



Technical Assistance Report

Project Number: 48374-002
Transaction Technical Assistance Facility (F-TRTA)
November 2020

Democratic Socialist Republic of Sri Lanka: Improving Project Readiness and Portfolio Management - Phase II

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 31 October 2020)

Currency unit	–	Sri Lanka rupee/s (SLRe/SLRs)
SLRe1.00	=	\$0.00542
\$1.00	=	SLRs185.33

ABBREVIATIONS

ADB	–	Asian Development Bank
ERD	–	External Resource Department
TA	-	technical assistance
TPRM	–	tripartite portfolio review meetings

NOTE

In this report, "\$" refers to United States dollars.

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TRANSACTION TECHNICAL ASSISTANCE AT A GLANCE

1. Basic Data		Project Number: 48374-002	
Project Name	Improving Project Readiness and Portfolio Management - Phase II	Department/Division	SARD/SLRM
Nature of Activity	Project Preparation, Capacity Development	Executing Agency	Ministry of Finance
Modality	Facility		
Country	Sri Lanka		
2. Sector		Subsector(s)	
✓ Transport	Road transport (non-urban)	ADB Financing (\$ million)	
Agriculture, natural resources and rural development	Irrigation		0.25
Education	Secondary		0.25
Energy	Electricity transmission and distribution		0.25
Health	Health system development		0.25
Water and other urban infrastructure and services	Urban water supply		0.25
		Total	1.50
3. Operational Priorities		Climate Change Information	
✓ Addressing remaining poverty and reducing inequalities		GHG Reductions (tons per annum)	0
✓ Accelerating progress in gender equality		Climate Change impact on the Project	Low
✓ Making cities more livable		ADB Financing	
✓ Promoting rural development and food security		Adaptation (\$ million)	0.00
		Mitigation (\$ million)	0.00
		Cofinancing	
		Adaptation (\$ million)	0.00
		Mitigation (\$ million)	0.00
Sustainable Development Goals		Gender Equity and Mainstreaming	
SDG 3.8		Some gender elements (SGE)	✓
SDG 4.7			
SDG 6.1, 6.4		Poverty Targeting	
SDG 7.1		General Intervention on Poverty	✓
SDG 9.1			
4. Risk Categorization	Complex		
5. Safeguard Categorization	Safeguard Policy Statement does not apply		
6. Financing			
Modality and Sources		Amount (\$ million)	
ADB		1.50	
Transaction technical assistance: Technical Assistance Special Fund		1.50	
Cofinancing		0.00	
None		0.00	
Counterpart		0.08	
Government		0.08	
Total		1.58	
Currency of ADB Financing: US Dollar			

I. THE TECHNICAL ASSISTANCE FACILITY

A. Justification

1. The transaction TA facility will provide capacity building, project preparation and implementation support, and knowledge sharing to help improve Sri Lanka's portfolio performance. The TA facility will improve the readiness of pipeline projects and support the implementation of ongoing projects¹ through: (i) demand driven and tailored capacity development programs on project design, implementation, evaluation, cross cutting thematic areas, and procurement; (ii) structured annual portfolio reviews; and (iii) documenting lessons learned and developing knowledge products related to project management for sharing and cross learning among sectors and the region. These will ensure project readiness and quality at entry of pipeline projects and sound implementation performance of ongoing projects. ADB supports the government's approach of maximizing utilization of existing government workforce. However, if such capacity is not available, the TA facility will prioritize mobilization of national experts. Mobilization of international experts will be considered if national experts are not available. The TA facility, although not included in Sri Lanka's Country Operations Business Plan (2020-2022),² was requested by the Government of Sri Lanka on 25 September 2020 to support government efforts in minimizing delays in projects. The Department of External Resources, Ministry of Finance, through its letter dated 7 October 2020, confirmed the purpose, scope, implementation arrangements, costs, and financing arrangements of the TA facility.

