



Completion Report

Project Number: 48141-001
Technical Assistance Number: 8777
December 2020

Fiji: Strengthening Transport Coordination Capacity

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TECHNICAL ASSISTANCE COMPLETION REPORT

TA Number, Country, and Name: TA 8777-FIJ: Strengthening Transport Coordination Capacity		Amount Approved: \$700,000	
		Revised Amount: Not applicable	
Executing Agency: Ministry of Finance (succeeded by Ministry of Economy)	Source of Funding: TASF—other sources	Amount Undisbursed: \$92,950	Amount Used: \$607,050
TA Approval Date: 5 December 2014	TA Signing Date: 7 May 2015	TA Completion Date	
		Original Date: 30 June 2018	Latest Revised Date: 30 June 2019
		Financial Closing Date: 8 November 2019	Number of Extensions: 1
TA Type: Capacity Development TA	Nature of Activity: Not applicable	TA Arrangement: Loan 3210-FIJ: Transport Infrastructure Investment Sector Project	

Description

Fiji is a South Pacific archipelagic nation of 110 inhabited islands with a land area of 18,300 square kilometers and a population of 860,000 in 2014. Fiji is located 2,000–3,000 kilometers (km) from major metropolitan markets, and service delivery costs within the country are high because the population is dispersed. About 90% of the population live on the three main islands of Viti Levu, Vanua Levu, and Taveuni. The government had estimated that about F\$1.3 billion (\$702 million equivalent) in capital expenditures and F\$450 million (\$243 million equivalent) in maintenance expenditures are required for road and rural maritime infrastructure over 2014–2018.¹ In response, ADB formulated the Transport Infrastructure Investment Sector Project (TIISP) of \$100 million, with an additional \$50 million of World Bank cofinancing, to implement subprojects (comprising 30 km of roads, 30 bridges, and 4 jetties) prioritized by the 20-Year National Transport Infrastructure Plan and 2014 Green Growth Framework.²

The technical assistance (TA) for Strengthening Transport Coordination Capacity, formulated concurrently with TIISP, is the response of the Asian Development Bank to a request from the government to build capacity in the road sector.³ ADB had previously advocated for the establishment of a roads authority. Subsequently, the government established Fiji Roads Authority (FRA) under the Fiji Roads Authority Decree in 2012. At the time of TIISP formulation, FRA was mandated to maintain and upgrade assets of 11,115 km of roads (including 1,483 km of sealed and 9,632 km of unsealed roads), 868 bridges, and 47 jetties. While FRA operated under a costly institutional setup that relied on foreign expertise, it had developed a strategy to increase local capacity. The TA was to support these government efforts.

Expected Impact, Outcome, and Outputs

The specific aim of the TA was to build the capacity of staff from the Ministry of Finance (MOF), the name of which was changed to Ministry of Economy (MOE), and the Ministry of Infrastructure and Transport (MIT) to plan, design, select and monitor transport infrastructure projects, and to streamline broader national policy objectives with sector-specific policies and plans. The TA primarily targeted capacity development support to MOE and MIT staff in Fiji's capital, Suva. In terms of outputs and activities, the TA was expected to (i) conduct a training needs analysis for selected MOE and MIT staff who are responsible for capital and operational budgets for infrastructure sectors; (ii) produce a capacity development plan for staff approved by the government; (iii) provide training opportunities in infrastructure planning and management for selected MOE and MIT staff; and (iv) regularly monitor progress and evaluate training outcomes. The TA was expected to support MOE, FRA, and MIT staff in reviewing TIISP subproject screening reports, detailed feasibility studies and designs, and implementation progress reports prepared by the FRA and the design and

¹ F\$1.00 = \$0.52; as of 16 October 2014.

² ADB. 2016. *Technical Assistance to Fiji for Transport Sector Planning and Management*. Manila; and Fiji. 2014. [Green Growth Framework](#). Suva.

³ ADB. 2014. *Report and Recommendation of the President to the Board of Directors: Proposed Loan and Technical Assistance Grant to Fiji for the Transport Infrastructure Investment Sector Project*. Attached Technical Assistance (accessible from the list of linked documents in Appendix 2). Manila.

supervision consultants. Envisaged training programs included economic analysis of projects, financial analysis, asset management principles, and public-private partnerships. The TA focused on industry-led courses and executive programs provided by the Transportation Research Board, the Transport Research Laboratory, the Institute of Asset Management, the Institute of Public–Private Partnerships, and selected universities.

