

GEF/UNDP “Support to Sustainable Transport Management in Dushanbe city” project

Mid-Term Evaluation Report

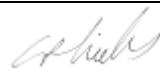


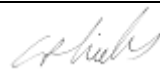


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1	8/2/13	Draft 1
2	22/2/13	Draft 2
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4	19/3/13	Draft 4 Minor changes
5	3/6/13	Final



SUPPORT TO SUSTAINABLE TRANSPORT MANAGEMENT IN DUSHANBE CITY - Mid-Term Evaluation (MTE)

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Acronyms and abbreviations, project details and acknowledgments

ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
APR	Annual Project Report
AWP	Annual Work Plan
BRT	Bus Rapid Transit
CTA	Chief Technical Adviser
EBRD	European Bank for Reconstruction and Development
GEF	Global Environment Facility
GHG	Greenhouse Gas
GIS	Geographical Information System
LFM	Logical Framework Matrix
LPG	Liquid Petroleum Gas
M&E	Monitoring and Evaluation
MoU	Memorandum of Undertaking
MRT	Mass Rapid Transit
MTE	Mid-term Evaluation
NGO	Non-Governmental Organization
PIR	Project Implementation Review
ProjDoc	Project Document
PM	Project Manager
PR	Public Relations
PSC	Project Steering Committee
PT	Public Transport
QPM	Quarterly Progress Monitoring Matrix
RR	Resident Representative
SGP	Small Grants Programme (GEF)
TJS	Tajik Somoni (currency)
ToR	Terms of Reference
TRAC	Target for Resource Assignments from the Core
TRI	Transport Research Institute
TTU	Tajik Technical University
UN	United Nations
UNDP AO	United Nations Development Programme Area Office
UNDP CO	United Nations Development Program Country Office
US\$	United States dollar
WB	The World Bank



PROJECT DETAILS

UNDP/GEF Project Title:	SUPPORT TO SUSTAINABLE TRANSPORT MANAGEMENT IN DUSHANBE CITY
UNDP Project ID No:	PIMS: 3674
Evaluation Time Frame:	January to April 2013
Date of Evaluation Report:	April 2013
Region and Countries included in the Project:	Dushanbe Tajikistan
Implementing Agency	UNDP Tajikistan
Executing Agency:	UNDP Tajikistan
Project Partners:	Dushanbe Municipality
Evaluation Team Member:	Colin Shields

Project Summary Table

Project Title: SUPPORT TO SUSTAINABLE TRANSPORT MANAGEMENT IN DUSHANBE CITY

GEF Project ID:	57057		at endorsement (US\$) (from ProjDoc)	at Mid-Term (US\$)
Atlas ID:	70334			
UNDP Project ID:	PIMS: 3674	GEF financing:	\$970,000.00	2010-\$48,974.59 2011 - \$115,076.12 2012 - \$105,454.77
Country:	Tajikistan	UNDP	\$200,000.00	2010 -\$0,00 2011 - \$41,061.12 2012 - \$75,564.00
Region:	Europe and Central Asia	Government:		
Focal Areas:	Sustainable Transport	Other:		
Operational Program:	Energy and Environment Programme	Total financing:	See Appendix I ProjDoc indicates in kind contributions of \$5,661,127 consisting of: 1) Dushanbe Government - \$4,461.127 2) Concessionaire (private sector) - \$1,200,000.00	The Government contribution is \$3,101,846.000 – consisting of 1) \$3,000,000.00 – spent for purchase of trolleybuses and buses for the Dushanbe city 2) \$52,788.00 – in the form of contribution for introduction of bus lanes along Aini str. 3) \$49,057.00 – in



				<p>the form of contribution for introduction of bus lanes along Somoni str. (according to report #2 on Transport corridors)</p> <p>The private sector contribution (Megafon mobile company) is \$10,600.00 (towards the cycle lane and cycle parking implemented)</p>
Executing Agency:	UNDP		\$1,170,000.00	\$386,130.60 (total 33% of the whole project funds)
Other Partners involved:	Dushanbe Municipality (Khukumat), Department for Environmental Protection under the Government of the Republic of Tajikistan (Khukumat), Ministry of Transport of the Republic of Tajikistan, SUE "Trolleybus", Tajikstandard (the Agency for Standardization, Metrology and Commodity Certification under the Government of the Republic of Tajikistan), and Architecture Department of Dushanbe	ProjDoc Signature (date project began):	13/4/10	
		(Operational) Closing Date:	12/4/14 (total 4 years – from the ProjDoc)	



ACKNOWLEDGEMENTS

Appreciation and thanks are due to the many people who willingly and enthusiastically spared their time to meet with the Evaluator, often at short notice, and share their experiences and observations, all of which helped to inform this evaluation.

The mission was hosted by the UNDP Tajikistan team, who graciously attended to the needs and many requests of the consultant with diligence and efficiency. Special thanks are due to the UNDP project team of Khurshed Kholov, Umeda Khojimatova and Madina Dehoti, who dedicated a huge amount of their time, energy and welcome company to my visit. Additional thanks are due to Sukhrob Khoshmukhamedov (UNDP Assistant Resident Representative/Programme), Nargizakhon Usmanova (UNDP Programme Analyst), Nailya Mustaeva (UNDP Programme Associate) and Marina Olshanskaya (UNDP Regional Technical Advisor) for their support and guidance.

The opinions and recommendations in this report are those of the consultant and do not necessarily reflect the position of GEF or UNDP.

Executive Summary

Brief description of Project

Since early 2000, Tajikistan's capital city, Dushanbe, has been experiencing rapid expansion in the use of private motor vehicles, alongside deterioration in public transport caused by rising personal incomes, growing migrant population, a liberal trade policy and a largely neglected public transport system. This has led to the significant increase in urban air pollution and greenhouse gas emissions. It is estimated that 87 percent of the total air emissions in Dushanbe are associated with mobile sources.

The project aims at reducing local and Greenhouse Gas (GHG) emissions while improving access and quality of public transport services for all residents. The ProjDoc and Inception Report indicate that it is expected that by the end of the project the share of sustainable public transport modes will increase from current 8% to 28% leading to nearly 50% reduction in GHG emissions from city's transport sector.

Context and purpose of the evaluation

Mid-term evaluation is an integral part of the UNDP/GEF project cycle. Its purpose is to identify potential project design issues, assess progress towards the achievement of objectives, identify and document lessons learned, and to recommend specific actions that might improve the project. It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. Thus, the MTE provides an opportunity to assess early signs of project success or failure and prompt necessary adjustments.

Evaluation approach and methods

This MTE was carried out by an international consultant between January and April 2013. It included in-country meeting and interviewing partners and other stakeholders in Dushanbe. Much time was subsequently spent reviewing a large amount of information, report writing and following up on comments received on the draft reports.

The evaluation was undertaken in as participatory a manner as possible in order to build consensus on achievements, short-comings and lessons learnt. Stakeholders were interviewed informally, with the help of interpretation as necessary. Interviews focused on: the strengths and weaknesses of Project implementation and its strategic direction to date; and future opportunities for their strengthening through

adaptive management and other appropriate means. Evidence was cross-checked (triangulation) between as many different sources as possible to confirm its veracity. Initial findings were shared with the UNDP.

In addition to a descriptive assessment of findings ([Chapter 3](#)), project achievements and performance were rated in different ways with respect to either the level of satisfaction achieved or the likelihood of various dimensions of the outcomes being sustainable, as follows:

- The project objective and outcomes were rated according to their respective outputs based on evidence provided by the PM and assessed by the evaluator.
- The status and quality of delivery of the project objective and outcomes were evaluated by means of the targets established in the Revised Logical Framework,
- Project performance was rated using a range of measures to cover key areas, such as monitoring and evaluation, sustainability and impact, as well as project formulation, implementation and results.

Evaluation Results

The Project overall is evaluated as Moderately Satisfactory (**MS**) with respect to the achievement of its overall objective, based on an assessment of project outcomes and outputs, project performance and project performance indicators.

Conclusions

Approximately 33% of the budget has been spent - this clearly indicates that the project is behind programme. It appears that delays in programme were more in the early years of the project ie 2010 and 2011. It is noted that since January 2012 with the appointment of a new PM the project has begun to deliver on projects and gain momentum. The lack of a reliable and effective CTA has hampered the work on the project. It is very clear from the meetings held on the MTE Mission that the UNDP since 2012 is in regular dialogue on an individual basis with the key stakeholders. However, the process of setting up these relationships in the early stages of the project is not considered to have been efficient.

The main beneficiary of the project is the Municipality and on the whole, they are reasonably pleased with the progress on the project.

As detailed in the MTE Inception Report, a number of fundamental issues were raised about the adequacy and appropriateness of the Revised Logical Framework as an evaluation tool. An updated Logical Framework is proposed as part of this MTE.

The project has had a number of achievements which are summarised below:

Some capacity building exercises and dissemination of a wide range of information relating to the project to both stakeholders and the general public has been carried out. This has included:

- With the NGO (21st Century Youth) promotion of the pilot cycle lane and cycling events on, for example, Earth Day – this involved press releases, rallies, marathons and information dissemination region wide eg in Kazakhstan, Kyrgyzstan and on the BBC.
- Organising a study tour to Almaty on an international conference on best parking policies and strategies 28-30 November, 2012 with participation of high level officials (Deputy Mayor of Dushanbe city, Head of Tax committee of Dushanbe city and Head of Traffic Police of Dushanbe city) and dissemination of information to stakeholders specifically relating to parking management.
- Organising a study tour to Guangzhou /Beijing on 8-14 July 2012 (consisting of Chief Architect of Dushanbe city, Deputy Head of State Traffic Police under the Ministry of Interior Affairs of the Republic of Tajikistan, Director of SUE "Trolleybus, Head of Environmental Department within Dushanbe city Municipality) and dissemination of information to stakeholders specifically relating to BRT.
- Transport Modelling presentations given by the Transport Model international consultant and subsequent dissemination of transport modelling information. Following this one of the state universities is considering the possibility to introduce a new course on land-use/transport modelling since participants expressed huge interest in developing a package of training materials, which could be taught to students.
- Training on the GHG emissions model in September 2012.

The project has succeeded in establishment of good coordination and partnership with involved state agencies as well as with local NGOs and academic/scientific institutions and ensured their clear understanding of necessity to reforming the public transport management system.

The Study tours in particular have been shown to focus minds and resulted in a renewed commitment towards project objectives and raise the profile of this project – for example at the request of the Mayor the UNDP project was recently requested to present at a Foreign Aid Project seminar.

The project has established good partnerships with the donor community over the reporting period. Specifically, the project has closely collaborated with ADB HQ team on the possible introduction of a BRT system in Dushanbe city. ADB has been very interested to showcase Dushanbe city as a BRT demonstration model and has considered the possibility of grant allocation to the Government for BRT introduction in the near future. Prior to an ADB mission the PM disseminated to all the key stakeholders available information on BRT to assist with ADB discussions. From the meetings held with stakeholders as part of the MTE Mission it was obvious that this information dissemination was gratefully received by the stakeholders. Within the ADB mission (conducted in early January 2013) it became clear that notwithstanding the fact that the project has laid the information ground for the introduction of a BRT system in Dushanbe (via the successful study tour to China and distribution of BRT training materials to all project stakeholders), further capacity building activities will be needed for broader official circles (including economic sector high level representatives) to raise their awareness on the BRT system. Based on this, ADB has expressed their desire to organise a number of BRT study tours to enhance the project capacity building component during 2013 and 2014.

