

Project Number: 54157-001 Knowledge and Support Technical Assistance (KSTA) October 2021

Republic of Tajikistan: Capacity Building Support to the Ministry of Transport for Better Planning and Implementation

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 15 October 2021)

Currency unit	_	somoni (TJS)
TJS1.00	=	\$0.08860
\$1.00	=	TJS11.28

ABBREVIATIONS

ADB	_	Asian Development Bank
CAREC	_	Central Asia Regional Economic Cooperation
JFPR	_	Japan Fund for Poverty Reduction
MOT	_	Ministry of Transport
ТА	_	technical assistance
MOT		Ministry of Transport

NOTE

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

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KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE

		LEDGE AND SUPPORT TECHN				
1.					Project Number:	54157-001
	Project Name	Capacity Building Support to the Ministry of Transport for Better Planning and Implementation		nt/Division	CWRD/CWTC	
	Nature of Activity Modality	Capacity Development, Policy Advice Regular	Executing	Agency	Ministry of Transpor	t
	Country	Tajikistan				
2.	Sector	Subsector(s)			ADB Financing	(\$ million)
1	Transport	Air transport				0.10
		Multimodal logistics				0.10
		Rail transport (non-urban)				0.10
		Road transport (non-urban) Transport policies and institutional deve	alanmant			0.10 0.10
		Transport policies and institutional devi	elopment		Total	0.10
						0.50
-	Operational Priorities			hange Informa		0.000
1	Accelerating progress			ictions (tons per		0.000
1		g governance and institutional capacity Climate Change impact on the Project L		Low		
1	Fostering regional coo	ional cooperation and integration ADB Financing				
			Adaptation (\$ million)			0.00
			Mitigation	. ,		0.00
			Jungalion	φ		0.00
			Cofinanci	חמ		
			Adaptation	-		0.00
			Mitigation			0.00
	Sustainable Developm	nent Goals	•	uity and Mains	streaming	0.00
	SDG 1.5			der elements (S		1
	SDG 9.1		como gom)	•
			Poverty Ta	argeting		
				1		
4.	Risk Categorization	Low				
5.	Safeguard Categoriza	tion Safeguard Policy Statement does	s not apply			
6.	Financing					
	Modality and Sources	3		A	mount (\$ million)	
	ADB					0.50
	Knowledge and Sup Special Fund	port technical assistance: Technical Ass	istance			0.50
	Cofinancing					0.80
		erty Reduction (Full ADB Administration)				0.80
	Counterpart					0.00
	None					0.00
	Total					1.30
	Currency of ADB Fina	ncing: US Dollar				

I. INTRODUCTION

1. The knowledge and support technical assistance (TA) will provide advisory support to the Republic of Tajikistan for updating the current transport sector development program (National Target Development Program for the Transport Sector of the Republic of Tajikistan up to 2025)¹ and for formulating a transport sector capacity development program. The updated sector development program will set the direction for the country's transport sector during 2026–2040, while the newly formulated capacity development program will enable the government to manage sector planning in a self-sustainable manner.² The TA is included in the country operations business plan, 2021–2023 of the Asian Development Bank (ADB) for Tajikistan.³

II. ISSUES

2. ADB has provided assistance to Tajikistan's transport sector since the late 1990s, largely for the road subsector, in accordance with the current sector development program (footnote 1). This combined physical investments and TA support. The physical investments helped improve major international and national roads, while TA activities supported sector planning, road safety, and asset management and maintenance. The outputs were achieved almost as originally designed, but it remains a challenge to institutionalize them in a sustainable manner.⁴

3. In 2007–2008, ADB provided TA to the government to draft a master plan on which the current sector development program is based (footnote 1). That TA yielded various lessons, such as the need for fostering the leadership of the Ministry of Transport (MOT) in implementing the program and for improving the sector's planning and monitoring function to ensure the proper implementation of the program.⁵ These lessons were also confirmed by ADB's recent transport sector assessment of Tajikistan.⁶

4. **Limited coordination on investments.** The MOT is the primary body responsible for planning the country's transport sector and the road subsector. However, other subsector agencies—Tajikistan Railway for rail transport, Civil Aviation Agency for air transport, and Customs Services for cross-border and logistics facilitation—have their own planning functions, and their plans are not well aligned with the MOT's overall plan. This fragmentation hampers potential synergies and rather generates competition between the subsectors.