Implementation Arrangements

The MOF acted as the executing agency for the TA while MIT provided a supporting role. FRA took the lead in the actual implementation of the TA. The project steering committee overseeing TIISP was tasked to monitor TA implementation. An institutional development specialist and a national institutional development coordinator were expected to be engaged over a combined 29 person-months period to conduct a training needs analysis and design and implement a capacity development plan with staff from MOE, FRA and MIT.⁴ These staff were to establish an infrastructure advisory team that would be included in the planning, selection, and implementation supervision of infrastructure projects in the country, from the perspective of a central ministry responsible for high-level planning.

Conduct of Activities

Under the TA, Output 1 (conduct a training needs analysis for selected MOE and MIT staff responsible for capital and operational budgets for infrastructure sectors) and Output 2 (produce a capacity development plan for staff approved by the government) could not be undertaken in a timely manner after the national election in September 2014. While MOE and MIT were envisaged to benefit from transport-related capacity building opportunities, the TA focused more on strengthening FRA's capacity given their enhanced mandates and growing demands for improved road and maritime infrastructure. For instance, the TA supported the implementation of FRA's 2014 "Operations Manual," which FRA used as a strategy to increase its capacity.

Under Output 3 (provide training opportunities in infrastructure planning and management for selected MOE, MIT and FRA staff), the TA facilitated several capacity development activities. A consultancy firm recruited under the TA helped FRA update its Design and Construction Standards. This effort was supplemented by five individual experts in the areas of road safety, bus fleet renewal, bus scrapping, maritime transport, transport planning and economic analysis recruited under the TA. Together, the consultants produced a number of technical guides, critical for FRA functions, including the "FRA Road Works Standards & Specifications," "FRA typical standard drawings," and Fiji-specific Design Guides, encompassing road design guide supplement, pavement design supplement, a bridge design and a "Fiji design Guide Supplement for maritime infrastructures". Three experts and the consulting firm received a "satisfactory" rating in the Performance Evaluation Report (PER) exercise. Two individual consultants received an "excellent" rating. MOE and MIT staff participated in a series of policy-related capacity building workshops in 2017 on "Greening Fiji's bus fleet" and as a result, the TA developed a "bus renewal and scrappage" plan. A "Green House Gas" Mitigation Plan for the Maritime Transport Sector in Fiji was also conducted.

The TA also supported an environment, gender, and social safeguards workshop in March 2015, which helped strengthen FRA's safeguards capacity under TIISP. A road safety audit workshop for FRA, Suva City Council, and Department of Town and Country Planning (DTCP) staff in March 2018 led to the formulation of a road safety manual for Fiji. Selected FRA staff were trained to undertake road safety audits. The TA also facilitated FRA's participation at the ADB Transport Forums in 2016 and 2018. While the TA originally targeted MOE and MIT staff, FRA staff benefitted substantially from the training programs. FRA staff were thus able to take the lead to identify and prioritize subprojects in TIISP.

Under Output 4 (regularly monitor progress and evaluate training outcomes), selected consultants under the TA monitored and tested the road safety manual and the design and standards documents produced under Output 3. These outputs were refined throughout the TA and were finalized before the TA concluded. An evaluation of the road safety training that the TA conducted with FRA rated the training course highly and suggested follow up training.

Technical Assistance Assessment Ratings

Criterion	Assessment	Rating
Relevance	The TA closely aligned with the government's Roadmap for Democracy and Sustainable Socio-Economic Development, 2010–2014 and the Green Growth Framework (GGF). The TA has relevant links to Fiji's 20-Year Fiji Transport Infrastructure Investment Plan updated in 2016 via additional ADB funding. The formulation of a Land Transport Policy and a Maritime Transport Policy in 2015 from this TA strengthens the link with	Relevant

⁴ International Institutional Development Specialist (14 person-months), National Institutional Development Coordinator (15 person-months).

