1995 to 2010 has been articulated in four strategy papers prepared in 1995, 2000, 2005, and 2009 (Appendix 1). Under the 2005 strategy, the rationale for ADB assistance in the transport sector was subsumed within the three strategic objectives for achieving its stated goals of access to income opportunities through efficient markets and improved social service outcomes for the poor. To raise the quality of basic social services, especially access by gender, the vulnerable and rural and outer island communities, there is still great need to build land, sea, and air transport links and other connections and improve their maintenance. Appendix 1 provides a summary of the various strategies adopted by ADB in the Pacific.

7. The subsequent Pacific Approach (2009) strategy mentions transport as an operational priority aimed at fostering connectivity, supporting inclusive and environmentally sustainable growth, and regional cooperation and integration. Toward improving the effectiveness of future development operations in the region, it calls for frequent high level consultation and improved coordination among development partners while laying the groundwork for a regional approach to the global economic crisis and responding to climate change. Although the Pacific Approach admits that the greatest portion of the current private sector activity in the Pacific is generated by small-scale entrepreneurs within the fishing, agriculture, and tourism sectors, it does not have a clear strategy for ADB to contribute to the tourism sector.

⁵ A 2004 ADB assessment of private sector development concluded that the private sector was essential to growth and recommended further reforms for an enabling environment that (i) strengthens fiscal positions, (ii) improve the environment for private sector development, (iii) enhance public sector performance, and (iv) raise productivity to boost growth in the medium term.

8. Regional cooperation in transport has been slow to develop in the region. Regionalism has evolved slowly in the Pacific in response to developing circumstances. The 2005 Pacific strategy assumed that in the context of the Pacific Plan⁶, prospects for pursuing opportunities for regional cooperation would be more favorable than in past years. Regional cooperation is currently guided by the Pacific Plan. The Plan reflects the development aspirations of the Pacific countries, the common problems and opportunities they face, and the benefits that regional solutions can offer. For safer skies, ADB provided support for the establishment of the Pacific Aviation Safety Office through a sovereign public sector regional loan (approved in 2005 and guaranteed by the eight participating Pacific countries) to the said intergovernmental organization. Countries of the region have worked together in the following ways: (i) regional cooperation, (ii) regional provision of services, (iii) regional market integration, (iv) managing the environment, and (v) improving governance and preventing corruption. In addition to some public services being delivered regionally, there is also potential for more development partner support for greater regional cooperation and integration.

9. **Achieving country level objectives.** The nature and level of ADB presence in the transport sector varies between individual countries in line with each one's development needs or priorities and through cooperation in multilateral and bilateral activities (i.e., ADB's role and comparative advantage).⁷ While in smaller countries there may be no programmed activities within the transport sector, sector assessments and transport strategies have been articulated in ADB's medium-term country strategies and operational programs for PNG, the Fiji Islands, and Solomon Islands where strong demand for improved infrastructure exists.

B. Lessons from Recent Evaluations

10. Project-level evaluations yielded a number of lessons for future operations. A number of these relate to the (i) importance of participation and effective development of human capacity; (ii) need for more effective and efficient institutions for management of infrastructure; and (iii) strengthening of project preparation including appropriate modalities, capacity of implementing agency, a realistic time frame for project implementation, and a right match between project design and country needs and capabilities.

11. A special evaluation study on public sector reform by Independent Evaluation Department's (IED's) provided findings that have relevance to the transport sector.⁸ The evaluation study concluded that lack of adequate institutional and human capacity development efforts and a weak policy environment has reduced the effectiveness of the investments in infrastructure projects. It highlighted the need for (i) ownership or commitment to reforms; (ii) support to develop the capacity for and understanding to reform; (iii) for ADB to provide continuous support for the change; (iv) a demand-based formulation of assistance to better understand and work through the political economy incorporating risk and a change management strategy to implement reforms and to otherwise design and implement in a highly participatory manner; and (v) a need to improve the administrative, legal, and operating environment for private sector development.

C. ADB's Development Assistance to the Transport Sector of PDMCs

12. **Transport is the largest share in ADB's assistance to the PDMCs.** ADB assistance for the transport sector in the Pacific has covered roads, ports, and civil aviation subsectors. Since

⁶ Pacific Islands Forum Secretariat. 2005. A Pacific Plan for Strengthening Regional Cooperation and Integration.

⁷ At least four Pacific countries (i.e., the Cook Islands, Samoa, Solomon Islands, and Vanuatu) also received emergency assistance with transport infrastructure components during the period 1995-2010.

⁸ ADB. 2009. *Special Evaluation Study: ADB Support for Public Sector Reforms in the Pacific: Enhance Results through Ownership, Capacity, and Continuity*. Manila.

the start of ADB's assistance in the region, transport has dominated the assistance, forming 37.4% of the overall assistance from 1969 to 2010.⁹ During this period, ADB had provided a total of \$2,555 million in project assistance (loans and grants) across all sectors in the Pacific. Other sectors that have received ADB assistance are agriculture and natural resources (12.4% of total), public sector management (8.9%), energy (8.8%), and water supply and other municipal infrastructure (8.2%).

13. **Composition of transport.** Out of the transport assistance between 1969 and 2010, road transport received 62.8%, followed by ports (26.8%), and civil aviation (10.4%). ADB assistance was focused on a few recipients. In particular, four Pacific countries accounted for 93.7% of total ADB sector assistance to the region. PNG received 67% of total assistance followed by the Fiji Islands (16%), Timor-Leste (6%), and Solomon Islands (5%).¹⁰

14. **Transport forms a dominant share within each country's program.** Analyzing the transport portfolio comprising loans and grants during the period 1969–2010 within each country, it was found that transport assistance formed 45% of the overall assistance in the Fiji Islands but was lower (1%–28%) in other category 1 countries (the Cook Islands, Samoa, Tonga, and Vanuatu). Transport assistance was more consistent in category 2 countries (PNG, Solomon Islands, and Timor-Leste), which averaged 47% of ADB portfolio in the country. Four of the category 3 countries did not receive transport sector assistance. Kiribati (53% of the country assistance) and Marshall Islands (8% of the country assistance) were the only recipients in category 3. There has been minimal to no transport sector assistance provided to Micronesia, Nauru, Palau, and Tuvalu. ADB has not engaged in nonsovereign lending or equity operations related to the transport sector in any of the 14 Pacific countries.

15. The above analysis indicates that ADB assistance in the Pacific has focused on five countries—the Cook Islands, the Fiji Islands, PNG, Solomon Islands, and Timor-Leste.

16. **Use of grant assistance.** ADB project assistance to the sector (excluding emergency assistance and cofinancing) amounted to \$954.6 million from 1969 to 2010.¹¹ Of the amount, ADB financed grant assistance reached \$116.9 million for 9 grants.¹² Timor-Leste (50.5% of total) and Solomon Islands (35.4% of total) were the main recipients of the grant assistance.¹³

17. **Recent assistance continues to along the same lines.** Cumulative ADB assistance for transport sector development that were either approved or implemented during the last 15 years between 1995 and 2010 totaled \$923.4 million comprising 35 projects.¹⁴ This assistance comprised 30 loans aggregating \$717.4 million and 22 grants amounting to around \$206 million.¹⁵ The bulk of this assistance was spread over PNG (58% of total assistance), the Fiji Islands (13%), Solomon Islands (11%), and Timor-Leste (11%).¹⁶ This is in line with the overall assistance since

⁹ These exclude several loan and grant assistance also received by the transport sector as part of multisector rehabilitation efforts to cope with post-conflict, economic crises, and natural disaster response. In addition, this amount does not include around \$170 million in cofinancing from official and commercial sources mobilized by ADB projects.