- The pilot cycle lane implemented on Shotemur Street is to be congratulated in terms of being a landmark for changing the mindset of the Municipality to actually implement such a scheme.
- Another success of the project has been the agreement by the Municipality that all new road construction and rehabilitation works will include the provision of cycle lanes (where space permits).
- Another success of the project has been the agreement by the Municipality that all new road construction and rehabilitation works will include the provision of bus lanes (where space permits). It is essential that the effectiveness of these bus lanes is monitored both before and after implementation via data collection on bus journey times.
- The PM has taken the initiative to interact with emerging projects in Dushanbe through discussions with ADB and disseminating to all the key stakeholders available information on BRT. From the meetings held with stakeholders as part of this Mission it was obvious that this information dissemination was gratefully received by the stakeholders.
- Independently of the project, the Traffic Police as members of the PSC have implemented two dedicated bus lanes, one of which has markings only (Ismoil Somoni Street – 3.5km in length) and

one has markings and signs (Ayni Street – 6km in length). The MoT RT are also currently reconstructing the road on Ismoil Somoni Street up to Choryakoron Street (Western Gate) which it is understood will include dedicated bus lanes.

- The project has been successful in gaining private sector support for the project - for example Magafon provided \$10,600 towards the cycle lane and cycle parking implemented.

Recommendations

As specifically requested by UNDP, a **Road Map** outlining the project key actions to the proposed revised end of project (December 2015) is summarized below:

Action	2013	2014/2015	Responsibility
Appoint New CTA <ul style="list-style-type: none"> • Issue ToR • Review returned applications • Appointment • Ongoing Project Work 	<ul style="list-style-type: none"> • April 2013 • May 2013 • June 2013 • Ongoing to December 2015 	Ongoing to December 2015	PM
Appoint PR consultant <ul style="list-style-type: none"> • Issue ToR • Review returned applications • Appointment • Ongoing Project Work on for example: <ul style="list-style-type: none"> ○ General sustainable transport awareness ○ Bus lanes ○ Cycle lanes ○ Road safety ○ Paid parking ○ Real time bus information ○ Legislation changes 	<ul style="list-style-type: none"> • March 2013 • April 2013 • April 2013 • Ongoing to December 2015 	Ongoing to December 2015	<ul style="list-style-type: none"> • PM • PM • PM • PM/CTA

PSC meetings	April 2013, November 2013	April 2014, November 2014, April 2015, August 2015, November 2015.	PM
Single Dispatcher Controller Centre (SDCC) <ul style="list-style-type: none"> Issue ToR to conduct the Feasibility Study for introduction of a Single Dispatcher Controller Centre (SDCC) Based on Feasibility Study recommendations – sign MoU with involved stakeholders Issue tenders and conclude contracts to equip the SDCC Implementation of dispatcher centre Trial period 2nd trial contract issued 2nd trial commences 	<ul style="list-style-type: none"> March 2013 April 2013 May 2013 July 2013 July 2013 to October 2013 December 2013 		PM PM PM/CTA PM/CTA Contractor/ PM/CTA
Updated Logical Framework <ul style="list-style-type: none"> Finalise Revision Define programme of collection of before baseline data and after scheme implementation data 	<ul style="list-style-type: none"> April 2013 May 2013 to December 2015 	to December 2015	PM PM/CTA
Appoint capacity building consultants <ul style="list-style-type: none"> Issue ToR's for national and international consultants if work cannot be carried out by CTA or through amendments 	<ul style="list-style-type: none"> ongoing June 2013 to December 2015 	<ul style="list-style-type: none"> ongoing to December 2015 	PM/CTA

<ul style="list-style-type: none"> of existing contracts. Review returned applications Appointments Project Work to include: <ul style="list-style-type: none"> Traffic management (with all included elements) Paid parking/ Unified fares collection Cycle network and scheme design standards Public transport scheme design standards Transport and land use Planning and Transport modeling 			
<p>Manage and provide technical support to the proposed legislation working groups</p> <p>Appoint national consultants to support the legislation working groups</p> <p>Initiate Working Groups</p>	<p>July 2013</p> <p>July 2013 to Dec 2015</p>	<p>Ongoing to Dec 2015</p>	<p>Legislation consultant/National consultants/ PM/CTA</p>
<p>Unified Fare Collection and Priced Parking Study</p> <ul style="list-style-type: none"> authorise the additional studies Recommend public transport proposals emerging from Unified Fare Collection and Priced Parking study. Recommend parking proposals 	<ul style="list-style-type: none"> March 2013 (ongoing) June 2013 to December 2015 June 2013 to December 2015 		<p>Fares and Parking Consultant/PM/CTA</p>

emerging from Unified Fare Collection and Priced Parking study.			
Introduction of pilot Bus lanes <ul style="list-style-type: none"> Conclude direct contract with responsible organization within Traffic Police of Dushanbe city, in accordance with Government resolution 	<ul style="list-style-type: none"> May 2013 		PM/Traffic Police/CTA
Simple Land Use Transport Model <ul style="list-style-type: none"> Cancel tender or the further Transport Model data collection/modelling 	<ul style="list-style-type: none"> March 2013 		PM
Update of GHG emission calculations		June 2014	
EBRD/ADB ongoing liaison	Ongoing		PM
PIR's	August 2013	August 2014, August 2015	PM/CTA
APR's		January 2014, January 2015	PM/CTA
Terminal Report		December 2015	PM/CTA
Final External Evaluation		December 2015	/external Evaluator
Project Completion		December 2015	

Lessons learned

Lessons Learnt are summarised below:

- With the project scale and complexity it is clear that the scope of work, allocated budget and timeframe were insufficient - it is recommended that a technical review of proposed project deliverables, budgets and timescales is carried out by UNDP before project commencement. This is also required given the delays that were incurred in the early years of the project – one suggestion is that perhaps UNDP could develop realistic project road maps prior to the commencement of projects.
- It is very apparent that recently (ie since the 2012 Study Tours to Almaty and Guangzhou /Beijing which involved senior officials from the Municipality) that the project has in principle support and ownership from key decision makers at the Municipality. This was lacking in the early years of the project and hence the project struggled to deliver.
- Partnership working relationships with other relevant projects is required as evidenced by the recent agreements to coordinate and exchange information with EBRD on their trolley bus project.
- A project like this must be seen as a whole and in a joined up coordinated way and the different activities should be coordinated with each other.
- A dedicated PM is required on UNDP projects of this scale from the outset.
- UNDP to review procedures for appointments of CTA's at the outset of projects in terms of qualifications and experience of CTA's and also the length of time they are appointed.
- UNDP should ensure that a proper handover when there are changes in PM is carried out.
- Late appointment of support staff is to be avoided.
- As detailed in **section 3** of the MTE, the design of the pilot cycle lane (eg cycle lane width, crossing provision at intersections) is not of a sufficient standard to encourage cyclists to use it and clearly indicates that capacity building is required to ensure safe and suitable provision is made for cyclists.
- The importance of education (and hence the need for a PR consultant) and enforcement (and hence the need for the legislation work) was evident from the site visits since drivers park vehicles on footways and the pilot cycle lane. As such this needs to be made illegal and enforced and as such this needs to also be addressed in the under commission legislation report.



- Education and training for the general public is also needed to promote cycling and this will be a role for the PR consultant.
- From the site visits lessons learnt from the bus lanes implemented by the Traffic Police should be carried through in the UNDP project since these are unusable due to parked cars and minibuses stopped in them and as such no buses were observed using the bus lanes. It is quite clear that parking restrictions (to be included in the under commission legislation report) and enforcement of the bus lanes (via ideally cameras and linked to the Safe City project) is required. It is also quite clear that capacity building for the municipality in terms of good practice design for bus lanes is required. Also education and publicity for the general public is required for the bus lanes.
- The need for and recognition by all the stakeholders for capacity building is a key lesson learnt. This has also been evidenced by the ADB January 2013 mission which also highlighted the need for Capacity building.

1.0 Introduction

1.1 Project Background

The purpose of the mid-term review is to provide information about the status of the “Support to Sustainable Transport Management in Dushanbe City” project implementation in order to ensure accountability for the expenditures to date and the delivery of outputs and to make recommendations for improvements to the project, so that UNDP can make midcourse corrections to the project, as appropriate.

This review has been undertaken taking into consideration the GEF Monitoring and Evaluation Policy, (<http://www.thegef.org/gef/node/4184>) and the UNDP/GEF Monitoring and Evaluation Policy (http://www.undp.org/evaluation/documents/gef/UNDP-GEF-Evaluation_Guidance_2011.doc).

This Mid-Term Review is initiated by the UNDP Country Office in Tajikistan and Bratislava Regional Centre as the GEF Implementing Agency for this project and it aims at providing managers (at the level of regulatory bodies of Dushanbe City Municipality (Khukumat), UNDP and the GEF Secretariat) with a comprehensive overall assessment of the project and with a strategy policy options for more effectively and efficiently achieving the project’s outputs and outcomes. It also provides the basis for learning and accountability for managers and stakeholders.

Since early 2000, Tajikistan’s capital city, Dushanbe, has been experiencing rapid expansion in the use of private motor vehicles, alongside deterioration in public transport caused by rising personal incomes, growing migrant population, a liberal trade policy and a largely neglected public transport system. This has led to the significant increase in urban air pollution and greenhouse gas emissions. It is estimated that 87 percent of the total air emissions in Dushanbe are associated with mobile sources.

The project aims at reducing local and Greenhouse Gas (GHG) emissions while improving access and quality of public transport services for all residents. The ProjDoc and Inception Report indicate that it is expected that by the end of the project the share of sustainable public transport modes will increase from current 8% to 28% leading to nearly 50% reduction in GHG emissions from city’s transport sector.

The main modes of transport include trolley buses (powered by hydro-electricity), buses (diesel), Marshrutka /minibuses (petrol or natural gas), taxis (petrol or natural gas or LPG) and cars (petrol or diesel or natural gas or LPG).

1.2 Purpose of the evaluation

The GEF Monitoring and Evaluation Policy has two overarching objectives at the project level, namely: to promote accountability for the achievement of GEF objectives through the assessment of results, effectiveness, processes and performance of the partners involved in GEF activities; and to improve performance by the promotion of learning, feedback and knowledge sharing on results and lessons learned among the GEF and its partners, as a basis for decision-making on policies, strategies, programme management, projects and programmes.

Mid-term evaluation is an integral part of the UNDP/GEF project cycle. Its purpose is to identify potential project design issues, assess progress towards the achievement of objectives, identify and document lessons learned, and to recommend specific actions that might improve the project. It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. Thus, the MTE provides an opportunity to assess early signs of project success or failure and prompt necessary adjustments. To this end, the MTE is intended to:

- Strengthen the adaptive management and monitoring functions of the project.
- Enhance the likelihood of achievement of the project and GEF objectives through analyzing project strengths and weaknesses and suggesting measures for improvement.
- Enhance organizational and development learning.
- Enable informed decision-making.
- Create the basis of replication of successful project outcomes achieved so far.

Particular emphasis should be put on the current project results and the possibility of achieving all the objectives in the given timeframe, taking into consideration the speed, at which the project is proceeding. Further details can be found in the Terms of Reference.

The mid-term review and revision is intended to identify potential project design issues, assess progress towards the achievement of objectives, identify and document lessons learned (including lessons that might improve design and implementation of other UNDP/GEF projects), and to make recommendations regarding specific actions that might be taken to improve the project. It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. The mid-term review and revision provides the opportunity to assess early signs of project success or failure and prompt necessary adjustments.