2. **Portfolio Growth, Performance, and Issues:** The portfolio in Sri Lanka has grown from \$2.9 billion in 2015³ to \$4.1 billion as of 30 September 2020, with approvals and commitments increasing continuously since 2015.⁴ Over the past five years, the average annual contract awards is \$442 million while the average disbursements is \$362 million. With the increase in annual commitments, disbursement ratios have shown a slight decline,⁵ partly due to inclusion of new sectors where the executing and implementing agencies have little or no prior experience in implementing ADB projects.

3. As Sri Lanka gained upper middle-income status, its portfolio has diversified to respond to the changing needs of the country. In the energy sector, the focus has shifted from electricity transmission and distribution to investments in renewable energy, generation, strengthening transmission stability, and reliability. The transport sector includes port infrastructure development, road safety and road asset management. Interventions in the education sector, which focused on development of the skills sector and vocational training is now targeted to strengthening higher education. The public sector management has to move to finance sector with a focus on support

¹ Ongoing projects include: MFF 0086: Integrated Road Investment Program; MFF 0102: Second Integrated Road Investment Program; L3431: Local Government Enhancement Sector Project; L3716: SASEC Port Access Elevated Highway Project; L3146/3147/3483/3484: Green Power Development and Energy Efficiency Improvement Investment Program – Tranche 1 and 2; L3267/3268/3625/3626: Mahaweli Water Security Investment Program – Tranche 1 and 2. The TRTA will also support ensuing projects in the sectors of: (i) energy; (ii) agriculture and natural resources; (iii) education and health; (iv) public sector management and finance; (v) transport; and, (vi) urban, water supply and sanitation.

² ADB.2020. *Country Operations Business Plan: Sri Lanka, 2021-2023*. Manila. includes this TA under the 2020 pipeline.

³ Net amount as of 31 December 2015.

⁴ In 2015, approvals were \$478 million, and commitments were \$347 million while in 2017, approvals were \$881.3 million, and commitments were \$503.3 million. This was the highest approvals and commitments for the past five years. Between 2015 and 2019, the average approvals is \$617 million and average commitments is \$523 million.

⁵ Disbursement ratios on commitment basis for the past five years: 2015-22%; 2016-24%; 2017-20%; 2018-23% and 2019-20%.

for small and medium enterprise development. Further, interventions in the health and agriculture sectors are now shifting focus to face challenges due to coronavirus disease 2019 (COVID-19) pandemic.

4. To sustain the existing portfolio performance and strengthen performance of new sectors and thematic areas, capacities, and systems of executing and implementing agencies in designing and implementing projects need to be strengthened. For the past few years, project performance is often affected by (i) lack of counterpart fund and foreign fund allocation; (ii) low project readiness of pipeline projects resulting in startup delays which impact costs and timelines; and (iii) poor capacity of executing and implementing agencies in procurement, consultant recruitment, construction management, contract administration, financial management, safeguards, gender, and monitoring and evaluation. Projects also experience high turnover of key project staff which requires repeat training programs to build and retain institutional knowledge. Low participation of good quality contractors and consultants in procurement process and poor performance during implementation are other factors that impede implementation. Due to these factors, project implementation is impacted in terms of time, cost, quality, and its outcomes. It is important to build on lessons learned from the implementation experience of projects to improve the design of new projects and implementation of ongoing projects. Further, exposing project staff to thematic topics would facilitate adoption of modern project management practices, innovative approaches, and technologies.

5. **ADB's support:** In December 2014, ADB approved the technical assistance TA 8798-SRI: Improving Project Readiness and Portfolio Management that has supported 37 training programs (Appendix 1) covering procurement, contract management, financial management, safeguards, gender and negotiation skills for executing and implementing agency staff and other agencies such as the National Audit Office and Attorney General's Office. In addition, the TA has financed contracts of 46 consultants to support activities related to safeguards, project management, contract management, procurement, financial analysis, economic analysis, impact assessment and project readiness. Apart from these activities, the TA has also supported five annual tri-partite portfolio review meetings and four sector review meetings from 2015 to 2019. These review meetings provided a venue to discuss project specific and overall portfolio related concerns with high level officials of the executing agencies and the Ministry of Finance. Activities supported under TA 8798 assisted the executing and implementing agencies⁶ to enhance their knowledge, support project management and improve project readiness, project performance and overall portfolio performance. The TA is closing in December 2020 and therefore, it is necessary to continue these interventions to sustain and improve portfolio performance.