¹⁰ The balance went to the Cook Islands (1.6%), Kiribati (1.5%), Tonga (1.0%), and the Marshall Islands and Samoa (1.0%).

¹¹ This comprised \$836.3 million in 43 loans.

¹² This excludes \$89.2 million of cofinancing (except for the Japan Fund for Poverty Reduction) and emergency assistance projects (including \$38.7 million from the Trust Fund for East Timor).

¹³ For the Solomon Islands, the grant amount excludes \$31.5 million in bilateral and multilateral cofinancing mobilized by the ADB-financed projects.

¹⁴ Of the total grants approved, \$50.4 million (or 24.5% of total) were from bilateral and multilateral cofinancing (e.g., Australia, HIV/AIDS, New Zealand, and the European Union) and \$38.7 million (18.8% of total) from the Trust Fund for East Timor.

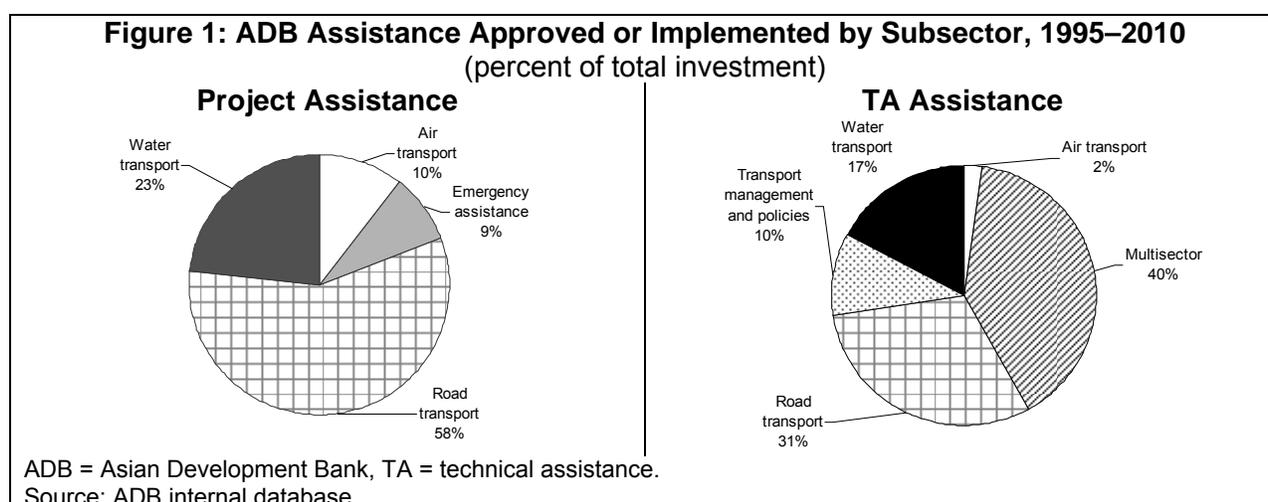
¹⁵ Including 10 supplementary loan and grant approvals providing additional project financing or cofinancing.

¹⁶ Other recipients were the Cook Islands, Kiribati, the Marshall Islands, Samoa, Tonga, and Vanuatu.

1969 (para. 14). Appendix 2 provides a summary of ADB assistance for projects and technical assistance (TA) projects between 1995 and 2010.

18. The transport sector also received emergency assistance amounting to \$81.5 million to address post-conflict and natural disaster situations. This assistance included five loans amounting to \$24.3 million (for the Cook Islands, Solomon Islands, Samoa, and Vanuatu) and grant assistance totaling \$18.5 million (for Samoa and Solomon Islands). In addition, the ADB administered \$38.7 million grant for the two phases of the emergency infrastructure rehabilitation project in Timor-Leste. A characteristic feature of the roads assistance and to a certain extent emergency assistance has been the supplementary assistance provided for several projects. Appendix 2 provides details of the supplementary assistance.

19. Figure 1 shows the composition of the assistance for various subsectors. Project assistance for roads amounting to \$529.1 million forms the bulk of the transport sector assistance across the Pacific.



20. **Technical assistance.** During 1995–2010, ADB approved 60 TA projects (including 4 supplementary approvals) comprising \$46 million for project preparatory (28 TA projects including 3 supplementary approvals) and the balance for advisory assistance (32 TA projects including 1 supplementary approval). By TA amount, road and water transport combined accounted for 47.8% of TA approvals while multisector assistance received 39.6%. Key recipients of this assistance were Timor-Leste with \$18 million from 6 TA grants (40% of total),¹⁷ PNG with \$11 million from 19 TA projects (25%), the Fiji Islands with \$6 million from 12 TA projects (12%), and the Solomon Islands with about \$4 million from 6 TA projects (9%).¹⁸ Information on TAs is available mainly from TA reports. In limited cases, TA completion reports and TA performance evaluation reports are available.

D. Objective and Scope of Evaluation

21. Transport is the largest sector in ADB's portfolio in the Pacific region. IED has yet to conduct a sector level evaluation focused on transport assistance in the Pacific developing member countries (PDMCs). The proposed evaluation of the transport sector assistance in the

¹⁷ Includes advisory TA 4942-TIM in the amount of \$15 million jointly financed by ADB and the Australian Agency for International Development.

¹⁸ Other recipient countries were the Cook Islands, the Marshall Islands, Micronesia, Tonga, Tuvalu, and Vanuatu.

Pacific will provide inputs to subsequent evaluation studies as well as country partnership strategies. It is being conducted in parallel to other evaluation studies on governance and environmental management. These studies are designed to derive synergies in their evaluation frameworks as well as implementation.

22. The objective of the regional sector assistance program evaluation (RSAPE) on the transport sector in the PDMCs is to evaluate and derive lessons from the implementation of ADB assistance for transport infrastructure development in the Pacific region. It will provide inputs for upcoming country assistance program evaluation studies in the PDMCs as well as validations of the CPS final reviews. It will evaluate the strategic, institutional, as well as lending and nonlending projects initiatives. Ongoing projects will be evaluated in terms of their relevance and potential effectiveness to achieve the targeted benefits. In other words, it will cover loans, grants, and TA projects completed between 1995 and 2010.

23. The evaluation will focus on roads, ports, and civil aviation subsectors only. It will cover emergency assistance to the extent that the focus remains on the transport subsectors. More specifically, it will not assess the development effectiveness of other sectors such as energy, health, etc., included in the emergency assistance projects.

E. Assessment Framework

24. The evaluation intends to recognize the uniqueness of the situation in PDMCs and will endeavor to take on board the constraints they faced owing to the fragmented nature of the economies and the relative isolation caused by remoteness from world markets.

25. The assessment of construction and rehabilitation projects will draw on the guidelines for preparing country assessment program evaluation reports and will be based on strategic positioning, relevance, effectiveness, efficiency, sustainability, and development impacts. Appendix 3 provides the evaluation framework covering these criteria.

26. The assessment of TA projects will focus on the following aspects mainly:

- (i) Based on the TA reports, have the TA projects been designed to address key development issues in the PDMCs?
- (ii) Have the targeted outputs and outcomes been achieved?
- (iii) Have the TA's been implemented efficiently?
- (iv) Will the outcomes of the TAs be sustained given the institutional and funding constraints?
- (v) What has been the overall success of the TA projects?

27. Within the criterion given in this section, the RSAPE will focus on the evaluation issues mentioned in paras. 28–36. These issues have been identified specifically for the transport sector in the PDMCs.