The mid-term review and revision should be informative in nature seeking to take stock of what has been achieved by the project to date, and to improve implementation of the project during the remaining phase of implementation. It should provide the stakeholders with knowledge, identification of best practices and lessons learned that could be transferred to other projects. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Project Board, partner institutions and the donor.

1.3 Methodology of the evaluation and key issues addressed

This Mid-Term Evaluation follows the GEF monitoring and evaluation policy and, as appropriate, the *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects* (UNDP Evaluation Office, 2012).

The evaluation process is independent of GEF and UNDP and Project partners. Opinions and recommendations in this MTE are those of the Evaluator, comprising of an international consultant. These do not necessarily reflect the position of GEF, UNDP or any other Project stakeholders. Once accepted, the MTE becomes a recognised, publicly accessible component of the Project's documentation.

The MTE has been undertaken in line with GEF principles concerning independence, credibility, utility, impartiality, transparency, disclosure, ethical, participation, competencies and capacities.

Mid-term evaluation is an evidence-based assessment of the Project concept and design, its implementation and its outputs, outcomes and impacts as documented in the Annual Progress Reviews (APRs), Project Implementation Reports (PIRs) and Logical Framework, which provides indicators and targets for measuring success in implementation.

The MTE was carried out by Colin Shields between January and March 2013. The field mission comprised meeting and interviewing partners and other stakeholders in Dushanbe. A Mission Programme and an Inception Report (attached as **Appendix B**) was issued to UNDP at the outset of the Mission. The Inception Report was used as a discussion document throughout the Mission and provided details of the proposed mission, detailed the documents reviewed, presented initial findings and areas for discussion with the Project Team and stakeholders and outlined the proposed format for the Final Report. The Mission programme outlined the agenda of the mission.

It was agreed with UNDP that the Mid Term Evaluation report would primarily concentrate on the actions required to take the project forward rather than simply a detailed rating exercise and review of compliance with GEF/UNDP monitoring and evaluation procedures.

The approach was based on the ToR, including:

- Desk review of project documents and relevant related literature ([Appendix C](#)).
- Interviews with major stakeholders, including project implementing partners, government agencies and administrations.

The evaluation was undertaken in as participatory a manner as possible in order to build consensus on achievements, short-comings and lessons learnt. Stakeholders were interviewed informally, with the help of interpretation as necessary. Interviews focused on: strengths and weaknesses of project implementation and its strategic direction to date; and future opportunities for their strengthening through adaptive management and other means. Evidence was cross-checked (triangulation) between as many different sources as possible to confirm its veracity.

Opportunities were taken to acknowledge, challenge and encourage Project partners in an open, objective manner on the basis of preliminary findings from Project reports and interviews, before committing these to paper. Initial findings were shared at a meeting with Sukhrob Khoshmukhamedov (UNDP Assistant Resident Representative/Programme), Nargizakhon Usmanova (UNDP Programme Analyst) and Nailya Mustaeva (UNDP Programme Associate) on 18/1/13 and in subsequent follow up telephone discussions.

In addition to a descriptive assessment, project achievements (outputs and outcomes), sustainability of outcomes, monitoring and evaluation system (design and application), were rated with respect to either the level of satisfaction achieved or the likelihood of various dimensions of the outcomes being sustainable at Project termination. Also, three criteria (relevance, effectiveness and efficiency) were used, as appropriate, to evaluate the levels of achievement attained with respect to the Project objective and outcomes in accordance with GEF requirements. The scoring was carried out in accordance with the GEF and UNDP scoring tables given in Tables 1.1 to 1.5 of the ToR. UNDP requested that the details of the ratings was provided in an Appendix to the MTE report.

1.4 Structure of the evaluation report

The structure of this MTE report is based on that provided in ToR, while taking into account UNDP's latest, 2012 guidance on evaluations of GEF-Financed Projects. This first introductory chapter describes the



purpose of evaluation and methods used. [Chapter 2](#) describes the Project and its objectives, Findings from the MTE are presented in [Chapter 3](#), focusing in turn on the formulation, implementation and results (outputs, outcomes and impacts) of the Project. Aspects of each of these three components of the project cycle were assessed using the rating systems. Conclusions are drawn in [Chapter 4](#), highlighting the strengths, weaknesses and outcomes of the Project. Lessons learned from the experience are identified, along with practical, feasible recommendations that build on the Project's interventions.

2.0 Project and its Development Context

2.1 Project Start and Duration and implementation status

Implementation of this UNDP/GEF project officially commenced on 13/4/10, when the Project Document (ProjDoc) was signed. Page 4 of the Inception Report indicates that the project duration is 4 years (ie it infers a project completion date of 12/4/14).

Page 20 of the Inception Report outlines the schedule of project reviews and reporting and evaluation with the final evaluation action in August 2015. The overall budget contained in the ProjDoc and Inception Report (p37-40) covers the budget for the period upto project completion in April 2014 but not a budget for the project reviews and reporting and evaluation work required between April 2014 and June 2015. Pages 15 and 16 of the Inception Report provide a budget for this work but it is not clear exactly where this budget is coming from.

Recommendation

UNDP to adjust the project start and completion dates according to procedures, ie 4 years starting from the moment when the Project Document was signed (from 13/4/10 to 12/4/14).

The Inception Report indicated that the midterm review was due in July 2012 – this has obviously now occurred later than programmed.

As detailed in **section 3** below, approximately 33% of the budget has been spent - this clearly indicates that the project is behind programme. It appears that delays in programme were more in the early years of the project ie 2010 and 2011. The Project Document was approved by GEF in April 2009 (http://www.thegef.org/gef/project_detail?projID=3027) but not signed until 13/4/10. From the project being signed and the inception workshop, there appeared to be an 8 month gap and there appears to be a 6 month gap between the inception workshop and the inception report. The Logical Framework was originally developed in 2009. The inception workshop was not held until July 2010 and the Inception Report was not issued until February 2011. It is understood much of the delays were due to obtaining approvals from the Municipality. As such the project has essentially lost circa 10 months. These delays have severely impacted

on the ability of the project to deliver. However, it is noted that since January 2012, with the appointment of a new PM, the project has begun to deliver on projects and gain momentum.

Lesson Learnt

- **With the project scale and complexity it is clear that the scope of work, allocated budget and timeframe were insufficient - it is recommended that a technical review of proposed project deliverables, budgets and timescales is carried out by UNDP before project commencement. This is also required given the delays that were incurred in the early years of the project – one suggestion is that perhaps UNDP could develop realistic project road maps prior to the commencement of projects.**

Recommendation

- **UNDP to extend the project duration by 20 months (ie new completion date is December 2015) and revise the budget to reflect this.**
- **UNDP to revise budget allocations to provide funding for monitoring and final evaluation before project completion date. This is proposed as part of the MTE.**

Based on the schedule for project reviews, reporting and evaluation given in the Inception Report, the following work programme is now proposed:

1	Inception Report	September 2010 - Actually issued February 2011.
2	1 st Project Steering Committee (PSC)	December 2010
3	1 st Annual Project Implementation Review (PIR)	August 2011
4	2 nd PSC	May 2011
5	First Annual Project Report (APR)	January 2011
6	3 rd PSC	December 2011 - – actually held May 2012

7	Mid-term external evaluation	July 2012 Actually held January to March 2013
8	2 nd PIR	August 2012
9	4 th PSC	December 2012 - Now Planned April 2013 to discuss the MTE findings
10	Second APR	January 2013
11.	5 th PSC	May 2013 Now planned November 2013
12.	3 rd PIR	August 2013
13.	6 th PSC	December 2013 - Now planned April 2014
14.	Third APR	January 2014
15.	7 th PSC	May 2014 - Now planned November 2014
16.	4 th PIR	August 2014
17.	8 th PSC	December 2014 - Now planned April 2015
18.	Fourth APR (final)	January 2015 (unchanged from Inception Report)
19.	5 th PIR (final)	August 2015
20.	9 th PSC (final)	November 2015
21.	Terminal Report	May 2015 – now planned December 2015
23.	Final External Evaluation	June 2015 – now planned December 2015
23.	Project Completion	June 2015 – now planned December 2015

2.2 Problems that the project seeks to address

Since early 2000, Tajikistan's capital city, Dushanbe, has been experiencing rapid expansion in the use of private motor vehicles, alongside deterioration in public transport caused by rising personal incomes, growing migrant population, a liberal trade policy and a largely neglected public transport system. This has led to the significant increase in urban air pollution and greenhouse gas emissions. It is estimated that 87 percent of the total air emissions in Dushanbe are associated with mobile sources. The project aims at reducing local and Greenhouse Gas (GHG) emissions while improving access and quality of public transport services for all residents.

2.3 Immediate and development objectives

The overall objective of the project is to reduce local and greenhouse gas emissions associated with the transport system in Dushanbe, while improving access for all residents. In close collaboration with the Khukumat of Dushanbe, the integrated policy framework includes several strategies serving to meet project objectives which will be developed through enhancing vehicle efficiency standards and setting appropriate fuel quality standards, improving the service quality of public transport, increasing opportunities for non-motorized modes such as walking and cycling, developing integrated land-use/transport plans to reduce demand for travel and enhancing institutional frameworks to embrace sustainable transport.

The outcomes of the project will be achieved through the implementation of the following five main activity groups and the subsequent delivery of expected results as defined in the Project Document:

1.	Lower emissions from vehicles in Dushanbe, with safety and health quality in mind
2.	Increased use of public transport, particularly trolleybuses
3.	Integrated land use and urban transport planning at the metropolitan level
4.	Increased use of non-motorised modes, including bicycles
5.	Institutional transformation of government, businesses and general public to embrace sustainable transport

Associated with these outcomes there are a number of outputs defined in the Revised Logical Framework. The project aims at reducing local and GHG emissions while improving access and quality of public transport services for all residents. The Inception Report indicates that it is expected that by the end of the project the share of sustainable public transport modes will increase from current 8% to 28%, leading to nearly 50% reduction in GHG emissions from city's transport sector.

The project's Revised Logical Framework outlines the project objectives and targets and baseline information.

2.4 Main Stakeholders

The main stakeholders as identified in the Project Document and Inception Report, are listed below:

- Ministry of Transport of the Republic of Tajikistan
- Department for Environmental Protection under the Government of the Republic of Tajikistan
- Tajikstandard (the Agency for Standardization, Metrology and Commodity Certification under the Government of the Republic of Tajikistan)
- Architecture Department of Dushanbe
- Traffic Police
- State Unitary Enterprise SUE "Trolleybus"
- Institute of Transport
- SUE "Dushanbenakliotkhadamotrason"
- Motor Vehicle Department of Technical University
- Government Auto Inspection Department of Dushanbe
- NGO "Youth of 21 Century"

The main beneficiary of the project is the Municipality and therefore the first interview of the MTE mission was held with the National Project Coordinator (Mr Juraev - Head of Environmental Protection Department - Dushanbe Municipality) to understand his views on the project and the management of the project. As



detailed in Appendix E, on the whole, he was reasonably pleased with the progress and primarily raised the need for greater PR and capacity building on the project.

2.5 Results expected

According to the Project Document, the results expected by the end of the Project is to reduce local and GHG emissions while improving access and quality of public transport services for all residents. It is expected that by the end of the project the share of sustainable public transport modes will increase from current 8% to 28% leading to nearly 50% reduction in GHG emissions from city's transport sector.

3.0 Findings

3.1 Project Formulation

3.1.1 Implementation Approach - Project concept and design, including logical framework

The project has been well conceived with respect to reducing GHG emissions arising from transport within Dushanbe in order to tackle resultant health, safety and accessibility issues. It is essential to continue this momentum of work to ensure the successful implementation of the pilot bus lane, the dispatcher centre, assistance to the municipality to implement a paid parking system and a unified fares collection system and to set up working groups with the Municipality to look at required urban transport legislation changes. In combination with this, supporting capacity building and PR activities are required.