6. Through TA 8798, experts in safeguards, legal and contracts were mobilized on long duration intermittent assignments, which enabled SLRM to quickly respond to government's requests on project implementation related issues. Quick mobilization of consultants to resolve project issues was one of the good features of this TA as consultant recruitment normally takes nearly a month. This approach was very effective and SLRM had addressed project issues on time. Furthermore, as operations moved to a virtual platform during the COVID-19 pandemic, ADB had supported government-initiated e-procurement platform through this TA, and recruited FIDIC experts to respond to contractual issues faced. Building on the lessons learned, the proposed TA will continue to provide similar support and will introduce the preparation of an annual training plan which will facilitate mainstreaming of training requirements for executing agencies and ensure that new trainings are reflected to address new issues rather than rigidly

⁶ Road Development Authority, Sri Lanka Railway, National Water Supply & Drainage Board, Sri Lanka Ports Authority, Colombo Municipal Council, Ministry of Health, Ministry of Education and Department of Project Monitoring.

following a standard pre-determined training schedule. This TA intends to also strengthen and consolidate the systems of portfolio management and capacity building for the country with annual training programming based on training needs, capacity monitoring, training materials upgraded with new policies and guidelines and advanced project cycle management-related knowledge base, etc.

B. Outputs and Activities

7. **Output 1: Project implementation capacity strengthened.** Through training programs, knowledge sharing, and focused support in specific areas across all sectors, the TA facility will strengthen project implementation. Around 35 capacity building programs (Appendix 2) for 600 staff from executing and implementing agencies of ongoing and pipeline projects will be undertaken. In addition, training and awareness programs will be supported for partner institutions and agencies associated with the implementation and monitoring of ADB portfolio, such as the Department of External Resources, National Audit Office, Attorney Generals Department, Department of Project Monitoring and Management, Central Environment Authority, Coast Conservation Department, Provincial and Local Authorities. Following a needs assessment, the training will focus on ADB policies and procedures (on safeguards, gender, procurement, financial management, disbursements, lending modalities, project evaluation), project implementation, regulatory requirements, governance, construction management, contract disputes resolution & contract management, results based management, and related technical subjects. ADB staff, external resource persons and training institutes will be identified as resource persons to deliver the training aligned to best international practices. The annual training plan will be developed as stated in paragraph 6 to ensure capacity monitoring of the EAs are strengthened, training materials are upgraded with latest policies and guidelines. Apart from regular training programs, the output will support on site clinics and help desks such as on FIDIC contract management and complaint management. The consultancy support will also be made available to executing and implementing agencies, and partner institutions and agencies associated with the implementation and monitoring of ADB portfolio to provide technical support, as and when required. Specific requirements currently identified include expertise in FIDIC for contract disputes resolution & contract management, income restoration, resettlement planning, engineering disciplines and project implementation. This output will also support procurement of software packages on engineering design, database management, project management, asset management and accounting to improve work efficiency and facilitate on the job training.

8. **Output 2: Project readiness improved.** The project readiness actions jointly agreed between the Department of External Resources and ADB is intended to minimize startup delays and improve project performance. The TA will supplement processing mission team leaders' efforts to support the executing and implementing agencies of pipeline projects to build capacity and undertake due diligence in technical, economic, financial, safeguards and cross cutting themes. It will also support the executing and implementing agencies in preparing communication and awareness activities, bidding documents and evaluation to enable advanced procurement. This output will also support procurement of software packages similar with Output 1.

9. **Output 3: Portfolio monitoring, cross learning and evaluation strengthened.** To support portfolio monitoring, the TA facility will organize and finance regular tripartite portfolio reviews and sector reviews. Knowledge sharing and cross learning among agencies and sectors will also be supported through preparation and printing of knowledge products to be disseminated widely; documenting lessons learned to improve project design and implementation; and organizing high level sector forums. This output will also support evaluation of ongoing and

completed projects, including post project surveys and field studies through engagement of service providers.