5. The fragmentation in planning also manifests itself in geographically unbalanced development. Investments have been concentrated along the country's arterial corridors, which traverse it from north to south and mainly through roads. Other regions and subsectors received far less investment and remained underdeveloped. This unbalanced development is considered one of the main causes of the widening economic disparities in the country.⁷

¹ Government of Tajikistan. 2011. National Target Development Program for the Transport Sector of the Republic of Tajikistan up to 2025. Dushanbe. The program was based on the outputs of ADB. 2007. Technical Assistance to the Republic of Tajikistan for the Transport Sector Master Plan. Manila (TA 4926-TAJ).

² The TA first appeared in the business opportunities section of ADB's website on 19 August 2021.

³ ADB. 2020. <u>Country Operations Business Plan: Tajikistan, 2021–2023</u>. Manila.

⁴ ADB. 2020. <u>Tajikistan: Validation of the Country Partnership Strategy Final Review, 2016–2020</u>. Manila.

⁵ ADB. 2008. <u>Completion Report: Transport Sector Master Plan</u>. Manila.

⁶ The assessment was carried out under ongoing TA: ADB. 2018. Technical Assistance to the Republic of <u>Tajikistan</u> for Preparing the Central Asia Regional Economic Cooperation Corridors 2, 3, and 5 (Obigarm–Nurobod) Road <u>Project</u>. Manila. The report is expected to be published in October 2021.

⁷ Global Data Lab. <u>GDL Area Profiles</u> (accessed 21 September 2021).

6. **Inadequate asset management systems**. The transport sector has received assistance of about \$2.6 billion from development partners since the late 1990s, which contributed to the substantial development of physical transport assets. Sustaining the quality of the assets created is a growing challenge. The country's severe climatic conditions are found to contribute to the deterioration of transport assets, since the roads and associated structures, as designed, are not necessarily tolerant of such severity. Related to this, a recent study explains the possibility that climate change in the country could transform the patterns of disasters and increase their likelihood, creating an even higher risk of road network deterioration and the resulting adverse impacts on traffic, people's livelihoods and mobility, and regional economic platforms.⁸ This implies an immediate need to establish a robust asset management system by integrating climate-resilient features. The government recognizes these challenges and currently works on the development of the road asset management system in coordination with development partners.⁹

7. **Insufficient institutional resources**. Despite the changes that the transport sector has faced, no commensurate levels of change took place in the sector's institutional and operational arrangements since Tajikistan's independence in 1991. These gaps cause operational inefficiencies and make it difficult to sustain the quality of the assets developed, and this can only be rectified by revisiting the institutional setup and strengthening the capacity in a way that is responsive to the country's actual needs for the sector.

8. **Changes in relationships with neighboring countries**. Central Asia has gone through major geopolitical changes since the dissolution of the Soviet Union. Tajikistan's trade patterns as well as people's individual travel behaviors have been affected by events such as (i) the recently improved diplomatic ties with Uzbekistan, and (ii) ongoing instability in Afghanistan.¹⁰ These developments highlight the need to redefine the functions of the country's existing transport network.

9. **Need for coordinated planning**. The country's National Development Strategy names the transport sector as a key contributor to economic development and poverty reduction.¹¹ However, the issues discussed in paras. 4–7 undermine the transport sector. For the sector to perform as expected, it needs to be further developed in a way that reflects the development needs of the country as well as new travel and trade patterns under the broader regional context (para. 8). Tajikistan is a member country of the Central Asia Regional Economic Cooperation (CAREC)¹² program. It is thus important to align the updated transport sector program with the CAREC Transport Strategy 2030,¹³ to ensure regional connectivity with neighboring countries and advance trade and economic integration.

⁸ World Bank. 2021. <u>Assessment of Economic Impacts from Disasters Along Key Corridors</u>. Washington, DC.

⁹ The government, on 31 December 2020, adopted by governmental decree the Road Asset Management System Action Program as one initiative responding to the immediate need for sustaining the existing road infrastructure assets. On the same date, the MOT established the Road and Transport Digitalization Unit, which is responsible for implementing the action program.

¹⁰ The former eases the movement of people and goods between the two countries, while the latter requires circuitous trade routes to seaports.

¹¹ Government of Tajikistan. 2016. <u>National Development Strategy of the Republic of Tajikistan for the Period up to</u> <u>2030.</u> Dushanbe.

¹² The CAREC member countries are Afghanistan, Azerbaijan, Georgia, Kazakhstan, Kyrgyz Republic, Mongolia, Pakistan, People's Republic of China, Tajikistan, Turkmenistan, and Uzbekistan.