F. Key Evaluation Issues

28. **Selectivity in sector positioning.** ADB's transport sector assistance has focused on few countries in the PDMCs; and within those countries, it has focused on specific subsectors. Selectivity is one of the key approaches differentiated for engaging with fragile countries, i.e., fragile and conflict-affected situations (FCAS). The RSAPE will assess whether this selectivity has been consistent with the PDMC context and whether it has resulted in a long-term improvement in the transport sector in those countries. It will analyze whether there has been

appropriate importance accorded to the nonphysical aspects of transport sector, e.g., institutional development, road safety, environmental impacts, sustainability, etc. Based on policy review, it will also provide suggestions for future strategic positioning in ports and civil aviation subsectors.

29. **Aid coordination.** There has been large amount of official development assistance deployed for PDMCs. The RSAPE will assess ADB's performance in coordinating with other donor agencies and in creating synergies. Feedback from ADB staff as well as from other donor agencies will be crucial in analyzing this issue. This area is also one of the differentiated approaches for engaging with FCAS.

30. **Regional cooperation.** Since 2005, there have been efforts made to develop regional cooperation among the PDMCs. While it is still early to evaluate the regional impacts, the RSAPE will assess the efforts that have been made until date in the transport sector to develop regional benefits.

31. **Capacity development and ownership.** The PDMCs have been characterized by low capacity for project development, operations, and maintenance. This dilutes the ownership within the countries since it lowers the ability of the countries to participate actively in project development. The low capacity also limits their ability to ensure sustainable project outcomes. The RSAPE will assess ADB's value addition in addressing this issue across the PDMCs. It will also assess whether ADB's project designs have taken on board at appraisal this issue of limited institutional capacities and human resources availability. Recent IED study on post-completion sustainability of ADB-assisted projects indicates the following key factors affecting sustainability in the transport sector—budget allocation and provision of sustainable funding for road maintenance, governance of maintenance, business procedures, project design, subregional corridors that enhance the demand for road services, and public awareness.¹⁹ These factors will be assessed for PDMCs.

32. **Supplementary assistance.** The assistance for roads and emergency works has been characterized by supplementary grants and loans. This has been observed in Solomon Islands, PNG and Fiji Islands. Solomon Islands have witnessed civil conflict in the last decade but the rationale for supplementary assistance to PNG and Fiji Islands remains to be assessed. The RSAPE will evaluate the development effectiveness of the supplementary assistance taking into account the use of funds and the implementation efficiency.

33. **Sustainability.** Previous evaluation reports²⁰ have found that during the implementation of projects, a critical issue has been the lack of adequate budgetary allocations for ADB-financed projects. In spite of ADB's efforts to assist the government in budget preparation, projects continue to be badly underfunded so that expenditure on ADB projects fall short of that required. Thus, project sustainability hinges on provisions for continued commitment and funding not only during project implementation but especially after project completion. In addition, the RSAPE will assess the technical resilience involving the adoption of new technologies, building codes, efficient design, and quality assurance techniques. Discussions with PDMC officials as well as project site visits will contribute to analyzing this issue. The RSAPE will examine the macroeconomic parameters relating to the fiscal position as well as the affordability to take on new capital investments.

¹⁹ ADB. 2010. *Special Evaluation Study: Post-Completion Sustainability of Asian Development Bank-Assisted Projects*. Manila.

²⁰ ADB. 1995. *Country Synthesis of Postevaluation Findings in Papua New Guinea*. Manila.

34. **Impact of exogenous factors.** Most of the PDMCs have witnessed high inflation levels linked to their fragile economic states, their remoteness with the global markets, and the vulnerability to few commodities for exports (footnote 3). The RSAPE will determine to what extent have such exogenous factors impacted implementation of ADB projects.

35. For emergency assistance projects, the RSAPE will assess whether PDMCs have witnessed disaster planning between events in countries where a reoccurrence of a disaster is likely. For example, is there a proper disaster plan and have the emergency arrangements been properly communicated to the public? Have designs, for example for bridges, taken disaster planning into account? There is a tendency in an emergency to reuse existing designs, but the design or the position of the structure may not be the most appropriate, and the structure may be swept away again in the next emergency. In addition, the RSAPE will assess the development of softer aspects process such as development of an early warning system for the region, which was supposed to have been implemented under the auspices of the United Nations.

36. **Private sector development.** ADB's strategy for the Pacific has domiciled the transport sector assistance under the private sector development. The RSAPE will assess to what extent has transport sector contributed to the development of private sector, i.e., through contributing to the enabling factors for improving the environment for private sector development. It will also analyze the constraints to private sector development linked to transport sector. However, this analysis will not cover the overall barriers to private sector development.

G. Evaluation Methodology

37. Based on the questions provided in the evaluation framework (Appendix 3), a questionnaire will be prepared. This questionnaire will cover all the subsectors. Based on this questionnaire, a literature review will be initiated covering all ADB documents as well as external reports. These documents will provide key inputs to the assessment of strategic positioning and relevance. Subsequently, IED will conduct independent evaluation missions (IEMs) to the PDMCs that have received substantial assistance for the transport sector. Taking into account the data in para. 17, it is proposed that IEMs will be carried out in the Cook Islands, the Fiji Islands, PNG, Solomon Islands, and Timor-Leste.

38. The IEMs will have the following main tasks:

- (i) The IEMs will meet with government officials in the country capitals to obtain information on feedback on ADB's strategic positioning, general effectiveness of ADB assistance in achieving transport sector objectives in the country, implementation performance of ADB projects, financial allocations for maintenance of projects at the sector level, institutional development outcomes, and feedback on ADB performance in transport sector.
- (ii) The IEMs will conduct field visits to select projects in the countries identified in para. 15. These field visits are intended to engage with the stakeholders and collect anecdotal evidence. Focus group discussions with the local community will be conducted to assess the effectiveness of the projects as well as their development impacts.
- (iii) Taking into account the sensitive nature of social safeguards implementation, it is proposed that a social safeguards expert conduct an independent assessment of select completed and ongoing road projects. This will be carried out in parallel to the above mentioned IEMs.

39. Other than the focus group discussions, the IEMs will not collect any primary data. Taking into consideration the geographical spread of the PDMCs and the practical difficulties associated with collecting primary data in these countries, it is proposed that the IEM will rely on secondary data and results from discussions.

40. As part of the assessment framework, the IEMs will seek to collect information on the key evaluation issues mentioned in paras. 28–36.

H. Evaluation Team

41. Taking into account the wide geographic spread of the PDMCs, it is proposed that the evaluation team be divided into two groups (Table 2). These groups will have separate sector focus and country focus. This arrangement will enable synergies in the field and will ensure that the IEMs can cover all the subsectors without repeated visits.

Table 2: Independent Evaluation Department Team

Roads Group	Emergency Assistance Group
Sector focus: Roads and ports	Sector focus: Emergency assistance and civil aviation
Country focus: Primary focus: Fiji Islands, Cook Islands, Timor-Leste Secondary focus: Kiribati	Country focus: Primary focus: Papua New Guinea, Solomon Islands, Vanuatu Secondary focus: Samoa
IEM Team: N. Singru, J. Dimayuga, and Transport Economist (consultant)	IEM Team: T. Ueda, R. Lumain, and Roads Engineer (consultant)
Social Safeguards Expert to cover road projects in PNG, Fiji Islands, Solomon Islands and Cook Islands, separately	
Project performance evaluation report on Fiji Ports Development Project – M. Gatti	

Source: Independent Evaluation Department.

42. While the roads group will focus on roads and ports specifically, it will carry out IEM to the Fiji Islands and the Cook Islands. During the IEM, this group will collect information on roads and ports projects. In addition, this group will also cover the emergency assistance and civil aviation projects for the other group. However, the questionnaire for these projects will be prepared by the emergency assistance group. The roads group will provide inputs to the other group for the Fiji Islands and the Cook Islands. Similarly, the emergency assistance group will conduct the IEM to PNG and Solomon Islands. During this IEM, it will collect information for the roads group, in addition to its own data collection.