Review of Logical Framework

As detailed in the MTE Inception Report a number of fundamental issues were raised about the adequacy and appropriateness of the Revised Logical Framework as an evaluation tool.

A qualitative evidence based assessment of the extent to which the projects outcomes have been addressed is provided in Appendix F. Various recommendations are made as outlined in the following section 3 of this MTE.

Progress towards meeting the end of project targets has also been assessed and rated using the GEF and UNDP evaluation rating tables. Overall it is considered that the project is Moderately Satisfactory (MS) in terms of delivery of the project outcomes and that, assuming the 18 months extension period is approved, then the project should achieve its desired outcomes and outputs.

Based on this detailed review of the Revised Logical Framework, a number of changes are proposed as part of the MTE to this Logical Framework. The MTE proposed Logical Framework is shown in Appendix H whilst Appendix I highlights the changes made to the revised Logical Framework.

Recommendation

Revise project Logical Framework to address proposed revisions to project baselines, indicators and targets.

3.1.2 Project relevance and country ownership

The project is entirely relevant to Tajikistan's urban and national development. If anything, it has become more relevant due to rising car ownership. Although Tajikistan is not the largest GHG emitter in Central Asia, Dushanbe has been facing quick air-quality worsening and increase in CO² emissions due to rapid expansion in the use of private motor vehicles, alongside deterioration in public transport caused by rising personal incomes, growing migrant population, a lack of regulatory enforcement and virtually no investment in the city's public transport system. It is estimated that 87% of the total air emissions are associated with mobile sources in the city of Dushanbe, the largest and most densely populated city in Tajikistan, with a population of around 1 million. Apart from the problems this causes to the efficient functioning of the city, the current uncontrolled situation is leading to expansion of environmental impacts, in terms of air quality and greenhouse gases (GHG).

The project activities, upon their implementation, will directly affect the entire population of Dushanbe city and also indirectly impact on the whole country, since the proposed transport legislation reforms will be conducted on a national level and the pilot demonstrations can be replicated in other big cities of Tajikistan (as well as across other areas of Central Asia).

The project has succeeded in the establishment of good coordination and partnership with the state agencies as well as with local NGOs and academic/scientific institutions and ensured their clear understanding of the necessity to reform the public transport management system. This can be seen from the Municipality now including bus and cycle lanes in all new road construction projects which has come about via active participation and recommendations provided by the project High-level Working Group member (National Consultant on public transport corridors). The project has also significantly contributed to capacity building and awareness raising of involved national stakeholders via a number of study tours and learning sessions on effective public transport management.

3.1.3 Stakeholder participation

The main stakeholders, identified in chapter 2 were involved closely in the development of the Project. It is recorded in the Project Document and Inception report that the stakeholders expressed their unanimous support for the project.

Project Steering Committee (PSC)

Page 60 of the Inception Report indicates that at least 2 PSC's should be held per annum. Since the project started in 2010 only 2 were organised by the previous PM during 2010 (December) and 2011 and only 1 PSC was held in 2012. Going forward into 2013 and 2014/15 it is recommended that the original programme of 2 PSC meetings per annum takes place to assist UNDP in decision making on the project and for keeping the lines of communication open with the key stakeholders.

Recommendation

- **UNDP PM to organise and plan at least two PSC meetings per year as indicated in the proposed revised programme.**

Municipality Consultations

Lesson learnt

It is very apparent that recently (ie since the 2012 Study Tours to Almaty and Guangzhou /Beijing which involved senior officials from the Municipality) that the project has in principle support from key decision makers at the Municipality. This was lacking in the early years of the project and hence the project struggled to deliver.

Other Stakeholder consultations

Achievement

It is very clear from the meetings held on the Mission that the UNDP since 2012 is in regular dialogue on an individual basis with the key stakeholders. However, the process of setting up these relationships in the early stages of the project is not considered to have been efficient.

Recommendation

- **Stakeholder consultation now works well and is to be supported and the PM to be encouraged to continue this throughout the remainder of the project. Record of decisions made during consultation with stakeholders and other project partners (donors, NGOs, etc.) should be made and further disseminated.**

3.1.4 Replication approach

Replication has been an important consideration in the design of the project, for which there is huge potential. The project is heralded as being a leading sustainable transport project in Central Asia. As such much of the already implemented and proposed work will provide important lessons that can be extended, first and foremost, to areas where sustainable transport measures are required both within and outside Tajikistan.

Examples of where the projects implemented in Dushanbe can be replicated elsewhere in Tajikistan and indeed the rest of Central Asia include:

- Pilot cycle lane, pilot bus lane and pilot dispatcher centre and their associated lessons learnt in terms of design standards and complimentary PR and capacity building work required will be relevant to other Tajikistan cities.
- Municipality agreement to include bus and cycle lanes in all new road construction can be replicated by other Tajikistan authorities.
- Future implementation of paid parking will be relevant to other Tajikistan cities where parking causes congestion problems.
- Future implementation of unified fares policy will be relevant to other Tajikistan cities where reorganisation of public transport services is required.
- Legislation changes will indirectly impact on Urban Transport throughout the whole of Tajikistan.
- Capacity building exercises for example on simple land use transport modelling and bus network optimisation will be relevant to many Tajikistan cities.
- The project plans to ensure the sustainability of further transport related data collection by involved national agencies, aiming at development of a database to assess the GHG emissions calculation at the national level. To do so, the project has developed a GEF methodology-based GHG emissions calculation tracking tool which determined the level of GHG emissions from passenger transport sector in Dushanbe city. The GHG modelling methodologies will be relevant to other Central Asia cities.

Regular meetings and working discussions with governmental counterparts and stakeholders have created the sense of national ownership within the project related activities. Specifically, the project has involved the key stakeholders in the Dushanbe public transport sector and promoted the process of involved

stakeholders' self-capacity strengthening. More broadly, experience gained from this project will help inform the National Government's transport strategy and policy to promote use of sustainable modes of transport.

Achievement

The project has established good partnerships with the donor community over the reporting period. Specifically, the project has closely collaborated with ADB HQ team on the possible introduction of a BRT system in Dushanbe city. ADB has been very interested to showcase Dushanbe city as a BRT demonstration model and has considered the possibility of grant allocation to the Government for BRT introduction in the near future. Prior to the ADB mission the PM disseminated to all the key stakeholders available information on BRT to assist with ADB discussions. From the meetings held with stakeholders as part of the MTE Mission it was obvious that this information dissemination was gratefully received by the stakeholders. Within the ADB mission (conducted in early January 2013) it became clear that notwithstanding the fact that the project has laid the information ground for the introduction of a BRT system in Dushanbe (via the successful study tour to China and distribution of BRT training materials to all project stakeholders), further capacity building activities will be needed for broader official circles (including economic sector high level representatives) to raise their awareness on the BRT system. Based on this, ADB have expressed their desire to organise a number of BRT study tours to enhance the project capacity building component during 2013 and 2014/15.

Recommendation

- UNDP to continue to take a leading role on working with ADB to increase the understanding and knowledge of BRT.

3.1.5 Cost-effectiveness

At this stage of the project the cost effectiveness of the project in reducing GHG emissions is not possible to assess. Cost-effectiveness with respect to efficient use of project resources is considered in [Section 3](#) below.

3.1.6 UNDP comparative advantage

The ProjDoc indicates that for over 20 years UNDP has been involved in providing transport-related technical assistance to developing countries with a focus on poverty alleviation and improved access to social services through promotion of public transport. Over 2,000 such UNDP projects have been implemented, including but not limited to 11 GEF-funded projects on sustainable transport (51 mln US\$). Main focus of UNDP assistance has been and remains on the following priority areas:

- designing and supporting infrastructure that improves the safety and attractiveness of non-motorized projects, including setting up safety programs;
- providing technical assistance to governments to improve the performance of public/collective transport;
- developing motor vehicle traffic controls in urban areas to control traffic congestion impacting public transport routes;
- Working with governments to set-up strategic urban air pollution mitigation strategies.

The above areas are fully consistent with the strategy of the proposed project in Tajikistan and justify UNDP's comparative advantage as GEF's Agency for the project. As such the project complies fully with comparative advantages matrix provided by the GEF Council.

3.1.7 Linkages between project and other interventions within the sector

What was apparent during the Mission (and acknowledged by the PM) is the need for the project to interact more closely with other transport projects including:

EBRD Trolley bus project - There are significant overlaps with the EBRD trolleybus project. Based on the EBRD Trolleybus ToR received following the mission, it is clear that the EBRD has a number of activities that have already been carried out or are currently being worked on by the UNDP project and as such there could be a large amount of duplication of work by the consultants appointed by EBRD. These include for example:

- Public Service Contract - this overlaps with the work being carried out on fares regulation work.
- Development of a new route plan - this overlaps with the proposed Bus Network optimisation study.

- Advice on strengthening of the institutional framework – this overplays the work currently being carried out by the legal consultant.
- Consultation strategy - this overlaps with the current work of the UNDP PM and also the proposed PR consultant.

However, little discussion had previously taken place with the EBRD to for example sharing knowledge, data collection etc. Following the meeting with the EBRD, as part of the MTE mission (**see Appendix E**), it was agreed that the respective PM's would meet in Dushanbe to discuss areas where UNDP and EBRD could work together and to share best practice. Subsequent to the MTE mission a preliminary agreement to coordinate and exchange information on both projects has been reached.

Safe City project - The Deputy Mayor confirmed that the contract has now been signed on this project and work is due to be complete September 2013. The project involves the upgrade of a large number of traffic signals, introduction of an urban traffic control centre and introduction of a large number of video cameras to enforce a number of driving regulations (such as red running at traffic signals) as outlined earlier there are possible linkages with the UNDP project and this project eg bus lane camera enforcement, on street parking enforcement that will need to be explored. Furthermore an urban traffic control centre by optimising traffic signal timings offers the scope to introduce bus priority at traffic signals (combined with the Dispatcher system) as well as reducing congestion thus contributing to GHG reductions.

Recommendations

- **UNDP PM to hold meeting with EBRD PM and identify future joint working action plan.**
- **UNDP PM to invite selected partners (such as EBRD and ADB) to sit on the project Steering Committee meetings.**
- **UNDP to keep in contact with Safe City project implementation.**
- **PM to keep in contact with the relevant funders and consultants on these projects and that a record of decisions made and actions from these conversations is made by the PM and disseminated.**

3.1.8 Management arrangements

The project has been designed to be implemented by UNDP. Overall guidance is provided by the Project Steering Committee (PSC), for which the ToR are provided in page 60 of the Inception Report. Its membership is outlined in page 59 of the Inception Report and comprises:

	Name	Organization
Ministries, departments and organizations		
1	Abdusalim Juraev	Head of Ecology Department of the Khukumat of Dushanbe, National Project Coordinator
2	Abdulkhair Aliev	Director of the State Unitary Enterprise "Trolleybus"
3	Khurshed Kabirov	Executive Director of the Institute of Transport
4	Abduhamid Madjidov	Director of the SUE "Dushanbenakliyotkhadamotrason"
5	Rahmatullo Mamadaminov	Head of the Transport Department of Tajikstandard
6	Mamadaliyev B.	Waste Management Project of Dushanbe city
7	Abdulov Abdullo.	Deputy General Director of "Musofirbar" Association
8	Abdulloev M.	Head of Motor Vehicle Department of Technical University
9	Abduvalieva A.	Head of regulatory-technical documentation of Tajikstandard
10	Zioratshoh Khushov	First Deputy of Government Auto Inspection Department of Dushanbe
Non-governmental public organizations		
11	Umed Ulugov	NGO "Youth of 21 Century"

The Project management structure is provided within the ProjDoc and Inception Report and is shown below:



3.2 Project Implementation

3.2.1 Financial planning

The total budget in the Project Document is US\$1,170,000, of which US\$970,000 (83%) is grant aided by GEF and US\$200,000 (17%) is grant funding from UNDP.