¹³ ADB. 2020. <u>CAREC Transport Strategy 2030</u>. Manila.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

10. The TA is aligned with the following impact: economic growth promoted (footnote 11). The TA will have the following outcome: transport planning capacity of the government strengthened. The indicators are: the government adopts the national transport sector program and the transport sector capacity development program by 2025, expected to be delivered under outputs 1 and 2.¹⁴

B. Outputs, Methods, and Activities

11. Output 1: National transport sector program developed. The TA team will help update the current transport sector program, which extends to 2025 (footnote 1), and prepare an accompanying rolling investment plan. The updated program will illustrate the sector's overall development direction for 2026–2040, together with strategies for each subsector,¹⁵ to ensure harmonization. Transport demand analysis will be carried out at country level, based on the person-trip survey across the country to be conducted under the TA. This analysis will consider the specific needs of women, vulnerable groups, and populations in isolated rural areas, since they tend to find it difficult to access services that meet their basic needs. Analysis is proposed at the scale of Central Asia to define regional transport prospects in consultation with the latest studies under the CAREC program and other ongoing regional initiatives and studies. This analysis will apply post-pandemic scenarios, since the coronavirus disease has changed people's travel and economic behaviors, as well as the pattern of movements of goods. During the implementation, the TA team will examine the progress of the current sector program, its challenges, and the lessons gained, to be reflected in the updated program. The rolling investment plan is a timebound sector-wide tool to prioritize investments based on the analysis. The plan will be a living document and will be updated periodically by the government following the guidelines to be produced under output 2.

12. Output 2: Transport sector capacity development program developed. The TA team will produce two institutional guiding documents to ensure that the capacity of institutions is strengthened sufficiently to deliver the updated national transport sector program. The first is the transport sector capacity development strategy, which will illustrate the direction of the capacity building effort and ensure that the sector's staff become capable to implement the updated national transport sector program. The strategy is expected to cover all staff working in transport. including its subsectors, both at the central or regional levels. Second, transport sector planning guidelines will be developed as a reference for the MOT and the other agencies involved in updating the rolling investment plan and conducting subsequent updates to the national transport sector program. Some of the staff will be trained and accredited as trainers on transport planning for the next generation of staff. Those staff will be selected based on their qualifications and experience. In addition, an internship program is planned for university and graduate students to give them the opportunity to learn transport planning in practice with the MOT staff. The program will include female students. The trainers' accreditation and the training and internship programs will be designed with the MOT in accordance with its existing guidelines. At completion, it is planned to produce a publication that reflects the TA activities and the lessons derived from them, and serves to share the transport planning experience with other developing countries and relevant institutions.

¹⁴ The design and monitoring framework is in Appendix 1.

¹⁵ The subsectors covered are roads, railways, civil aviation, and cross-border and logistics facilities.

C. Cost and Financing

13. The TA is estimated to cost \$1,368,000, of which (i) \$500,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF 7), and (ii) \$800,000 will be financed on a grant basis by the Japan Fund for Poverty Reduction (JFPR)¹⁶ and administered by ADB. The key expenditure items are listed in Appendix 2.¹⁷ The government will provide counterpart support in the form of counterpart staff, office accommodation, office supplies, logistics and administrative assistance, training and workshop facilities, and other in-kind contributions.

14. Based on the JFPR's Policy Guidelines for Technical Assistance Grant (2020), eligible expenditures include (i) consulting services; (ii) non-consulting costs for local training and workshops, minimal equipment such as computers,¹⁸ and operating costs essential to carry out the TA, including vehicle rental, if justified; and (iii) knowledge partnerships. Non-consulting costs shall be kept to a minimum. The following are ineligible expenditures: (i) purchase of vehicles, (ii) salaries for civil servants, (iii) foreign travel, (iv) scholarships or long internships, (v) detailed engineering design, (vi) civil works and other related expenses, and (vii) those ruled out under ADB's Prohibited Investment Activities List.¹⁹

D. Implementation Arrangements

15. ADB, through the Transport and Communications Division of its Central and West Asia Department, will administer the disbursement of TA funds. The division will select, supervise, and evaluate consultants; organize workshops and seminars; and assist the MOT in quality assurance and coordination of all TA inputs and outputs. The MOT, as the executing agency, will coordinate the TA implementation and will be accountable for the outputs, and the Economic Analysis and Forecasting Department of the MOT will be responsible for implementing the TA.