43. IED has recently completed a project performance evaluation report on the Emergency Infrastructure Rehabilitation Project in Timor-Leste. This report will be used to provide inputs for the emergency assistance part in Timor-Leste for the RSAPE. In addition, a mission will be conducted to Dili, Timor-Leste in March 2011 to collect additional information relating to the validation of the country strategy. Besides this, IED will be carrying out a project performance evaluation of the Fiji Ports Development Project. This evaluation will provide inputs for the ports section of the proposed RSAPE.

44. The primary focus countries are those that the teams will visit to collect information. Taking into account the logistic difficulties in accessing these countries, the teams will not visit

the secondary focus countries. These will be covered through desk reviews and telephonic discussions.

45. Three international staff consultants will be appointed to assist the group team leaders. They comprise (i) an international transport economist for 2.5 person-months, (ii) an international transport engineer for 2 person-months, and (iii) a social safeguards expert for 1.5 person-months. In addition, the team will be assisted by four national consultants (in the Cook Islands, PNG, the Fiji Islands, and Solomon) and one headquarters consultant (in Manila). A summary of the estimated cost of consulting services including field surveys has been provided to the IED Management.

I. Schedule

46. The schedule for the RSAPE is proposed as follows:

Milestone	Target Date
Approval of Evaluation Approach Paper	IV February 2011
Consultant Recruitment	I March 2011
Independent Evaluation Mission	III March 2011
Draft RSAPE for Internal Review	III June 2011
Draft RSAPE for Interdepartmental Review	III July 2011
DG-Level Meeting	I September 2011
Submission to Director General, IED	I October 2011

J. Knowledge Dissemination Plan

47. The RSAPE will be discussed at the Development Effectiveness Committee Meeting in November 2011. It will be available to the public after the approval by the Director General, IED. The RSAPE will be uploaded on ADB external and internal websites as well as will provide inputs to ADB's evaluation information system. The findings of the RSAPE will be presented at an internal seminar.

Appendixes:

1. Pacific Development Context and ADB's Pacific Development Strategies
2. ADB Assistance – Projects and Technical Assistance Projects
3. Evaluation Framework for RSAPE – Transport Sector in Pacific DMCs

PACIFIC DEVELOPMENT CONTEXT AND ADB'S PACIFIC DEVELOPMENT STRATEGIES

A. Development Context¹

1. **Overall economic progress of the Pacific DMCs has been mixed.** The region can be broadly grouped into three categories of growth experiences. The first group—the Cook Islands, the Fiji Islands, Samoa, Tonga, and Vanuatu—has exhibited some capacity for self-sustained growth, partly resulting from good governance that also led to structural reforms. This has been derived from domestic activities such as tourism, agriculture, and fisheries, as well as some basic industries. The recent oil and food price shocks and global economic crisis caused growth to fall from 2008. The second group—Papua New Guinea (PNG), Solomon Islands, and Timor-Leste—has achieved resource-based growth, but has struggled to diversify its economies. Prospects for further growth rest on policies that support sustainable resource management together with other policy and institutional reforms and political stability. The last grouping—Kiribati, the Marshall Islands (RMI), the Federated States of Micronesia (FSM), Nauru, Palau, and Tuvalu—has found it difficult to adopt the policies and institutions that help create and sustain domestically sourced growth at the national level, although all these countries have some sources of income outside of external assistance (tourism, fish processing and licensing, trust fund incomes, and remittances) that have helped sustain their economies in the past.

2. **The Pacific region's development challenges have been compounded by the global financial and economic crisis, which has had a significant impact on the region's economies.** Declines in remittances, tourism, and commodity exports, as well as consolidation in the region's nascent financial markets, have negatively affected fiscal stability and economic growth. The crisis has dampened the trade of well-performing Pacific DMCs and put further strain on the rest. It has also highlighted the need to accelerate critical structural reforms to increase the resilience of Pacific DMC economies so that they can achieve and sustain higher growth, and respond better to external shocks.

B. ADB's Strategies in the Pacific region

3. **First and second Pacific strategies.** The first Pacific strategy (1996–2000) was prepared in 1995.² Prior to this, strategies were prepared for individual countries. In the mid-1990s, the Asian Development Bank (ADB), in consultation with development partners, developed strategies to tackle constraints to reform and development. These focused on (i) creating an enabling macroeconomic environment; (ii) reducing the size and raising productivity of the public service; (iii) creating an enabling environment for private sector and lowering costs for domestic and foreign business; (iv) increasing returns from productive sectors; and (v) regional cooperation, including resource management, trade, and transportation.

4. The second Pacific Strategy was prepared in 2000 and covered the period from 2000 to 2004.³ In recognizing the continued disappointing growth performance and increasing poverty, it included lessons from the implementation of the 1996–2000 strategy, i.e., need to enhance developing member country ownership of policy reform and investment programs. Specifically, there was need to (i) enhance developing member country ownership of the policy reform and investment programs, (ii) design development interventions that take into account local culture and local capacities, (iii) pace and sequence governance and economic reforms to ensure effective institutionalization, and (iv) use consultants judiciously without creating dependency. The

¹ This section is drawn from ADB's Pacific Approach 2010. Source: ADB. 2009. *ADB's Approach to Assisting the Pacific (2010–2014)*. Manila.

² ADB. 1996. *Strategy for the Pacific: Policies and Programs for Sustainable Growth*. Manila.

³ ADB. 2000. *A Pacific Strategy for the New Millennium*. Manila.

strategy proposed continuing support for economic management, governance, and public sector reform, and called for the continued use of program and sector loans to support reform programs.

5. **Third and fourth Pacific strategies.** The 2005 strategy which covered 2005–2009 emphasized support for (i) the creation of a conducive environment for the private sector, (ii) the supply of and demand for quality basic social services, and (iii) the promotion of effective development processes. Under the 2005 strategy, ADB addressed environmental, economic, and political fragilities of the region, promoting inclusive and sustainable economic growth.⁴ Its assistance emphasized capacity building and good governance in public sector land development. The strategy maintains a focus on engagement and operations at the country level albeit with emphasis on more effective and incisive processes and with regional cooperation playing an important complementary role.

6. In 2009, ADB launched a new approach for development efforts during 2010–2014.⁵ The Pacific Approach, which was guided by the Strategy 2020⁶ and the Pacific Plan,⁷ is currently being implemented and will not be covered by this proposed special evaluation study. It represents a shift from paying attention not only to the type of development assistance provided but also to how best it can be delivered on the ground. The strategy focuses on promoting consensus and ownership of initiatives by governments, civil society, and local communities. Specifically, it aims to improve assistance effectiveness by creating an environment that will lead to improved productivity, increased private sector investment, and sustained economic growth. It requires ADB to take a more proactive role in reaching agreements with governments and other aid agencies on how to establish and implement improved policies. It also supports strengthened regional cooperation, the regional provision of services, and better policies.

⁴ ADB. 2005. *A Pacific Strategy for the Asian Development Bank 2005–2009: Responding to the Priorities of the Poor*. Manila.

⁵ ADB. 2009. *ADB's Approach to Assisting the Pacific (2010–2014)*. Manila.

⁶ ADB. 2008. *Strategy 2020. The Long-Term Strategic Framework of the Asian Development Bank, 2008–2020*. Manila.

⁷ Pacific Islands Forum Secretariat. 2005. *The Pacific Plan*.