C. Cost and Financing

10. The TA facility is estimated to cost \$1,580,000 of which \$1,500,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-Other sources). The key expenditure items are listed in Appendix 3.

11. The government will provide counterpart support in the form of office supplies, support staff and other in-kind contributions which will constitute 5% of the total TA amount. The government was informed that approval of the TA does not commit ADB to finance any ensuing project.

D. Implementation Arrangements

12. The executing agency of the TA facility will be the Department of External Resources (ERD), Ministry of Finance, Government of Sri Lanka. ADB, through the Sri Lanka Resident Mission, will administer the TA facility. The TA facility will finance individual consultants, training programs, service providers, workshops, and related logistic arrangements. When recruiting non-ADB resource persons and individual consultants, SLRM will seek no-objection from relevant government agencies. The TA will also finance the travel cost of ADB and non-ADB resource persons attending training programs.

13. The implementation arrangements are summarized in Table 1.

Table 1: Implementation Arrangements

Aspects	Arrangements		
Indicative implementation period	December 2020– December 2025		
Executing agency	Department of External Resources (ERD), Ministry of Finance, Government of Sri Lanka		
Implementing agencies	Department of External Resources (ERD), Ministry of Finance, Government of Sri Lanka		
Consultants	To be selected and engaged by ADB		
	Individual	International 26 person-months	\$1,095,000
		National 233 person-months	
	Service Providers	National	\$50,000
Procurement ^a	Software and licenses will be procured using requests for quotation (RFQ) method in accordance with ADB Procurement Policy (2017 as amended from time to time) and Procurement Regulations for ADB Borrowers (2017, as amended from time to time).		
Disbursement	The Technical Assistance resources will be disbursed following ADB's <i>Technical Assistance Disbursement Handbook</i> (2020, as amended from time to time).		
Asset turnover or disposal arrangement upon TA completion	Asset turnover or disposal arrangement upon TA completion: Please refer to Administrative Order No. 4.02 for the definition of fixed assets.		

^a Procurement Plan accessible from the list of linked documents in Appendix 5.

Source: Asian Development bank estimates

14. **Consulting services.** ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated project administration instructions and/or staff instructions.⁷ Consultants may procure software and licenses as required to complete the assignment.

15. **ADB's procurement.** Procurement will follow the ADB Procurement Policy (2017, as amended from time to time) and Procurement Regulations for ADB Borrowers (2017, as amended from time to time). The procurement plan is included in Appendix 5.

II. THE PRESIDENT'S DECISION

16. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance facility not exceeding the equivalent of \$1,500,000 on a grant basis to the Government of Sri Lanka for Improving Project Readiness and Portfolio Management – Phase II, and hereby reports this action to the Board.

⁷ Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 5).

LIST OF COMPLETED TRAINING PROGRAMS

Sn	Training Topic	Date/s	No of Participants	Sector/ Project	Sector
Social, Environment and Gender					
01	Social Safeguards Workshop	29-30 July 2015	45	Mahaweli Water Security Investment Program	Agriculture and Natural Resources
02	Social Safeguards Workshop	15-18 Nov 2016	30	Multi Sector	Multi Sector
03	Social Safeguards Workshop	24-25 Aug 2017	35	Multi Sector	Multi Sector
04	Social Safeguards Workshop	29-30 June 2018	25	Mahaweli Water Security Investment Program	Agriculture and Natural Resources
05	Workshop on Social Equity and Gender Equality Orientation	30 Aug-1 Sep 2015	23	Education Sector Development Project	Education and Health
06	Social and Environment Safeguards Training	8-9 Oct 2015	45	Multi Sector	Multi Sector
07	Training on Gender Action Plan	21-23 June 2016	25	Multi Sector	Multi Sector
08	Gender Orientation Workshop	26-27 July 2016	30	Various Organizations	Other
09	Gender Orientation Workshop	05-07 Feb 2020	46	Multi Sector	Multi Sector
10	Environmental Safeguards Workshop	29-30 Nov 2016	30	Multi Sector	Multi Sector
11	Training on Site-Specific Environmental Safeguards Monitoring System	2-3 Nov 2018	27	iRoad staff of Sabaragamuwa Province	Transport
12	Training on Site-Specific Environmental Safeguards Monitoring System	8-9 Nov 2018	26	iRoad staff of North Central and North Western Province	Transport
13	Training on Site-Specific Environmental Safeguards Monitoring System	26-27 Nov 2018	29	iRoad staff of Central Province	Transport
14	Training on Site-Specific Environmental Safeguards Monitoring System	24-25 June 2019	35	iRoad Project Staff	Transport
15	Training on Site-Specific Environmental Safeguards Monitoring System	1-2 July 2019	11	Local Government Enhancement Sector Project (LGESP) Staff	Urban Water and Sanitation
16	Training on Site-Specific Environmental Safeguards Monitoring System	5-6 Sep 2019	18	LGESP Staff	Urban Water and Sanitation
17	Training on Site-Specific Environmental Safeguards Monitoring System	19 & 26 Sep 2019	16	Grater Water and Wastewater Management Improvement Project	Urban Water and Sanitation