The following has been spent:

- 2010 = \$48,974.59 (all GEF).
- 2011 = \$156,137.24 of which \$115,076.12 (GEF), \$41,061.12 (UNDP).
- 2012 = \$181,018.77 of which \$105,454.77 (GEF), \$75,564.00 (UNDP).
- Total = \$386,130.60 of which \$269,505.48 (GEF), \$116,625.12 (UNDP).
- Total GEF expenditure = 28%
- Total UNDP expenditure = 58%
- Balance to be spent = \$783,869.40 of which \$700,494.52 (GEF), \$82,374.88 (UNDP).

From discussions with the PM expenditures in 2010 and 2011 were used for contracting international consultancies (CTA and GHG emissions calculation), national Transport Institute to conduct Travel demand survey and prepare baseline studies, local NGO "Youth of 21 century" for piloting cycle lane, and for some other related activities. However, there appears to have been no coordination between the different activities of the project during 2010 and 2011, as an example the collection of the household survey data was completed before the appointment of the transport model international consultant.

Lessons learnt

- **A project like this must be seen as a whole and in a joined up coordinated way and the different activities should be coordinated with each other.**

Based on earlier rates of expenditure, it will be difficult to disburse the remaining funds effectively, in the most sustainable way, by April 2014 when the project is due to be completed.

Given the recommendation to extend the project by 18 months to June 2015, a review of the workplan and budgets has been undertaken and the following recommendations are suggested:

- **2013 Work plan budget is \$759,399 – this is considered to be an unrealistic amount to spend in 2013 and it is recommended that this budget should be split between 2013 and 2014/15.**

The 2013 work plan includes circa \$378k in total (circa \$331k for 2013) on developing the land use model (which is the highest budget allocation for any of the outcomes). As detailed in **Section 3** this is not considered the best way to spend the project budget and is contrary to the original indicative budgets contained in the Project Document of circa \$40k on the land use model, which is considered to more accurately reflect the intended 'simple' land use transport model as envisaged for the project.

Recommendation

The \$331k, allocated to build the detailed transport model in 2013 should be redirected to fund other measures such as:

- **Implement capacity building measures**
- **Expansion of pilot bus lane network to at least 15 km length.**
- **National consultants to set up legislation Working Groups.**
- **National PR consultants and associated activities.**
- **Additional CTA technical support to national PR, Capacity Building, dispatcher centre consultants.**

Table 1 below indicates suggested broad budget allocations for 2013, 2014 and 2015 for the remaining \$783k GEF/TRAC Funding:

Table 1 Suggested 2013/2014/2015 Broad Budget Allocations

Activity	2013 \$ budget	2014 \$ budget	2015 \$ budget
Objective 1			
National Consultant on Transport legislation (including fuel quality and vehicle efficiency standards) assessment	6,750	5,000	0
Update GHG emission calculations		10,000	
Miscellaneous eg translation, publications, training	2,000	1,000	0
Objective 2			
Data collection for fare collection/paid parking assessment (ongoing work by national consultants)	1,445	0	0
Logical Framework Before and after evaluation data (national consultants)	5,000	5,000	0
Single Dispatcher Centre (SDC) – Feasibility Study (ongoing work by national consultants)	2,000	0	0
Single Dispatcher Centre (SDC) Demonstration project (tenders to purchase SDC equipment: servers, software, GPS, real time information panels, computers, etc.)	180,000	0	0
Capacity Building on Dispatcher Centre operations and on Bus lanes standards (to be conducted by CTA during first mission)	0	0	0
Assessment of fare collection/paid parking systems and development of cost proposals to be submitted to donors for funding (ongoing)	27,200	0	0

work by the international consultant)			
Capacity Building on Paid Parking (international consultant)	0	30,000	0
Capacity Building on Unified Fares (international consultant)	0	30,000	0
Piloting Bus Lane network Demonstration project	55,000	0	0
Miscellaneous eg translations, training.	10,000	5,000	0
Objective 3			
Capacity Building on general Transport Modelling and Land Use Planning (ongoing work by the international consultant)	13,580	0	0
Miscellaneous eg translation, training	4,000	0	0
Objective 4			
Capacity Building on Bicycle lanes standards (to be conducted by CTA during second mission)		0	0
Objective 5			
PR Consultant and PR activities (national consultant)	20,000	20,000	0
National Consultants for legislation working groups	10,000	15,000	0
0(to be conducted by CTA during second mission)		0	0
Capacity Building on Bus network optimisation and standards (international consultant)	0	20,000	0
CTA	60,000	40,000	

Miscellaneous eg translation, training	5,000	2,000	
Objective 6			
Midterm project evaluation -MTE (ongoing work by international consultant)	19,955	0	0
Administrative costs for project implementation (including PM and supporting team salaries, office rent, communication costs, etc.)	60,000 (TRAC funds)	22,000 (TRAC funds) + 38,000 (GEF funds) = 60,000	0
Terminal report and project completion including provision of corresponding administrative expenses (PM and supporting team salaries, etc.)	0	0	30,000
Final Project Evaluation (international consultant)	0	0	20,000
Miscellaneous eg translation, publications and information dissemination	2,000	0	6,000
Total	483,930.00	243,00.00	56,000.00
Grand total (GEF and TRAC funds for 2013-2015)			782,930.00

Note: Budget revision shall provide more accurate figures on proposed expenses

3.2.2 Co Financing

The ProjDoc indicates in kind contributions of \$5,661,127 consisting of:

- Dushanbe Government - \$4,461.127 – information was not made available during the MTE to evaluate this.

- Concessionaire (private sector) - \$1,200,000 (however it is not clear where this funding was intended to come from. However, as detailed in later in Section 3 the project has been successful in securing \$10,600 from private investors towards cycle infrastructure.

The pilot dispatcher centre includes extension of this project to a pilot bus route using funds from OSI.

It is recommended that the paid parking measure should seek investment from private businesses adjacent to the areas where paid parking is to be introduced through investment in the costs of constructing the scheme (eg construction of new parking bays, signing, meters, landscaping etc).

The report on feasibility study of cycle path and parking construction makes reference on page 11 on ways of attracting private investment in terms of cycle production and sales. This should be explored in greater detail since only 5% of households own a cycle and as such greater access to owning a cycle will increase use of cycling as a mode of transport.

Appendix K provides a summary of co financing funding.

3.2.3 Monitoring and evaluation

Monitoring and evaluation is rated as Moderately Satisfactory (**MS**) with respect to project implementation. The current PM is providing reports in accordance with UNDP and GEF monitoring and Evaluation Guidance and Policies. It was noted that there is some inconsistency between GEF and UNDP reporting timescales since GEF reporting is on a June to June timescale and UNDP is on a Calendar year (January to January timescale).

3.2.4 Execution and implementation modalities

With the current PM, the project is now being executed well, founded on a strong and committed day-to-day working relationship between UNDP and the key stakeholders. The current PM is highly praised by the key stakeholders, without exception, by stakeholders whom the evaluator encountered. One 'short-coming' in the eyes of most stakeholders in the project areas is the limited access to and amount of funding available. This is not a short-coming *per se*, it is an inevitable consequence of any successful demonstration project, hence the importance of sustainability provisions and opportunities for replication.

Other aspects of implementation are considered elsewhere in this MTE, such as adaptive management, technical capacities and partnerships.

3.2.5 Management by UNDP Country Office and Coordination and operation issues

UNDP Project Manager

There have been changes in UNDP management of the project. The first Project Manager was appointed in October 2010, after the Inception Workshop was held and it is understood she was also the Project Manager on at least one other UNDP project. It is considered that this did not lead to efficient management of the project in the early years. This is evidenced by the fragmented way the different studies have been carried out independently of each other (eg in terms of scope, assumptions and data collection). This undermines the project and a perfect example of this is given of the travel demand surveys reporting in October 2011 before the land use modelling consultant (for which the model needs the data) was appointed in July/August 2012! Timing of the commissions has meant that no cross reference has been made with the land use model and hence no justification for the particular measures has been made (eg exactly identifying where the optimum locations for pilot bus or cycle lanes).

A new Project Manager was appointed on 8/1/12 (and she is the PM solely on this project) and it is very clear from the MTE (and from the feedback from the stakeholder discussions), that this PM has the capability, drive and enthusiasm to deliver the project and importantly has already demonstrated delivery of some measures on this project. The current PM has the vision that this project is a package of measures that working together (ie not independently) will deliver the overall objective of reducing GHG emissions.

Lesson learnt - a dedicated PM is required on UNDP projects of this scale from the outset.

Chief Technical Advisor

It is very clear from a review of all the project documentation and discussions with UNDP and the key stakeholders that the existing Chief Technical Advisor (CTA) on the project has been very ineffective and in some cases unhelpful and it is quite clear has contributed very little to the project. Where the CTA has inputted, the advice given is considered to be extremely poor - the example of the appointment of the Land Use Modelling Consultant is an example (see section 3 below).

As evidenced by comments in the 2012 PIR and Quarterly Report the current PM has been unable to get useful or timely input from the existing CTA. Indeed the 2012 QPM identifies as a risk that adequate and timely advice is not provided by the CTA.

The existing CTA has not been in Dushanbe since the current PM has been in place (January 2012) and it is not known whether the CTA has actually been in Dushanbe since the Project Inception Workshop in July 2010.

Primarily as a function of the poor technical advice that has been given on the project, a number of issues have been identified with the ToR's produced such as:

- Timescales indicated in some of the ToR's not realistic.
- UNDP budget fees grossly underestimated.
- Poorly written ToR's– hence large number of Questions raised by prospective tenderers on the Land use model ToR.
- Lack of tie up with Land Use Model brief and what was actually delivered demonstrated poorly written brief and understanding of what was actually needed.

Furthermore, given the number of issues raised on the Revised Logical Framework (**see section 3**) reflects the poor technical advice and input provided on this project.

This situation is considered unacceptable and has resulted in the PM having to make Technical decisions. The current PM is an extremely capable PM but it is very clear she needs good technical advice on certain issues. The CTA is an extremely important role and will be essential to the successful delivery of the project.

Lesson learnt

- **UNDP to review procedures for appointments of CTA's at the outset of projects in terms of having the appropriate education/professional qualifications and essential transport planning experience.**

Recommendations

- **Given the urgent need for Technical Advice on the project there is an urgent action for UNDP to cancel the contract of the existing CTA (it is understood this was extended in January 2012 for 1 year and hence should already be cancelled) and to immediately**

appoint a new CTA who is considered to directly assist on some of the proposed capacity building components and works with national and international organisations. As such the CTA will fulfil the intended Technical Advisory role, will have a greater presence in Dushanbe and the project will ensure that ownership of the project remains within Dushanbe. This will assist the sustainability and longevity of the project.

Handover of work between PMs

It is understood that there was no handover of roles between the old and new PM.

Lessons learnt

- **UNDP should ensure that a proper handover when there are changes in PM is carried out.**

Project support

The PM currently has a project assistant who is shared between 3 different projects. The project Assistant started work in February 2011 (ie after the Inception workshop in June 2010).