ADB ASSISTANCE – PROJECTS AND TECHNICAL ASSISTANCE PROJECTS

Table A2.1: ADB Loans/Grants to Transport Sector Approved or Implemented, 1995–2010

S. No.	L/GR No.	DMC	Project Name	Sub-sector	Financing (\$ million)				Approval Date	Closing Date	Performance Rating						
					OCR	ADF	Others	Source			Amount	PCR	PCRVR	PPER			
A. Road Transport					529.09												
1	L 1164	FIJ	Second Road Upgrading	Road	18.00				18.00	18-Jun-92	9-Mar-99	1999	GS	x	x		
2	L 1530	FIJ	Third Road Upgrading (Sector)	Road	40.00				40.00	26-Aug-97	15-Oct-09	{	x	x	x		
	L 2514	FIJ	Third Road Upgrading (Sector) (Supplementary)	Road	26.80				26.80	23-Mar-09		{					
3	L 2541	FIJ	Emergency Flood Recovery (Sector)	Road	17.56				17.56	27-Aug-09							
4	L 2718	KIR	Road Rehabilitation	Road		12.00			12.00	10-Dec-10							
5	L 1153/54	PNG	Transport Infrastructure Development	Road	39.00	30.00			69.00	14-Jan-92	23-Mar-01	{	2002	PS	x	x	
6	L 1709	PNG	Road Maintenance and Upgrading (Sector)	Road	63.00				63.00	16-Nov-99	10-Nov-10	{	x	x	x		
7	L 2242/43	PNG	Road Maintenance and Upgrading (Sector) (Supplementary Loans)	Road	35.00	18.00			53.00	29-Jun-06		{					
8	L 2496/97	PNG	Highlands Region Road Improvement Investment Program - Tranche 1	Road		100.00			100.00	22-Dec-08							
9	L 1303	TON	Transport Infrastructure	Road		10.00			10.00	28-Jun-94	29-Nov-00	2001	HS	x	x		
10	GR 9130	PNG	Extending the Socioeconomic Benefits of an Improved Road Network	Road			6.50	JFPR	6.50	2-Mar-09							
11	GR 48	SOL	Road Improvement (Sector)	Road		0.35			0.35	8-Aug-06							
	GR 49	SOL	Road Improvement (Sector)	Road			6.10	AUS	6.10	8-Aug-06							
	GR 49	SOL	Road Improvement (Sector) (Supplementary)	Road			0.47	AUS	0.47	30-Apr-08							
	GR 49	SOL	Road Improvement (Sector) (Supplementary)	Road			0.21	AUS	0.21	19-Jan-09							
	GR 49	SOL	Road Improvement (Sector) (Supplementary)	Road			1.87	AUS	1.87	20-May-09							
	GR 50	SOL	Road Improvement (Sector)	Road			9.75	NZL	9.75	8-Aug-06							
12	GR 175	SOL	Second Road Improvement (Sector)	Road		15.00			15.00	12-Nov-09							
	GR 176	SOL	Second Road Improvement (Sector)	Road			3.34	EC	3.34	12-Nov-09							
	GR 177	SOL	Second Road Improvement (Sector) (Supplementary)	Road			4.50	AUS	4.50	20-May-10							
	GR 207	SOL	Second Road Improvement (Sector) (Supplementary)	Road			0.36	NZL	0.36	20-May-10							
	GR 210	SOL	Second Road Improvement (Sector) (Supplementary)	Road			0.28	AUS	0.28	20-May-10							
13	GR 243	SOL	Transport Sector Development	Road		12.00			12.00	15-Dec-10							
14	GR 17	TIM	Road Sector Improvement	Road		10.00			10.00	27-Sep-05	29-Apr-10	2010	S	x	x		
15	GR 180	TIM	Road Network Development Sector	Road		46.00			46.00	20-Nov-09							
16	GR 9142	TIM	Our Roads Our Future-Supporting Local Governance and Community-B	Road			3.00	JFPR	3.00	20-Nov-09							
B. Water Transport					216.32												
17	L 843	VAN	Santo Port	Water		5.75			5.75	29-Sep-87	15-Sep-91	{	1999	GS	x	2002	S
	L 1080	VAN	Santo Port (Supplementary)	Water		3.40			3.40	19-Mar-91	25-Sep-98	{					
18	L 1754	PNG	Rehabilitation of the Maritime Navigation Aids System	Water	19.80				19.80	12-Sep-00	23-Oct-08	2009	S	2010	S	x	
19	L 1902	FIJ	Fiji Ports Development	Water	16.80				16.80	5-Mar-02	01-Mar-07	2008	S		x	x	
20	L 1948	RMI	Outer Island Transport Infrastructure	Water		7.00			7.00	28-Nov-02	23-Jan-07	2008	US	2010	US	x	
21	L 2079	PNG	Community Water Transport	Water		19.05			19.05	25-Mar-04							
22	L 2398	PNG	Lae Port Development Project	Water	60.00	40.00			100.00	18-Dec-07							
23	L 2472	COO	Avatiu Port Development	Water	8.63	6.88			15.51	20-Nov-08							
24	GR 102	PNG	Lae Port Development	Water			0.36	HIV/AID	0.36	18-Dec-07							
	GR 9113	PNG	Lae Port Livelihood and Social Improvement	Water			10.00	JFPR	10.00	18-Dec-07							
25	GR 127	SOL	Domestic Maritime Support (Sector)	Water		14.00	4.65	EC	18.65	25-Nov-08							
C. Air Transport					96.50												
26	L 2183	REG	Establishment of the Pacific Aviation Safety Office	Air		1.50			1.50	22-Sep-05	3-Sep-10		x	x	x		
27	L 2588	PNG	Civil Aviation Development Investment Program - Project 1	Air	25.00				25.00	1-Dec-09							
	L 2589	PNG	Civil Aviation Development Investment Program - Project 1	Air		50.00			50.00	1-Dec-09							
	L 2590	PNG	Civil Aviation Development Investment Program - Project 1	Air		20.00			20.00	1-Dec-09							

S. No.	L/GR No.	DMC	Project Name	Sub-sector	Financing (\$ million)				Approval Date	Closing Date	Performance Rating					
					OCR	ADF	Others	Source			Amount	PCR	PCRVR	PPER		
		D.	Emergency Assistance													
28	L 1193	SAM	Cyclone Damage Rehabilitation	Multi		8.64			8.64	19-Nov-92	22-Apr-98	1998	NR	x	x	
29	L 1588	COO	Cyclone Emergency Rehabilitation	Multi		0.80			0.80	8-Dec-97	16-Jun-00	2000	S	x	x	
30	L 1684	VAN	Cyclone Emergency Rehabilitation	Multi		2.00			2.00	20-Apr-99	19-Dec-00	2001	S	x	x	
31	L 1823	SOL	Post-Conflict Emergency Rehabilitation	Multi		10.00			10.00	21-Dec-00	23-Jun-08	2009	S	2011	S	x
32	L 2174	COO	Cyclone Emergency Assistance	Multi		2.83			2.83	30-Jun-05	13-May-10	2010	S	2011	S	x
33	GR 8181	TIM	Emergency Infrastructure Rehabilitation Project Phase 1	Multi			29.76	TFET	29.76	13-Apr-00	25-Jul-05	2005	PS	2010	{	PS
	GR 8198	TIM	Emergency Infrastructure Rehabilitation Project Phase 2	Multi				8.99	8.99	18-May-02	17-Oct-07	2008	S		{	
	GR 43	SOL	Post-Conflict Emergency Rehabilitation (Supplementary)	Multi		2.00			2.00	8-Feb-06	25-Apr-08	2009	S			
	GR 44	SOL	Post-Conflict Emergency Rehabilitation (Supplementary)	Multi			6.50	NZL	6.50	8-Feb-06	16-Sep-08	2009	S			
34	GR 78	SOL	Emergency Assistance	Multi		4.95			4.95	27-Jun-07						
	GR 78	SOL	Emergency Assistance (Supplementary)	Multi			4.04	AUS	4.04	27-Aug-09						
35	GR 165	SAM	Earthquake and Tsunami Disaster Response	Multi				1.00	1.00	2-Oct-09	14-Dec-10					
			Total						923.42							
			Loans						717.44							
			Grants						205.98							

ADB = Asian Development Bank, ADF = Asian Development Fund, AUS = Australia, COO = Cook Islands, DMC = developing member country, EC = European Commission, FIJ = Fiji Islands, GR = grant, GS = generally successful, HS = highly successful, JFPR = Japan Fund for Poverty Reduction, KIR = Kiribati, L = loan, NZL = New Zealand, OCR = ordinary capital resources, PCR = project completion report, PCRVR = project completion report validation report, PNG = Papua New Guinea, PPER = project performance evaluation report, PS = partly successful, REG = regional, RMI = Republic of Marshall Islands, S = successful, SAM = Samoa, SOL = Solomon Islands, TFET = Trust Fund for East Timor, TON = Tonga, VAN = Vanuatu.