Sn	Training Topic	Date/s	No of Participants	Sector/ Project	Sector
Procurement, Consultancy Services and Contract Management					
18	Workshop on Bid Evaluation	04-Sep-15	21	Greater Colombo Water and Wastewater Management Project	Urban Water and Sanitation
19	Procurement Roundtable Meeting	28-Sep-16	25	Multi Sector	Multi Sector
20	Workshop on Bid Evaluation	25 and 28 Sep 2018	30	Sri Lanka Railways	Transport
21	Workshop on Bid Evaluation	14-16 Oct 2018	22	Moragolla Hydro Power Project	Energy
22	Workshop on Bid Evaluation	3-5 Dec 2018	35	Mahaweli Water Security Investment Program	Agriculture and Natural Resources
23	Workshop on Bid Evaluation	7-8 Feb 2019	20	Moragolla HP Project	Energy
24	Procurement and Consultants Recruitment	15-17 Feb 2017	30	Transport Sector	Transport
25	FIDIC Training	10-12 Oct 2017	35	Multi Sector	Multi Sector
26	Training on Contract Management	11-12 Mar 2020	31	Urban Water and Sanitation	Urban Water and Sanitation
27	Stakeholder Consultation Workshop	08-Oct-15	70	Various Organizations	Multi Sector
General					
28	MfDR Workshop	7-10 Nov 2015	45	DPMM	Multi Sector
29	ADB Operations	11-14 Jan 2016	30	Energy Sector	Energy
30	FM Workshop	2-3 Mar 2017	35	Multi Sector	Multi Sector
31	FM Workshop	3-4 Mar 2020	84	Multi Sector	Multi Sector
32	Global Trends in Education Workshop	24-26 July 2017	30	Education Sector	Education and Health
33	Workshop on Business Process Re-engineering	19-Jan-18	29	External Resources Department	Other
34	Forum on cost overrun on MWSIP	08-Jan-20	50	MWSIP and other stakeholders	Agriculture and Natural Resources
35	Auditing aspects on Land Acquisition	27-28 Feb and 1-2 Mar 2019	40	NAOSL Staff	Other
36	ADB FM Requirements and Negotiation Skills	5-6 Mar 2019	43	NAOSL Staff	Other
37	Negotiation Skills	8-12 April 2019	45	Attorney General Department Staff	Other

LIST OF PROPOSED TRAININGS

Training Program	Proposed Timeline	No of workshops
ADB Procurement Procedures	2021-2026	2
FIDIC training	2021-2026	5
Contract management	2021-2026	4
Safeguards - Environment	2021-2026	3
Safeguards - Social	2021-2026	5
Land acquisition and negotiations skills	2021-2026	2
Gender trainings and GAP analysis	2021-2026	3
Financial Management	2021-2026	3
Others ^a		8
Total		35

^a Others include workshops related to knowledge products, project specific discussions and programs which cannot be categorized in the above programs.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Amount
A. Asian Development Bank^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	345.00
ii. National consultants	750.00
b. International and local travel	20.00
2. Equipment ^b	5.00
3. Printing and publications ^c	20.00
4. Surveys	50.00
5. Training, seminars, and conferences ^d	
a. Travel cost of ADB staff acting as a resource person ^e	10.00
b. Venue rental and related facilities	225.00
6. Contingencies	75.00
Total	1,500.000

Note: The technical assistance (TA) is estimated to cost \$1,580,000.00 of which contributions from the Asian Development Bank are presented in the table. The government will provide counterpart support in the form of office supplies, and other in-kind contributions. The value of the government contribution is estimated to account for 5% of the total TA cost.