Lessons learnt

- **Late appointment of support staff is to be avoided.**

Recommendation

- **UNDP to review whether there is adequate support on this project given that the project is now entering a key delivery stage.**

3.2.6 Identification and management of risks (adaptive management)

Assumptions and risks were identified in the Project Document and Inception Report and have been subsequently updated in the Quarterly Progress Monitoring Matrix (QPMM) and PIR's together with a strategy to mitigate the latter.

The risks identified in the 2012 QPMM are:

- National Policy does not quickly adopt lessons learnt from the demonstrations in Dushanbe;
- Low capacity of government to set standards that are to be implemented properly;
- Regulation of those set standards is low;
- Project successes are not maintained after the project, and are not replicated to other sites;
- Frequent changes in the government can delay approvals of necessary documents and stagnate the project progress;
- Some key partners will feel difficulties (limitation of their potential of cooperation – technical, political, personnel) in effective partnership.
- Adequate and timely technical support at all levels, from outside the country (Chief Technical Adviser) and within Tajikistan;
- Low capacity of specialists in the market on such issues as land-use/transport modeling/unified fare systems and etc.;
- Unavailability of international consultants;
- Data quality available in the country could result in modeling an unreliable and/or defective Land/Transport Model;
- Unavailability of simplified transport model applicable for Dushanbe;
- Unavailability of qualified expertise (both national and international) to ensure capacity building project activity.

These risks are considered to be appropriate and suggested ways forward are summarised in **Table 2** below:

Table 2 Risk Mitigation

Risk	Proposed Mitigation
Lack of responses to ToR's from international transport consultants (in particular relating to public transport and land use modelling).	It is considered that this is partly a reflection of the poor advice given by the CTA and the lack of clarity on some of the earlier ToR's. The appointment of a new CTA and the greater role of national consultants (with the assistance of the CTA) will help to address this problem.
Weak political will.	<p>This is a key issue and is why the work of the legislation consultant is of the utmost importance.</p> <p>The involvement of UNDP CO senior management (RR and Country Director) and their personal meeting with the Mayor to bring the issue at higher political level.</p>

Unreadiness/opposition to implement reforms.	Personal interests have been specified in 2012 PIR - this is a key issue and is why the work of the legislation and PR consultants and capacity building is of the utmost importance.
Lack of knowledge.	Sustainable transport is a new concept for Tajikistan and there is lack of policy and legal instruments (eg need to introduce laws to enforce cycle and bus lanes). This will be addressed by the appointment of the PR and Capacity Building Consultants.
Uncertainties over road rehabilitation projects.	Ongoing discussion with the Municipality is required for this.
Limited funds for experts.	As identified above some of the projects to be commissioned (eg PR consultant) could be undertaken by national consultants (and thus providing local ownership of the project) with assistance from the CTA rather than commissioning a more expensive international consultant to do all the work.

3.3 Project results

3.3.1 Introduction

In the majority of cases the commissioned project reports have met their ToR requirements to be produced in English – it was noted that there have been a couple of exceptions to this (eg the associated survey work for the updated GHG emissions calculations, some of the cycling reports and an updated report on bus lanes). As such it was not possible to assess this work as part of the MTE.

Recommendation

PM to ensure all work commissioned is produced in English as well as Russian to comply with ToR requirements. Also, executive summary of the previous reports should be made available in English. This is a must for final evaluation.

3.3.2 Capacity Building – work ongoing

Achievements

Some capacity building exercises and dissemination of a wide range of information relating to the project to both stakeholders and the general public has been carried out. This has included:

- With the NGO (21st Century Youth) promotion of the cycle lane and cycling events on for example Earth Day – this involved press releases, rallies, marathons and information dissemination region wide eg in Kazakhstan, Kyrgyzstan and on the BBC.
- Organising a study tour to Almaty on international conference on best parking policies and strategies 28-30 November, 2012 with participation of high level officials (Deputy Mayor of Dushanbe city, Head of Tax committee of Dushanbe city and Head of Traffic Police of Dushanbe city)) and dissemination of information to stakeholders specifically relating to parking management.
- Organising a study tour to Guangzhou /Beijing on 8-14 July 2012 (consisting of Chief Architect of Dushanbe city, Deputy Head of State Traffic Police under the Ministry of Interior Affairs of the Republic of Tajikistan, Director of SUE "Trolleybus, Head of Environmental Department within Dushanbe city Municipality) and dissemination of information to stakeholders specifically relating to BRT.
- Transport Modelling presentations given by the Transport Model consultant and subsequent dissemination of transport modelling information. Following this one of the state universities is considering the possibility to introduce a new course on land-use/transport modelling since participants expressed huge interest in developing a package of training materials, which could be taught to students.
- Training on the GHG emissions model in September 2012.

The project has succeeded in establishment of good coordination and partnership with involved state agencies as well as with local NGOs and academic/scientific institutions and ensured their clear understanding of necessity to reforming the public transport management system.

The Study tours in particular have been shown to focus minds and resulted in a renewed commitment towards project objectives and raise the profile of this project – for example at the request of the Mayor the UNDP project was recently requested to present at a Foreign Aid Project seminar. It is not clear how

information was disseminated with the previous PM (eg the feedback on the study tour organised to Moscow in September 2010).

From what was evidenced on the ground and from the meetings with key stakeholders, capacity building and training is a key issue for the Municipality and the other stakeholders the Universities and the Institutes. Training of staff is a key issue particularly in the areas of:

- Input to the master plan for road cross sections to indicate appropriate standards for pedestrian, cycle and bus facilities – given the timescales of the approvals process of the masterplan this is required urgently.
- Parking – design/standards/volumes/management.
- Design of new major traffic signal intersections - this was indicated as required urgently.
- Traffic management in terms of designing a street hierarchy for the city centre and dealing with issues such as one way roads.
- Approvals process for new land use developments and how to assess the transport impacts of new developments.
- Transport modelling.
- Public transport operations and bus network planning.
- Bus lane designs.
- Interaction of transport and land use planning - in particular given the likely approval of the Dushanbe Master plan this is seen as an urgent action to appoint the capacity building consultant.

The PM and new CTA should review the scope to organise an International Transport Conference in 2014 in Dushanbe dealing with, for example public transport operations and paid parking, as a capacity building tool.

It is noted that a ToR was issued for a public transport capacity building expert – however no consultants actually applied for the position – it is considered that this ToR was flawed for a number of reasons including:

- It only related to public transport – when in fact all areas of transport in the city need support eg parking, land use planning as well as public transport - it is considered that this is a reflection of poor advice from the CTA.
- Requirement for the consultant to be Russian speaking – this is not considered to be essential and is too restrictive to attract widely experienced capacity building experts.

- Experience in Transport Modelling software was specified in the ToR which obviously isn't required.

Recommendations

The new CTA to lead on capacity building and the appointment of international consultants where required to develop a series of training modules for the Municipality and key stakeholders (including training for University students/Institutes). Capacity Building work will need to be monitored as indicated in the updated Logframe (see Appendix H).

PR and communications with the General Public – to commence

From what was evidenced on the ground, communicating the message to the general public on why sustainable transport measures are being implemented and on how to use the measures is required – this will involve changing people's mind sets on eg walking, cycling, using public transport and general road safety. This could take the form of mass media events/press cafe – however a budget will need to be set aside to pay for these events.

Recommendation

Appoint a national PR/advertising consultant (with advice and input from the new CTA) to develop PR activities to promote the various initiatives implemented eg:

- **General PR campaigns on sustainable transport.**
- **Introduction of bus lanes.**
- **Cycle promotion.**
- **Introduction of Paid Parking.**
- **Real Time Passenger Information as part of the Dispatcher project.**
- **Introduction of changes to Legislation relating to transport.**

In addition, allow for a budget to pay for mass media/press cafe events. PR work will need to be monitored as indicated in the updated Logical framework (see Appendix H).

3.3.3 Legislation – work ongoing

The project activities, upon their implementation, will directly affect the entire population of Dushanbe city and also indirectly impact on the whole country, since the proposed transport legislation reforms will be conducted on a national level and the pilot demonstrations can be replicated in other big cities of Tajikistan (as well as across other areas of Central Asia). The project has succeeded in the establishment of good coordination and partnership with the state agencies as well as with local NGOs and academic/scientific institutions and ensured their clear understanding of the necessity to reform the public transport management system. This can be seen from the Municipality now including bus and cycle lanes in all new road construction projects which has come about via active participation and recommendations provided by the project High-level Working Group member (National Consultant on public transport corridors). The project has also significantly contributed to capacity building and awareness raising of involved national stakeholders via a number of study tours and learning sessions on effective public transport management.

In order for the project to be successful there are a number national legislation changes which are required to enable improvements to the public transport, parking and general traffic management networks to take place. These will not be instant changes but will be important for the long term success of the project. It should be noted that there are other national legislation issues which will require National Government reforms which are outside of this project but ultimately will influence the overall objective of the project in terms of reducing GHG – these include:

- Changes in bus vehicle Euro code standards (currently Euro Code iv).
- Annual testing of all vehicles to include emissions testing and the banning of vehicles that do not meet these standards.
- Updating the National Census to include transport related questions.
- Linking the annual road tax paid by drivers to an incremental scaled payment based on the emissions from the vehicles ie low emission vehicles would pay less road tax than more higher emission vehicles thus encouraging drivers to purchase low emission vehicles.
- Custom taxes for imported cars should be based on an incremental scaled payment based on the missions of the vehicles.
- Euro 3 for cars (95 and 98 super euro standards) was adopted in 2010 - however the testing and compliance with this needs to be strengthened.

Based on discussions with the consultants undertaking the legislation work and the Deputy Mayor (see **Appendix E**) a key issue from the review is that there are no laws relating to urban transport or urban planning and changes to this will be the most important factor for the project success.

Recommendations

- **Appointment of national consultants to facilitate working groups to take forward the legislation changes and to lobby National Government to make the required changes) - this will require UNDP PM, CTA and legal advisor support as well as any additional UNDP Project Assistant support and given that the implementation of the legislation measures will likely extend beyond the life of the programme it is recommended that the UNDP provide additional financial support at the end of the project to support the successful implementation of what is the most important measure of this UNDP project. These working groups will also need to interact with similar initiatives elsewhere in Tajikistan such as the EBRD trolley bus project.**
- **Linkage of the legislation work with the PR and Capacity building consultants will be essential to ensure understanding of what the laws are about and why they are needed is given.**
- **The working Groups should assist the Municipality to lobby National Government to make wider transport related changes to national legislation.**

3.3.4 Single Dispatcher Control Centre (SDCC) – to commence

Based on discussions with the Deputy Mayor and OSI, the following actions are recommended in order to implement the Single Dispatcher Controller Centre:

Recommendations

- **Issue ToR to conduct the Feasibility Study for introduction of a Single Dispatcher Controller Centre (SDCC)**
- **Based on Feasibility Study recommendations then sign MoU with involved stakeholders.**
- **Issue tenders and conclude contracts to equip the SDCC.**

- **PR consultant to undertake activities to ensure the public understand the system being introduced.**
- **CTA to arrange capacity building activities to ensure stakeholders understand the system being introduced.**
- **Following implementation of dispatcher centre undertake review of lessons learnt from trial period.**
- **Further roll out of the project using OSI funding to State Buses Discuss and agree with the Municipality and the Traffic Police the location for the dispatch centre and the joining up of various transport control functions into a Transport Control Centre for Dushanbe.**

3.3.5 Unified Fare Collection and Priced Parking Study – work ongoing (and TRI reports on institutional needs and household survey data - completed)

Based on the site visits carried out as part of the MTE mission and the stakeholder consultations carried out (see **Appendix E**) the problems identified in this ongoing work in terms of the problems caused by minibuses and on street parking on the bus and trolley bus network were confirmed by the site visits, and as such the actions recommended in this study should be taken forward. The Deputy Mayor also confirmed in principle support to the introduction of paid parking since parking is acknowledged as the number one problem in the city centre in terms of impacts on bus and trolley bus operations.