Source: ADB internal database.

Table A2.2: ADB Technical Assistance Grants to Transport Sector Financially Closed or for Completion from 1995 Onward

TA No.	TA Name	Sub-		Total (\$'000)	Fund Source	Approval Date	Completion Date		Performance Rating				
		DMC	sector Type				Exp/Rev	Financial	Year	TCR	Year	TPER	
				1,425									
7022	Infrastructure Development	COO	Multi PP	700	JSF/NZL	12-Dec-07	31-May-09	14-Oct-09	}	-	-	-	-
7022	Infrastructure Development (Supplementary)	COO	Multi PP	125	TASF	30-Dec-08				}			
7287	Infrastructure Services Delivery Improvement	COO	Multi CD	600	JSF	19-May-09	31-Mar-12						
				5,630									
4099	Civil Aviation and Airports Improvement	FIJ	Air PP	710	JSF	28-Apr-03	30-Nov-05	30-Nov-05		-	-	-	-
1715	National Transport Sector Plan	FIJ	Road AD	400	TASF	18-Jun-92				-	-	-	-
1716	Road Safety and Traffic Management	FIJ	Road AD	150	TASF	18-Jun-92	15-Aug-97	31-May-98	}	-	-	-	-
1716	Road Safety and Traffic Management (Supplementary)	FIJ	Road AD	70	TASF	18-Jun-97				}			
2251	Third Road Upgrading	FIJ	Road PP	600	JSF	20-Dec-94		31-May-98			-	-	-
2747	Road Sector Cost Recovery Improvement	FIJ	Road AD	100	TASF	7-Jan-97	31-Mar-00	30-Jun-00		-	-	-	-
2850	Road Sector Reform and Safety Improvement	FIJ	Road AD	1,400	JSF	26-Aug-97	30-Jun-05	16-Aug-05		2006	PS	-	-
4540	Fourth Road Upgrading (Sector)	FIJ	Road PP	600	JSF	23-Dec-04	30-Sep-09	31-Dec-09	}	2010	S	-	-
4540	Fourth Road Upgrading (Sector) (Supplementary)	FIJ	Road PP	50	TASF	23-Dec-08				}	-	-	-
2321	Transport Sector Institutional Strengthening	FIJ	TMP AD	600	TASF	12-Apr-95	31-Jul-96	30-Nov-98			1997	GS	-
3199	Port Asset Management Improvement	FIJ	Water AD	250	TASF	31-May-99	31-Dec-04	21-Apr-05		2005	S	-	-
4850	Improving Infrastructure Services	FIJ	Multi AD	700	JSF	17-Oct-06	30-Jun-05	12-Jan-10		-	-	-	-
				1,765									
2068	Transport Infrastructure Development	RMI	TMP PP	600	JSF	11-Mar-94		30-Sep-97		2000	GS	-	-
2756	Institutional Strengthening in the Transport Sector	RMI	TMP AD	575	TASF	30-Jan-97	31-Oct-99	31-Mar-00		-	-	-	-
3506	Outer Island Transport Infrastructure	RMI	Water PP	340	JSF	29-Sep-00	31-Dec-02	31-May-03		-	-	-	-
4004	Improving the Delivery of Sea and Air Transport Services	RMI	Water AD	250	TASF	28-Nov-02	31-Oct-05	30-Apr-06		2006	PS	-	-
				650									
4045	Omnibus Infrastructure Development	FSM	Road PP	650	JSF	18-Dec-02	30-Apr-05	31-Jul-05		-	-	-	-
				11,088									
7263	Civil Aviation Development Investment Program	PNG	Air PP	225	TASF	8-Apr-09	31-Dec-10						
1658	Institutional Strengthening of the Department of Transport	PNG	Road AD	750	TASF	14-Jan-92		30-Apr-98		-	-	-	-
3004	Road Asset Management System	PNG	Road AD	1,000	JSF	3-Apr-98	31-Jul-01	30-Sep-03		2004	S	2002	S
3037	Road Upgrading and Maintenance	PNG	Road PP	750	JSF	2-Jul-98	31-Oct-01	31-Dec-01		-	-	-	-
3191	Road Sector Cost Recovery Improvement	PNG	Road AD	350	TASF	6-May-99	30-Nov-00	31-May-01		2001	S	-	-
3378	Road Asset Management System in the Provinces	PNG	Road AD	581	JSF	28-Dec-99	31-Dec-03	19-Oct-04		2004	S	2002	PS
3716	Road Authority Development	PNG	Road PP	700	JSF	11-Sep-01	30-Jun-09	11-Sep-09		-	-	-	-
3717	Southern Road Maintenance and Upgrading	PNG	Road PP	400	JSF	11-Sep-01	30-Jun-03	19-Oct-04		2007	PS	-	-
4945	Highlands Highway (Southern Highlands and Enga Provinces Network) Rehabilitation	PNG	Road PP	500	JSF	27-Jun-07	31-Mar-09	22-Jul-09		-	-	-	-