16. A steering committee will be established as an oversight body for the TA, under the MOT's chair. The committee will comprise senior representatives from line ministries such as the Ministry of Economic Development and Trade and the Ministry of Finance, the transport subsector agencies, and the governments of the four oblasts. ADB and other development partners will participate as observers. The main tasks of the steering committee will be to (i) oversee the development of the outputs, (ii) provide overall guidance to the consultant team, (iii) make key decisions for the smooth implementation of the TA, and (iv) approve the outputs once completed.

17. The implementation arrangements are summarized in the table.

¹⁶ The Government of Japan approved on 15 September 2021 to finance the TA from the JFPR. Funding from the JFPR was increased to \$800,000, from the \$500,000 originally proposed in the concept paper.

¹⁷ The JFPR is expected to finance (i) the national transport sector program for 2026–2040, including the rolling investment plan, under output 1; and (ii) the transport sector planning guidelines and transport sector capacity development strategy under output 2. The TASF is expected to finance the other activities under output 2 (trainers' accreditation and internship programs).

¹⁸ ADB's pre-approval for procuring a package that includes travel modeling software, computers, and printers will be required.

¹⁹ ADB. 2009. *Safeguard Policy Statement*. Manila.

	implementation Arr	angements		
Aspects	Arrangements			
Indicative implementation period	November 2021–November 2024			
Executing agency	MOT			
Implementing agency	Economic Analysis and Forecasting Department, MOT			
Consultants	To be selected and engaged by ADB			
	Firm (international): quality- and cost- based selection (90:10)	Transport planning 35 person-months international 45 person-months national	\$1,190,000	
	Individual: individual selection	International experts (45 person-days) National experts (45 person-days)	\$47,250	
Procurement	To be undertaken by consultant firm			
	Request for quotations ^a	One contract	\$40,000	
Disbursement	Disbursement of TA resources will follow ADB's <i>Technical Assistance</i> <i>Disbursement Handbook</i> (2020, as amended from time to time) and JFPR's 2020 Policy Guidelines for Technical Assistance Grant.			
Asset turnover or disposal	Equipment purchased under the TA will be handed over to the MOT			
arrangement upon TA completion	after TA completion.			

ADB = Asian Development Bank, JFPR = Japan Fund for Poverty Reduction, MOT = Ministry of Transport, TA = technical assistance.

^a The package includes travel demand modeling software, computers, and printers.

Source: Asian Development Bank.

18. **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.²⁰ It will recruit an international firm for 35 person-months of international expert input and 45 person-months of national expert input, and an indicative total of 90 person-days of international and national individual consultants through output-based contracts, where appropriate.

19. **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).

20. **Cofinancier requirements.** The TA's monitoring and reporting requirements and any changes in implementation arrangements will follow the JFPR's guidelines and relevant project administration instructions.

IV. THE PRESIDENT'S DECISION

21. The President, acting under the authority delegated by the Board, has approved (i) the Asian Development Bank (ADB) administering a portion of technical assistance not exceeding the equivalent of \$800,000 to be financed on a grant basis by the Japan Fund for Poverty Reduction, and (ii) ADB providing the balance not exceeding the equivalent of \$500,000 on a grant basis to the Government of Tajikistan for Capacity Building Support to the Ministry of Transport for Better Planning and Implementation, and hereby reports this action to the Board.

Implementation Arrangements

²⁰ Terms of Reference for Consulting Firm (accessible from the list of linked documents in Appendix 3).

Impact the TA is Aligned with Economic growth promoted (Tajikistan National Development Strategy)^a Data Sources and **Risks and Critical Results Chain Performance Indicators Reporting Mechanisms** Assumptions By 2025 Outcome Transport planning a. National transport sector a-b. The government's R: Delay in the capacity of the program adopted by the decree(s) and the MOT's government's government (OP 6.1) government notification(s) approval of the programs due to strengthened b. Transport sector capacity changes in the development program government's adopted by the government priorities (OP 6.1, OP 6.2) A: Smooth approval process of the programs, completed within 2025 By 2024 Outputs 1. National 1a. Consultants' periodic 1a. National transport sector R: Legislative and transport sector program, including rolling progress reports and procedural barriers program developed investment plan, approved by consultation proceedings while updating the the MOT (OP 2.1.4, OP 6.1, national transport OP 6.2, OP 7.1.2) sector program and formulating the transport sector capacity development program 2. Transport sector 2a. Transport sector planning 2a-d. Consultants' guidelines approved by the periodic progress reports capacity R: High staff turnover development MOT (OP 6.1.1) and consultation or movement of program developed proceedings participating and 2b. Transport sector capacity trained staff members development strategy to other agencies or approved by the MOT (OP sectors 6.1.1) 2c. Seven staff from sector-A: Overall direction of related government agencies the TA unchanged (30% of them women) are during implementation accredited as trainers on transport planning (OP 2.2.1, OP 6.1.1, OP 6.2.2) 2d. Twelve students (30% of them women) have increased knowledge of transport sector planning (OP 2.2.1) **Key Activities with Milestones**