^a Financed by the Asian Development Bank's Technical Assistance Special Fund (TASF-Other sources).

^b Equipment consists of software and licenses.

^c This will also include external printed publication requirements to facilitate urgent government requests.

^d Expenditures related to Tripartite Portfolio Review Meetings will be charged under this cost category.

^e ADB (BPMSD and SPD). 2013. Use of Bank Resources: Regional Technical Assistance and Technical Assistance vs. Internal Administrative Expenses Budget. Memorandum. 26 June (internal).

Source: Asian Development Bank estimates.

PROJECTS UNDER TECHNICAL ASSISTANCE FACILITY

Indicative Consultants' Input Allocation^a (person-month)

Item	Total	Urban Development & Water Sector Projects	Transport Sector Projects	Education & Health Sector Projects	Finance and Public Sector Management, Energy & ANR Projects	Portfolio monitoring and evaluation strengthened
		low risk	low risk	complex	complex	low risk
International						
Contract Management Specialist (FIDIC)	2	0.5	0.5	0.5	0.5	0
Legal Specialist	8	2	2	2	2	0
Technical Experts	16	4	4	4	4	0
Total -International	26	6.5	6.5	6.5	6.5	0
National						
Training Coordinator	32	8	8	8	8	0
Project Implementation Expert (Technical/Engineer)	24	6	6	6	6	0
Contract Management Specialist	16	4	4	4	4	0
Procurement Specialist	16	4	4	4	4	0
FM specialist	12	3	3	3	3	0
Gender consultant	12	3	3	3	3	0
Environment Specialist	24	6	6	6	6	0
Social Safeguard Specialist	24	6	6	6	6	0
Economic and Financial Analysis Specialist	12	0	0	0	0	12
Project Management Specialist	16	4	4	4	4	0
Monitoring and Impact Evaluation Experts	30	0	0	0	0	30
Communication Specialist	10	2	2	2	2	2
Climate change expert	5	1	1	1	1	1
Total - National	233	47	47	47	47	45
Total	259	53.5	53.5	53.5	53.5	45

^a Pipeline projects are Secondary Education Sector Improvement Program, Power System Reliability Strengthening Project, Additional Financing for Health System Enhancement Project, Second Skills Enhancement Program, Water Supply Improvement Project, Tertiary Education Development Project, Health Sector Development Project and key projects supported under the TA are given in Appendix 5. All ongoing projects and pipeline projects are categorized as low risk except for the proposed Secondary Education Sector Improvement Program and Power System Reliability Strengthening Project.

Source: Asian Development Bank estimates.

LIST OF LINKED DOCUMENTS

<http://www.adb.org/Documents/LinkedDocs/?id=48374-002-TARreport>

1. [Terms of Reference for Consultants](#)
2. [Procurement Plan](#)
3. L3171,3221, 3325 &3610: [Report and Recommendations of the President for Integrated Road Investment Program](#) - Tranche 1,2,3 and 4
4. L3579,80 & 3851: [Second Integrated Road Investment Program](#) - Tranche 1 and 2
5. L3431: [Local Government Enhancement Sector Project](#)
6. L3146,47 & L3483,3484: [Green Power Development and Energy Efficiency Improvement Investment Program](#) – Tranche 1 and 2
7. L3267,68 & 3625,26: [Mahaweli Water Security Investment Program](#) – Tranche 1 and 2
8. [L3716: SASEC Port Access Elevated Highway Project](#)
9. [52203-001: Proposed Secondary Education Sector Improvement Program](#)