TA No.	TA Name	Sub-DMC	sector	Type	Total (\$'000)	Fund Source	Approval Date	Completion Date		Performance Rating			
								Exp/Rev	Financial	Year	TCR	Year	TPER
7214	National Transport Development Plan (2011–2020)	PNG	Road	AD	700	JSF	16-Dec-08	31-Mar-11					
7420	Improving Road User Charges and Private Sector Participation in Road Development	PNG	Road	PA	800	JSF	8-Dec-09	31-Dec-11					
7594	Bridge Replacement for Improved Rural Access	PNG	Road	PP	800	TASF	3-Sep-10	31-Aug-11					
1390	Institutional Strengthening of the Ports Subsector	PNG	Water	AD	367	TASF	18-Oct-90		30-Sep-95	-	-	-	-
3162	Rehabilitation of the Navigation Aids System	PNG	Water	PP	500	JSF	1-Feb-99	30-Jun-00	31-Aug-02	-	-	-	-
3615	Community Water-Transport Project	PNG	Water	PP	580	JSF	21-Dec-00	31-Jan-03	15-Nov-04	-	-	-	-
3619	Rehabilitation of the Maritime Navigation Aids System	PNG	Water	AD	800	AUS	19-Dec-00	30-Jun-05	28-Dec-05	2009	S	-	-
4793	Lae Port Development-Tidal Basin Phase I	PNG	Water	PP	900	JSF	30-May-06	31-Oct-08	30-Oct-08	}	-	-	-
4793	Lae Port Development-Tidal Basin Phase I (S	PNG	Water	PP	160	TASF	8-Jun-07			}	-	-	-
7755	Second Community Water Transport Sector	PNG	Water	PP	225	TASF	22-Dec-10						
					350								
1790	Monitoring and Management of the Cyclone Rehabilitation Program	SAM	Multi	AD	350	TASF	19-Nov-92	28-Apr-95	30-Nov-99	-	-	-	-
					3,995								
4944	Strengthening Disaster Recovery Planning and Coordination	SOL	Road	AD	800	TASF	27-Jun-07	30-May-10	31-Aug-10	2010	S	-	-
7335	Transport Sector Development	SOL	Road	PP	650	TASF/AUS	21-Aug-09	15-Dec-10		-	-	-	-
4527	Diagnostic Assessment of Interisland Transport	SOL	ansp. M	AD	350	TASF/AUS	23-Dec-04	31-Mar-07	30-Jun-07	2008	PS	-	-
1780	Upgrading the Solomon Islands Ports Authority Information Systems	SOL	Water	AD	100	TASF	6-Nov-92	31-Oct-93	30-Nov-09	-	-	-	-
4588	Implementation of Interisland Transport Reforms	SOL	Water	AD	495	TASF	20-May-05	31-Mar-08	12-Sep-08	2008	S	-	-
7178	Establishment of the Solomon Islands Maritime	SOL	Water	AD	1,600	TASF/EC	25-Nov-08	30-Jun-11					
					18,125								
7100	Road Network Development	TIM	Road	PP	800	JSF	23-Jul-08	30-Nov-09	28-Feb-10	-	-	-	-
7698	Supporting Road Network Development	TIM	Road	PA	225	JFPR	13-Dec-10						
3401	Transport Sector Restoration	TIM	TMP	AD	1,000	TASF	10-Feb-00	30-Nov-02	23-May-05	2005	S	-	-
3731	Transport Sector Improvement	TIM	TMP	AD	500	JSF	1-Oct-01	31-Mar-08	31-Mar-08	2008	S	-	-
4609	Infrastructure Sectors Capacity Development	TIM	Multi	AD	600	TASF	14-Jul-05	30-Nov-08	22-Feb-10	2009	PS	-	-
4942	Infrastructure Project Management	TIM	Multi	AD	15,000	TASF/AUS	21-Jun-07	12-Nov-11					
					570								
2113	Road Cost Recovery and Safety Strategies	TON	Road	AD	170	JSF	28-Jun-94	30-Jun-99	31-May-01	-	-	-	-
2114	Institutional Development of the Ports Sector	TON	Water	AD	400	JSF	28-Jun-94	31-Dec-99	31-May-01	-	-	-	-
					650								
2536	Study on Domestic Civil Aviation	TUV	Air	PP	100	TASF	22-Feb-96	31-May-96	28-Feb-97	-	-	-	-
2238	Transport Infrastructure	TUV	TMP	PP	300	JSF	14-Dec-94		31-May-98	2000	PS	-	-
3565	TA to Upgrade the Tuvalu Maritime Training	TUV	Water	PP	250	JSF	11-Dec-00	10-Apr-02	31-Oct-02	-	-	-	-
					1,350								
3224	Outer Islands Infrastructure Development	VAN	TMP	PP	750	TASF	14-Jul-99	30-Sep-03	31-Aug-04	2009	PS	-	-
1974	Structural Survey of Port Vila Wharf	VAN	Water	PP	100	TASF	10-Nov-93		31-Mar-95	-	-	-	-
7288	Interisland Shipping Support	VAN	Water	PP	500		25-May-09	30-Jun-11					
					45,598								

AD = advisory, ADB = Asian Development Bank, AUS = Australia, CD = capacity development, EC = European Commission, exp/rev = expected revised, GS = generally successful, JSF = Japan Special Fund, multi = multisector, NZ = New Zealand, PP = project preparatory, PS = partly successful, S = successful, TA = technical assistance, TASF = TA Special Fund, TMP = transport management and policy.

Note: * = Small scale, - = not available.

Source: ADB internal database

Table A2.3: Distribution of ADB Transport Sector Assistance to the Pacific Region by Country Groups (\$ million and percent)^a

Item	Total ADB Assistance (\$ million)	Transport Sector Assistance (\$ million)	DMC as % of ADB Transport Assistance	Transport as % of Total ADB Assistance
Category 1	710.78	186.08	19.49	26.18
Cook Islands	55.01	15.51	1.62	28.19
Fiji Islands	326.56	148.46	15.55	45.46
Samoa	198.88	2.96	0.31	1.49
Tonga	79.09	10.00	1.05	12.64
Vanuatu	51.25	9.15	0.96	17.85
Category 2	1,590.40	745.74	78.12	46.89
Papua New Guinea	1,354.03	637.36	66.77	47.07
Solomon Islands	132.61	49.38	5.17	37.24
Timor-Leste	103.76	59.00	6.18	56.86
Category 3	224.70	21.30	2.23	9.48
Kiribati	27.14	14.30	1.50	52.69
Marshall Islands	89.39	7.00	0.73	7.83
Micronesia	76.12	0.00	0.00	0.00
Nauru	5.00	0.00	0.00	0.00
Palau	16.00	0.00	0.00	0.00
Tuvalu	11.06	0.00	0.00	0.00
Regional	29.50	1.50	0.16	5.08
Total	2,555.38	954.61	100.00	37.36

ADB = Asian Development Bank, PDMC = Pacific developing member country.

^a Includes loan and grant assistance.

^b Transport assistance excludes assistance received by the transport sector as part of multisector. Rehabilitation efforts to cope with post-conflict, economic crises, and natural disasters. Excludes cofinancing from official and commercial sources.

^c Includes \$38.8 million for the Trust Fund for East Timor-financed Emergency Infrastructure Rehabilitation Project (phases 1 and 2).

Source: Asian Development Bank internal database.

EVALUATION FRAMEWORK FOR RSAPE – TRANSPORT SECTOR IN PACIFIC DMCS

Questions	Methodology	Data Requirements and Sources
<p>1. Strategic Positioning Transport Sector</p> <p>1.1 To what extent has the program been consistent with ADB's strategy in the Pacific and with the current Pacific Approach?</p> <p>1.2 To what extent has the sector strategy been consistent with the sector's development needs in terms of domestic connectivity as well as international links?</p> <p>1.3 Has the sector strategy been consistent with the government plans (including government absorptive capacity)?</p> <p>1.4 ADB's Pacific strategy in 2005 as well as the current one focus on private sector development. To what extent can this continued focus be deemed appropriate? In other words, has the economic development in general and the transport sector development in particular improved by this focus?</p> <p>1.5 The 2005 strategy stated that ADB's most important contribution and primary mode of assistance will be its knowledge products and services, provided mainly through grant financed TA, economic, thematic, and sector analytic work, and policy advice. To what extent has this strategic focus been effective in achieving the development goals in the transport sector?</p> <p>1.6 To what extent were the transport sector strategies positioned to result in long term continuity of the benefits of ADB's assistance in terms of institutional development within the public and private sectors as well as leading to sustainability of the outcomes?</p> <p>1.7 Aid coordination. To what extent did ADB develop partnerships with other development partners with proper modalities, to create synergies and avoid duplicative efforts – at the planning stage?</p> <p>1.8 Selectivity. ADB has focused on few subsectors in specific countries in the Pacific. To what extent has this focus been consistent and effective in ensuring development effectiveness?</p>	<ul style="list-style-type: none"> • Desk review • Discussions with ADB staff, government officials, and other development partners 	<ul style="list-style-type: none"> • ADB's country strategies, Pacific-wide strategies • Government's development plans • The Pacific Plan 2005