DESIGN AND MONITORING FRAMEWORK

1. National transport sector program developed

1.1 Establish the steering committee with the MOT and pertinent government agencies (Q1 2022).

1.2 Recruit and mobilize consultants (Q1 2022).

1.3 Finalize the draft transport sector program for the MOT's approval and further submission to the government (Q3 2024).

2. Transport sector capacity development program developed

- 2.1 Recruit and mobilize consultants (Q1 2022).
- 2.2 Finalize transport sector planning guidelines and the transport sector capacity development strategy for the MOT's approval and further submission to the government (Q3 2024).
- 2.3 Accredit seven staff as trainers on transport planning (Q3 2024).
- 2.4 Complete the internship program (Q3 2024).

TA Management Activities

Assist the government in formulating the steering committee. Recruit the consulting firm to implement the TA.

Inputs

ADB: \$500,000 (TASF 7)

Japan Fund for Poverty Reduction: \$800,000

Note: The government will provide counterpart support in the form of counterpart staff, office accommodation, office supplies, logistics and administrative support, training and workshop facilities, and other in-kind contributions.

A = assumption, ADB = Asian Development Bank, JFPR = Japan Fund for Poverty Reduction, MOT = Ministry of Transport, OP = operational priority, Q = quarter, R = risk, TA = technical assistance, TASF = Technical Assistance Special Fund.

^a Government of Tajikistan. 2016. *National Development Strategy of the Republic of Tajikistan for the Period up to 2030*. Dushanbe.

Contribution to Strategy 2030 Operational Priorities:

The expected values and methodological details for all OP indicators to which this TA will contribute results are detailed in Contribution to Strategy 2030 Operational Priorities (accessible from the list of linked documents in Appendix 3). Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN

(\$'000)

Item					
Α.	Asian Development Bank ^a				
	1. Consultants				
	a. Remuneration and per diem				
	i. National consultants	179.0			
	b. Out-of-pocket expenditures				
	i. International and local travel	244.4			
	ii. Workshops and training ^b	11.0			
	2. Printed external publications ^c	8.0			
	3. Workshops and training ^d	10.0			
	4. Miscellaneous administration and support costs ^e	15.0			
	5. Contingencies	32.6			
	Subtotal (A)	500.0			
В.	B. Japan Fund for Poverty Reduction ^f				
	1. Consultants				
	a. Remuneration and per diem				
	i. International consultants	643.8			
	 b. Out-of-pocket expenditures 				
	i. Goods (rental and/or purchase) ⁹	40.0			
	ii. Surveys	56.8			
	iii. Miscellaneous administration and support costs ^h	16.7			
	2. Contingencies	42.7			
	Subtotal (B)	800.0			
	Total	1,300.0			

Note: The technical assistance (TA) is estimated to cost \$1,368,000, of which contributions from the Asian Development Bank (ADB) and the Japan Fund for Poverty Reduction are presented in the table. The government will provide counterpart support in the form of counterpart staff, office accommodation, office supplies, logistical and administrative assistance, training and workshop facilities, 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 ADB's Technical Assistance Special Fund (TASF 7).
- ^b All workshops and training will be held within Tajikistan.

^c Includes publication-related costs when producing knowledge products, e.g., copyediting, layout and typesetting, proofreading, and any other associated costs, to meet ADB's publication requirements.

- ^d Includes costs incurred for internship programs.
- Includes costs incurred for translation, interpretation, and communications, as well as any administration and support costs necessary for implementing the TA.
- f Administered by ADB.
- ⁹ Includes purchase of travel demand modeling software, printers, and computers. Upon TA completion, these will be turned over to the Ministry of Transport.
- ^h Includes costs incurred for translation, interpretation, editing, and communications as part of the consultancy services during the assignment.

Source: Asian Development Bank estimates.

LIST OF LINKED DOCUMENTS http://www.adb.org/Documents/LinkedDocs/?id=54157-001-TAReport

- 1. Terms of Reference for Consultants
- 2. Contribution to Strategy 2030 Operational Priorities