There are many valid issues raised in Fares and Parking report that are also supported in the reports carried out by TRI and also problems identified in the Public Transport and Cycle Transport corridors feasibility study and National Consultant/Trolleybus system and upgrades report - it is essential for this project to be a success that these issues are addressed and they include:

- **Serious Revenue leakage an issue - Institutional changes - from Fares/Parking report (pages 4, 6 and 9) – this causes buses to wait until they are full and therefore increases journey time and delay and this is confirmed by Table 16 of TTI household survey report and from TRI Institutional Needs report dated March 2012 Page 9, 10, 11 and 12 and 37 – revenue collection is 36%!!**
- **Costs of running the PT system exceed income - from Fares/Parking report (pages 5 and 6) – free passes would also seem to be a critical issue as confirmed by the TRI Institutional Needs report dated March 2012 Page 11, 12 and 13. Therefore, greater efficiencies are required.**

- Regulation - illegal taxis and minibuses - from Fares/Parking report (pages 5 and 6) and from TRI Institutional Needs report dated March 2012 Page 7.
- Holistic review and ownership structure of entire PT network is needed - from Fares/Parking report (page 5 and 6) and from TRI Institutional Needs report dated March 2012 Page 8.
- Education is required- from Fares/Parking report (page 8).
- Enforcement is required- from Fares/Parking report (pages 8 and 13).
- Parking is key issue - from Fares/Parking report (page 8) and TTI Table 16 of Household survey report and page 11-13 of Transport Corridors for public transport and bicycles Khushov and page 20 of trolleybus system and possible upgrades Aliev report.
- Unusual operating practices of State owned bus co. – this reinforces need for a consultant to be appointed to undertake capacity building project.
- Tables 8, 12 and 16 of the TRI results of travel demand survey provide the reasons why people don't use public transport - these are then the issues that need to be addressed and are the very same issues identified in the Fares/Parking report ie the surveys and technical consultant reports identify that a package of measures are required in order for the project to be a success.

There are many issues within the remit of the Municipality to resolve to address problems (eg fraud and enforcement within all public transport and parking). Effective education of the public is a role that needs to be carried out by all stakeholders. This combined with a package (pages 11 and 13 of Fares/Parking report) of capital expenditure measures will ensure the overall objectives of the project are met and this will assist with meeting targets in the updated Logical Framework.

The next stages of the Unified Fare Collection and Priced Parking Study work are very important and will need to cover:

- Funding of the paid parking measures - given the limited UNDP budget the capital costs of for example the parking meters this could be discussed with EBRD to fund as a way to link up the 2 projects. Likewise the scope to make adjacent business pay for the construction costs of parking bays etc should be investigated.
- Impact of paid parking on displaced parking on adjacent side streets - the paid parking measures will require the introduction and enforcement of on street parking controls – as such this project needs to link with the legislation consultants work.
- Link with Safe City study - eg enforcement of parking restrictions and bus lanes.

- Consider TRI suggestion that one measure that should be introduced to reduce revenue leakage on the public buses is to increase the salaries of the drivers and conductors on the state buses. This would incentivise the staff.

Recommendation

- **UNDP are recommended to authorise the additional studies required to conclude the Unified Fare Collection and Priced Parking Study report.**
- **Work with the Municipality and other stakeholders to promote the public transport proposals emerging from Unified Fare Collection and Priced Parking study.**
- **Work with the Municipality and other stakeholders to promote the paid parking proposals emerging from Unified Fare Collection and Priced Parking study.**

3.3.6 Cycle Measures – work ongoing

Achievements

The pilot cycle lane implemented on Shotemur Street is to be congratulated in terms of being a landmark for changing the mindset of the Municipality to actually implement such a scheme.

Another success of the project has been the agreement by the Municipality that all new road construction and rehabilitation works will include the provision of cycle lanes (where space permits).

The project has been successful in gaining private sector support for example Megafon provided \$10,600 towards the cycle lane and cycle parking implemented as outlined in section 3.

However, in terms of lessons learnt

- The design of the pilot cycle lane (eg cycle lane width, crossing provision at intersections) is not of a sufficient standard to encourage cyclists to use it and clearly indicates that capacity building is required to ensure safe and suitable provision is made for cyclists.

- It was also evident from the site visits that drivers park vehicles on footways and the cycle lane. As such this needs to be made illegal and enforced and as such this needs to also be addressed in the under commission legislation report.
- Education and training for the general public is also needed to promote cycling and this will be a role for the PR consultant.

Recommendations

- It is recommended that as part of the capacity building exercise, the CTA provide best practice training on cycle infrastructure design standards. This will be a valuable information source for the Municipality and also with the previous reports produced which identified standards for cycle lane provision. It is also understood that the Municipality are considering implementing other cycle lanes in the city which should be incorporated within this study. Street and that safe pedestrian walkways are needed on 3 major intersections with N. Karabaev Street.
- The PR consultant should also look at required education and training required for the general public to encourage them to cycle.
- It is essential that the effectiveness of pilot cycle lane is monitored after implementation via data collection on usage.
- The scope to obtain additional funding for implementation of future cycle lanes (markings and signs) from the GEF Small Grants Programme (SGP) and private investors should be investigated by the PM.

3.3.7 Bus Lanes- work ongoing

Achievements

The Traffic Police have recently implemented two bus lanes in Dushanbe, one of which has markings only (Ismoil Somoni Street – 3.5km in length) and one has markings and signs (Ayni Street – 6km in length). The MoT are also currently reconstructing the road on Ismoil Somoni Street up to Choryakoron Street (Western Gate) which it is understood includes bus lanes.

Another success of the project has been the agreement by the Municipality that all new road construction and rehabilitation works will include the provision of bus lanes (where space

permits). It is essential that the effectiveness of these bus lanes is monitored both before and after implementation via data collection on bus journey times.

Bus lanes have the support of the Deputy Mayor.

Lessons learnt

From the site visits the majority of the bus lanes implemented by the Traffic Police are unusable due to parked cars and minibuses stopped in them and as such no buses were observed using the bus lanes. It is quite clear that parking restrictions (to be included in the under commission legislation report) and enforcement of the bus lanes (via ideally cameras and linked to the Safe City project) is required. It is also quite clear that capacity building for the municipality in terms of good practice design for bus lanes is required. Also education and publicity for the general public is required for the bus lanes.

Pages 10-11 of the Public Transport and Cycle Transport corridors feasibility study report summarises the key issues to be addressed which ties up with the issues raised in the Public Transport Unified fares collection and Paid Parking report.

Recommendations

- **Working with the Municipality and Traffic Police, implement the Project Pilot bus lane– based on the findings from Public Transport and Cycle Transport corridors feasibility study report this would include extension of Ayni St bus lane to Saadi Sherozi Ave and onto Abuali ibn Sino Avenue to connect to the existing bus lane on Ismoil Somoni Street (where signing should be provided). This will represent a continuous bus lane providing higher quality bus (and trolley bus) linkages from key residential areas to, for example the city centre, employment, the airport and the regional bus station.**
- **Where possible the implementation of the bus lanes should also look to review and enhance existing pedestrian crossing in terms of markings and signage.**
- **Monitoring of the bus lanes – the PM and CTA need to identify data requirements and agree data collection with the Municipality.**

- **The newly appointed CTA should, with the Municipality and Traffic Police review and agree the best practice design standards for bus lanes to inform future provision of bus lanes.**

3.3.8 Land Use Transport Model

As demonstrated by the work done to date, the understanding of what the key issues and the solutions to these problems in relation to sustainable transport in Dushanbe are well known. At the outset of the project the need for a land use transport model was specified. However, due to the poor technical advice given to the project from the CTA, then what the UNDP appointed was not actually what the project needed. The appointed consultant's interpretation of the ToR was that a complex very detailed transport model was needed to be built – this lack of understanding and communication was a fault of the CTA and not the PM or the appointed consultant.

Based on the appointed consultant's recommendations, a ToR was then subsequently published to appoint a consultant to collect a vast amount of new survey data and to build a complex transport model. Based on this ToR there were only 2 tenders returned for this work (which does not meet UNDP procurement regulations). As such the financial envelopes were not opened. In the MTE evaluators opinion the value of work specified in the ToR would be in the range of a minimum \$0.5m and most likely \$1m. As such the project does not have the budget for this and even if it did it is strongly recommended that the work is not actually required. Furthermore, the appointed consultant envisaged that the work would take at least 12 months to complete. Therefore, assuming the ToR is re-tendered and a contractor appointed, it will be approximately 18 months before the model is actually ready to use by which time the project is nearing an end and many of the measures will have been implemented. This also assumes that the surveys could be organised and carried out in spring 2013 – which, given the need to re-tender this project, is unlikely. Finally it is noted that the software proposed by one of the returned tenders does not comply with that specified by the appointed consultant.

The failure of progress on this model has meant that section 2.1.2 of the Logical framework has not progressed.

Therefore, the focus on developing a complex land use model to inform decision makers on what the existing and future transport problems are and what the solutions are, is seriously questioned. Furthermore,

given that many of the measures that are needed are more legislative/policy measures which it is considered cannot be accurately modelled even in a complex land use model, then this is also questioned. Furthermore, the key issues and solutions are well documented and the real priority is the need to work with stakeholders together to address these issues and not waste time and effort into building a complex transport model.

Recommendations

- **The tender to conduct Transport Model data collection/modelling is to be cancelled and the 2 tenderers who returned a tender to be informed.**
- **The remaining unspent elements of the Transport Model commission shall be used for the Transport Model consultant to provide training and capacity building on general land use and urban transport planning issues.**

3.3.9 National Consultant/Trolleybus system and upgrades report – work completed

Comparing the report with the ToR for the national consultant, it would appear that the report only addresses part of the ToR. It is also noted that many of the ToR activities have been carried out by others eg:

- *Assess engineering data and vehicle use patterns in major corridors and develop strategies for road space management in conjunction with local experts and relevant stakeholders* – Carried out within the completed Public Transport and Cycle Transport corridors feasibility study.
- *Conduct integrated transport and land-use study using available data and simplified models in conjunction with local and international experts as deemed necessary and submit the analysis* – carried out within the completed Land Use Transport Model study.
- *In close collaboration with the International Consultant on land use/transport modeling and the Ecological Transport Adviser as well as other relevant stakeholders compile the information on land-use and transport modeling in Dushanbe* - carried out within the Land Use Transport Model study.
- *Provide engineering data and assessment of trolley bus existing system and potential upgrades for national stakeholders and international experts* – completed as part of the completed National Consultant/Trolleybus system and upgrades report.
- *Identify and facilitate activities relevant to piloting designated lanes for trolleybuses and other buses* – Carried out within the Public Transport and Cycle Transport corridors feasibility study.