Questions	Methodology	Data Requirements and Sources
<p>1.9 What is the quality of the design of sector strategies' results frameworks (e.g., sufficiency of indicators on results/risks/ mitigations as well as availability of baseline data)?</p> <p>Emergency Assistance Owing to the nature of the emergency assistance, it cannot be evaluated using the above criteria.</p>		
<p>2. Relevance of the Program Transport Sector Assistance</p> <p>2.1 To what extent has ADB's assistance translated the strategies into relevant assistance program, which is consistent with the sector's development needs?</p> <p>2.2 Were the road, port, and airport designs and technologies used for ADB projects appropriately designed to enable them to achieve their objectives?</p> <p>2.3 What is the design quality of key projects' DMFs (e.g., adequacy of sector indicators on results and availability of baseline data); and design quality of M&E systems and PIUs/PMUs of key projects/ programs (e.g., whether they were designed to have adequate number and quality of personnel to integrate into the sector/country's normal operation systems, etc.)?</p> <p>Emergency Assistance</p> <p>2.4 Was the emergency assistance designed to enable quick recovery from the conflict or natural disaster?</p> <p>2.5 To what extent did the emergency assistance focus on select subsectors and geographic areas to enable development effectiveness and implementation efficiency?</p>	<ul style="list-style-type: none"> • Desk review • Discussions with ADB staff, government officials, and other development partners 	<ul style="list-style-type: none"> • ADB's RRP, project feasibility studies • ADB's Operations Business Plans • ADB publications on Pacific • Government's development plans The Pacific Plan 2005 • Reports from other development partners
<p>3. Effectiveness Transport Sector</p> <p>3.1 To what extent have the targeted outputs been achieved (outputs in terms of number of km of roads improved, ports/ wharves constructed, airports improved, etc.)?</p> <p>3.2 Accessibility. To what extent have these outputs resulted in the development outcomes in terms of improving access to basic services – health, education, etc.?</p>	<ul style="list-style-type: none"> • 3.1 to 3.4 Assessment of the outcomes during field visits. The field visit will include consultations and focus group discussions 	<ul style="list-style-type: none"> • Field visit to select project sites • Secondary data – recent feasibility reports • Anecdotal evidence

Questions	Methodology	Data Requirements and Sources
<p>For ongoing projects, effectiveness will be assessed by the extent to which "evolving" outcomes have progressed toward full, targeted outcomes.</p> <p>3.3 To what extent have these outputs resulted in triggering new economic activities or enhancing existing ones?</p> <p>3.4 The extent to which cumulative projects/TAs achieved intermediate "<i>institutional development outcomes</i>" in the transport sector, which contributed to improving sector management and facilitating the achievement of sector-specific outcomes. What has been the change in the institutional capacities attributable to ADB assistance?</p> <p>3.5 What has been the level of achievement of the outcomes mentioned in the CPS' sector road maps?</p> <p>Emergency Assistance</p> <p>3.6 To what extent have the outcomes targeted been achieved – in terms of post-conflict and/or post-disaster recovery?</p> <p>4. Efficiency Transport Sector</p> <p>4.1 The Pacific program has seen several supplementary loans/grants. To what extent has this supplementary financing demonstrated efficient use of ADB funds?</p> <p>4.2 For completed projects, EIRR of key projects (inclusive of the extent of utilization of project facilities e.g. traffic on the roads)</p> <p>4.3 The quality of M&E implementation of key projects/programs in each sector/theme (e.g., timely data collection, adequacy of required indicators available for use at mid-term reviews and after project/program completion, etc.)</p> <p>Implementation efficiency</p> <p>4.4 Portfolio performance of cumulative projects/programs in each sector/theme (e.g., PPRs; contract awards; actual vs. projected disbursements; and the extent of delayed implementation, cost overruns, and their resolutions). Note: if key projects were delayed by</p>	<ul style="list-style-type: none"> • 3.5 Consultations with ADB staff in resident mission and headquarters • 3.6 Consultations with government officials and other development partners • 4.1 Review of ADB documents • The field work will include a rough estimate of the growth in traffic on select roads. It will not recalculate the EIRR 	<ul style="list-style-type: none"> • 3.6 Meetings in the country capitals as well as select project locations • Project site visits • RRP, PCR, BTOR, PPR • Discussions with portfolio management specialists in headquarters and resident missions

Questions	Methodology	Data Requirements and Sources
<p>more than 1 year, this subcriterion should be considered <i>less efficient</i> (LE); and <i>inefficient</i> (IE) if delayed by more than 2 years.</p> <p>4.5 How do the level of implementation delays and cost overruns compare with the ADB average?</p> <p>4.6 Were the outcomes achieved in an efficient manner – cost and time efficiency?</p> <p>Emergency assistance</p> <p>4.7 Were least cost estimates adopted for all projects?</p>		
<p>5. Sustainability</p> <p>5.1 What is the extent to which the governments of the Pacific DMCs allocated sufficient resources to finance recurrent costs (road maintenance, port and airport maintenance, and operations) after project completion. For port and airport projects – is the tariff structure robust to ensure sufficient revenues for O&M?</p> <p>5.2 What is the extent to which appropriate institutional and human resource arrangements were created to reinforce the financial capacity in 5.1 and to mitigate risks against sustainability of key projects in the transport sector</p> <p>5.3 What is the level of political commitment (e.g., policy/legal/legislative arrangements) to reinforce the financial capacity in 5.1 and to mitigate risks against sustainability of key projects in the transport sector; and evidence of past sustainability efforts.</p> <p>Emergency Assistance</p> <p>5.4 Long-term sustainability might not be the purpose of emergency assistance. In some cases, it might be an underlying rationale, e.g., in a post-conflict situation. In all cases, to what extent has the emergency assistance sustained to enable long-term benefits?</p>	<ul style="list-style-type: none"> • Data collection in each country • Discussions with government officials and staff from development partners • Site visits of select projects 	<ul style="list-style-type: none"> • Funding allocations for road maintenance over the last 10 years • Legislations and policies for road maintenance in each country • Meetings in the Pacific DMCs with government officials and development partners • Technical assessment by consultants
<p>6. Impacts</p> <p>6.1 What have been the typical development impacts attributable to ADB's transport sector assistance in particular and to the transport sector</p>	<ul style="list-style-type: none"> • Stakeholder consultations in select project areas 	<ul style="list-style-type: none"> • Secondary data on change in socioeconomic patterns

Questions	Methodology	Data Requirements and Sources
<p>improvement in general?</p> <p>6.2 What has been the contribution to broader development goals such as sustainable growth, poverty reduction, gender development, etc.?</p> <p>6.3 ADB's Pacific strategy has targeted improved private sector environment as a key goal in its past and current strategy. To what extent has the transport sector assistance contributed to this goal?</p> <p>6.4 To what extent has ADB's transport sector assistance enabled regional cooperation impacts?</p> <p>6.5 What have been the intended or unintended resettlement impacts of ADB assistance?</p> <p>6.6 What are the broad socioeconomic impacts of the projects?</p> <p>6.7 To what extent has ADB's transport sector assistance been climate change proof?</p> <p>Emergency Assistance</p> <p>6.8 To what extent has the emergency assistance enabled medium term to long term development impacts?</p>	<p>using focused group discussions</p> <ul style="list-style-type: none"> • Discussions with government officials • Literature review of reports from other organizations as well as academic studies 	<ul style="list-style-type: none"> • Reports from other development partners and NGOs • Academic studies • Anecdotal evidence

ADB = Asian Development Bank, BTOR = back-to-office report, CPS = country partnership strategy, DMC = developing member country, DMF = design and monitoring framework, EIRR = economic internal rate of return, M&E = monitoring and evaluation, NGO = nongovernment organization, O&M = operation and maintenance, PCR = project completion report, PIU = project implementation unit, PMU = project management unit, PPR = project performance report, RRP = report and recommendation of the President, RSAPE = regional sector assistance program evaluation, TA = technical assistance.

Source: Independent Evaluation Department.