Criterion	Assessment	Rating
	government's Transport Infrastructure Investment Plan. The TA complements ADB's country partnership strategy, 2014–2018, and country operations business plan, 2015–2017, which aligned ADB's support with government's national strategies and identified transport as a key sector for engagement. There were no major deficiencies noted in the TA design to achieve the TA objectives, while some of the activities and outputs were adjusted.	
Effectiveness	<p>Under output 1 and 2, the TA was intended to conduct a training needs analysis for MOE and MIT staff and to produce a capacity development plan for capital and operational budgeting. Though the TA did not deliver these outputs because MOE and MIT's institutional mandates were focused at the policy and strategy level, the TA supported FRA's operations manual document (2014) to develop a strategy to increase its capacity and consequent actions in line with the overall objectives of the TA.</p> <p>Under outputs 3 and 4, the TA was less than effective. FRA, which was in its incipient stage of development and mandated for the scope the TA targeted, benefited immensely from the training covering infrastructure planning and management, progress monitoring, and evaluation. It is acknowledged that the TA helped develop FRA capacity substantially. MOE and MIT benefited from a series of policy-related capacity building workshops that were more geared towards their mandate. Building MIT and FRA's capacity to conduct economic and financial analysis, asset management, procurement, and contract management through training is still needed. Overall, while some of the outputs were not delivered as planned, TA outcomes were broadly achieved by building capacity of the Fiji government to support the implementation to TIISP.</p>	Less than effective
Efficiency	<p>The TA was completed within the budget, with 13% undisbursed at TA closure. A significant portion of the budget was spent on consultants as envisaged. The TA did not deliver two outputs (training needs analysis for MOE and MIT and capacity development plan). However, it delivered crucial documents for FRA to enhance its capacity, which the TA support targeted for Fiji's transport sector.</p> <p>The TA did not experience major implementation delays. ADB granted an extension of 1 year from June 2018 to June 2019 and added preparation of a jetty design guide and related stakeholder consultations to the TA scope which were completed in time. No significant procurement challenges or issues were experienced.</p> <p>Overall, one firm and five individual consultants were recruited under the TA. The consultants' performance were rated between "satisfactory" and "excellent."</p>	Efficient
Overall Assessment	<p>The TA has an overall weighted rating of 1.70 and is therefore deemed "successful."</p> <ul style="list-style-type: none"> (i) The TA was rated '2' for achieving a 'relevant' rating and a weighted rating of 0.7. (ii) The TA was rated '1' for achieving a 'less than effective' rating with a weighted rating of 0.3. (iii) The TA was rated '2' for achieving an 'efficient' rating and a weighted rating of 0.7. <p>While the TA originally targeted mainly MOF and MIT, greater focus was given to FRA given their institutional mandates. FRA</p>	Successful

Criterion	Assessment	Rating
	was an incipient institution at the time of the TA formulation, and TA expedited FRA's capacity development along with the implementation of TIISP. MOE and MIT benefited from a series of policy-related capacity building workshops that were more geared towards their mandate.	
Sustainability	Longer-term efforts would be needed to sustain the capacity of FRA, MOE, and MIT beyond the TA implementation period with adequate resources (financial or human). The training programs need to be institutionalized adequately at FRA for sustained capacity development.	Less than likely

Lessons Learned and Recommendations

Design and planning	The design of the TA was adequate. The TA designs were made to respond to the needs and the capacities of related agencies, MOE, MIT and FRA. Future capacity assessments in the sector may include that of the private sector as well, as its role is increasingly becoming crucial for the effective delivery of sector outcomes. In addition, it is also recommended that TA support for subproject planning and identification be implemented prior to the commencement of the sector loan project. This will enable the government and ADB to minimize delays during project implementation.
Knowledge building	The TA developed key technical outputs in "FRA Road Works Standards & Specifications," "FRA typical standard drawings," and "Fiji-specific Design Guides," encompassing road design guide supplement, pavement design supplement, bridge design guide, and road safety manual. FRA is already benefitting from these outputs. These documents can be further refined and institutionalized as formal knowledge products. MOE, MIT, and other relevant agencies such as the Land Transport Authority may utilize analytical work and capacity building tools under the TA to improve overall transport sector planning.

Follow-up Actions

It is proposed to assess how various capacity building activities under the TA can be scaled up and sustained in the government agencies the TA targeted, i.e., FRA, MOE, and MIT. This may be undertaken during TIISP review missions.

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TECHNICAL ASSISTANCE COST

Table A.1: Technical Assistance Cost by Activity
(\$'000)

Item	Amount		
	Original	Revised	Actual
1. Consultants	490	-	570
2. Training, Seminars, and Conferences	140	-	25
3. Studies	-	-	12
4. Contingency	70	-	-
Total	700	-	607

Note: Numbers may not add up due to rounding.
Source: Asian Development Bank estimates.

Table A.2: Technical Assistance Cost by Financier
(\$'000)

Item	ADB	Total Cost
1. Original	700	700
2. Revised	-	-
3. Actual	607	607
4. Unused	93	93

ADB = Asian Development Bank.
Source: Asian Development Bank estimates.