- *Prepare a plan for unified fare system and simplified fare collection, based on cost-based pricing and affordability and submit it to ETA and CTA for approval;* – Carried out within ongoing Public Transport Unified fares collection and Paid Parking ongoing work.
- *Develop an integrated assessment of transport-related GHG emissions in consultation with other national stakeholders and international experts* - carried out by GHG emission calculations study.
- *With the help of international consultant, and in close collaboration with the ETA assist in developing a design for transit management and dispatch centre using state-of-the-art information technology* - subject to separate dispatcher commission.
- *Identify connections with existing relevant initiatives/programmes and projects in transport sector and submit a short list to UNDP for establishing potential synergy and coordination;* - subject to separate commission of PR consultant.
- *Organization of a training to improve maintenance and upgrades for trolleybus enterprise* - subject to separate Capacity building work.

Recommendation

- **It is considered that National Consultant/Trolleybus system and upgrades report consultant inputs are complete on this project.**

3.3.10 Greenhouse Gas Emissions Calculations Report

This work is considered to result in an underestimate of the GHG emission reductions, since it is based on a formula derived from US GHG emissions reductions resulting from the introduction of Mass Rapid Transit schemes. Although the PM has indicated this has been carried out in accordance with agreed GEF calculations it is considered that the conditions for USA MRT are very different to Dushanbe and in particular do not take into account other measures unique to Dushanbe eg legislation changes, introduction of paid parking, bus network optimisation etc.

The MTE evaluator has a number of concerns on this report including:

- It is only focussed on the impact of introducing bus and cycle lanes - it does not consider the impact of wider measures (eg the impact on bus operations by controlling parking). Also no assessment

has been made of managing the network better (eg through Urban Traffic Control). Also no assessment has been made of reduced emissions from fewer car trips as modal transfer to public transport takes place.

- Assessment is based on MRT formula - however MRT is not proposed in Dushanbe – furthermore the American MRT formula will not have accounted for trolley bus operations (since these do not exist in USA).
- There are a large number of exclusions, caveats and assumptions in the assessment – this may weaken the findings of the report.
- No Do Nothing, Do Minimum or Do Something assessments have been carried out – the assessment seems to have been carried out before the schemes themselves have been identified.
- There are a large number of discrepancies with previous reports and calculations which do not appear to be explained.
- However, it is acknowledged that the work has been carried out to GEF standards.

Recommendation

It is recommended that a consultant (national or international) is appointed to reassess the baseline and targets for GHG calculation after project pilots implementation.

3.3.11 ToR for driver certification Unit

It is understood that a ToR was issued for this and that there was a lack of response to this - the need for this study needs to be reviewed by the PM.

Recommendation

It is recommended that Driver certification Unit commission is now not required.

3.4 GEF Evaluation Ratings

At the request of UNDP, the Evaluation Ratings are contained within **Appendix J**.

4.0 Conclusions, Recommendations and Lessons Learnt

4.1 Conclusions

The project aims at reducing local and Greenhouse Gas (GHG) emissions while improving access and quality of public transport services for all residents. The ProjDoc and Inception Report indicate that it is expected that by the end of the project the share of sustainable public transport modes will increase from current 8% to 28% leading to nearly 50% reduction in GHG emissions from city's transport sector.

The purpose of the mid-term review is to provide information about the status of the "Support to Sustainable Transport Management in Dushanbe City" project implementation in order to ensure accountability for the expenditures to date and the delivery of outputs and to make recommendations for improvements to the project, so that UNDP can make midcourse corrections to the project, as appropriate.

Implementation of this UNDP/GEF project officially commenced on 13/4/10 and the completion date is 12/4/14.

Approximately 33% of the budget has been spent - this clearly indicates that the project is a long way behind programme. It appears that delays in programme were more in the early years of the project ie 2010 and 2011. It is noted that since January 2012 with the appointment of a new PM the project has begun to deliver on projects and gain momentum. The lack of a reliable and effective CTA has hampered the work on the project. It is very clear from the meetings held on the MTE Mission that the UNDP since 2012 is in regular dialogue on an individual basis with the key stakeholders. However, the process of setting up these relationships in the early stages of the project is not considered to have been efficient.

The main beneficiary of the project is the Municipality and on the whole, they are reasonably pleased with the progress on the project.

As detailed in the MTE Inception Report a number of fundamental issues were raised about the adequacy and appropriateness of the Revised Logical Framework as an evaluation tool. An updated logical Framework is proposed as part of this MTE.

The project has had a number of **achievements** which are summarised below:

Some capacity building exercises and dissemination of a wide range of information relating to the project to both stakeholders and the general public has been carried out. This has included:

- With the NGO (21st Century Youth) promotion of the pilot cycle lane and cycling events on, for example, Earth Day – this involved press releases, rallies, marathons and information dissemination region wide eg in Kazakhstan, Kyrgyzstan and on the BBC.
- Organising a study tour to Almaty on international conference on best parking policies and strategies 28-30 November, 2012 with participation of high level officials (Deputy Mayor of Dushanbe city, Head of Tax committee of Dushanbe city and Head of Traffic Police of Dushanbe city) and dissemination of information to stakeholders specifically relating to parking management.
- Organising a study tour to Guangzhou /Beijing 8-14 July 2012 (consisting of Chief Architect of Dushanbe city, Deputy Head of State Traffic Police under the Ministry of Interior Affairs of the Republic of Tajikistan, Director of SUE "Trolleybus, Head of Environmental Department within Dushanbe city Municipality) and dissemination of information to stakeholders specifically relating to BRT.
- Transport Modelling presentations given by the Transport Model consultant and subsequent dissemination of transport modelling information. Following this one of the state universities is considering the possibility to introduce a new course on land-use/transport modelling since participants expressed huge interest in developing a package of training materials, which could be taught to students.
- Training on the GHG emissions model in September 2012.

The project has succeeded in establishment of good coordination and partnership with involved state agencies as well as with local NGOs and academic/scientific institutions and ensured their clear understanding of necessity to reforming the public transport management system.

The Study tours in particular have been shown to focus minds and resulted in a renewed commitment towards project objectives and raise the profile of this project – for example at the request of the Mayor the UNDP project was recently requested to present at a Foreign Aid Project seminar.

The project has established good partnerships with the donor community over the reporting period. Specifically, the project has closely collaborated with ADB HQ team on the possible introduction of a BRT system in Dushanbe city. ADB has been very interested to showcase Dushanbe city as a BRT demonstration model and has considered the possibility of grant allocation to the Government for BRT introduction in the

near future. Prior to the ADB mission the PM disseminated to all the key stakeholders available information on BRT to assist with ADB discussions. From the meetings held with stakeholders as part of the MTE Mission it was obvious that this information dissemination was gratefully received by the stakeholders. Within the ADB mission (conducted in early January 2013) it became clear that notwithstanding the fact that the project has laid the information ground for the introduction of a BRT system in Dushanbe (via the successful study tour to China and distribution of BRT training materials to all project stakeholders), further capacity building activities will be needed for broader official circles (including economic sector high level representatives) to raise their awareness on the BRT system. Based on this, ADB has expressed their desire to organise a number of BRT study tours to enhance the project capacity building component during 2013 and 2014.

- The pilot cycle lane implemented on Shotemur Street is to be congratulated in terms of being a landmark for changing the mindset of the Municipality to actually implement such a scheme.
- Another success of the project has been the agreement by the Municipality that all new road construction and rehabilitation works will include the provision of cycle lanes (where space permits).
- Another success of the project has been the agreement by the Municipality that all new road construction and rehabilitation works will include the provision of bus lanes (where space permits). It is essential that the effectiveness of these bus lanes is monitored both before and after implementation via data collection on bus journey times.
- The PM has taken the initiative to interact with emerging projects in Dushanbe through discussions with ADB and disseminating to all the key stakeholders available information on BRT. From the meetings held with stakeholders as part of this Mission it was obvious that this information dissemination was gratefully received by the stakeholders.
- Independently of the project, the Traffic Police as members of the PSC have implemented two dedicated bus lanes, one of which has markings only (Ismoil Somoni Street – 3.5km in length) and one has markings and signs (Ayni Street – 6km in length). The MoT RT are also currently reconstructing the road on Ismoil Somoni Street up to Choryakoron Street (Western Gate) which it is understood will include dedicated bus lanes.
- The project has been successful in gaining private sector support for the project - for example Megafon provided \$10,600 towards the cycle lane and cycle parking implemented.

4.2 Corrective actions for Project design, implementation, monitoring and evaluation

The generated recommendations are presented in the following table:

Project Start and Duration
<ul style="list-style-type: none"> Adjust the project start and completion dates according to procedures, ie 4 years starting from the moment when the Project Document was signed (from 13/4/10 to 12/4/14). Extend the project duration by 20 months (ie new completion date is December 2015) at no additional costs.
Project concept/design and evaluation
<ul style="list-style-type: none"> Update the project Logical Framework to address proposed revisions to project baselines, indicators and targets.
Project stakeholders participation and partnership establishment
<ul style="list-style-type: none"> Organize and plan at least two PSC meetings per year as indicated in the proposed revised programme. Keep in contact with relevant funders and invite them to sit on the project Steering Committee meetings. Keep in contact with Safe City project implementation. Record of decisions made during consultation with stakeholders and other project partners (donors, NGOs, etc.) should be made and further disseminated.
Project financial planning
<ul style="list-style-type: none"> 2013 Work plan budget of \$759,399 is considered to be an unrealistic amount to spend in 2013, so this budget should be split between 2013/ 2014 and 2015. The \$331k, allocated to build the detailed transport model in 2013 should be redirected to fund other measures such as:

- Implement capacity building measures
- Expansion of pilot bus lane network to at least 15 km length.
- National consultants to set up legislation Working Groups.
- National PR consultants and associated activities.
- Additional CTA technical support to national PR, Capacity Building and dispatcher centre consultants.

Project coordination and operational issues

- Review procedures for appointment of CTA's at the outset of projects in terms of having the appropriate education/professional qualifications and essential transport planning experience.
- Cancel the contract of the existing CTA and to appoint a new project CTA who is considered to directly assist on some of the proposed capacity building components and works with national and international organisations.
- Appoint a national PR/advertising consultant (with advice and input from the new CTA) to develop PR activities to promote the various initiatives implemented eg:
 - General PR campaigns on sustainable transport.
 - Introduction of bus lanes.
 - Cycle promotion.
 - Introduction of Paid Parking.
 - Real Time Passenger Information as part of the Dispatcher project.
 - Introduction of changes to Legislation relating to transport.
- Appoint national consultants to facilitate identified working groups to take forward the legislation changes and to lobby National Government for ensuring the required changes.
- Review whether there is adequate support given that the project is now entering a key delivery stage.
- Ensure all work commissioned is produced in English as well as Russian to comply with ToR

requirements.

Implementation of specific project activities

- The baseline and targets for GHG emissions calculation to be reassessed and recalculated after project pilots' implementation.
- Implement Single Dispatcher Control Centre (SDCC) as follows:
 - Issue ToR to conduct the Feasibility Study for introduction of a Single Dispatcher Controller Centre (SDCC).
 - Based on Feasibility Study recommendations sign MoU with involved stakeholders.
 - Issue tenders and conclude contracts to equip the SDCC.
 - Following implementation of SDCC undertake review of lessons learnt from trial period.
 - Further roll out of the project using OSI funding to State Buses.
- Implement the project pilot bus lanes as follow:
 - Based on the findings from Public Transport and Cycle Transport corridors Feasibility Study report the bus lanes would include extension of Ayni St bus lane to Saadi Sherozi Ave and onto Abuali ibn Sino Avenue to connect to the existing bus lane on Ismoil Somoni Street (where signing and possibly new marking should be provided). This will represent a continuous bus lane providing higher quality bus (and trolley bus) linkages from key residential areas to the city centre, employment, the airport and the regional bus station.
 - Where possible the implementation of the bus lanes should also look to review and enhance existing pedestrian crossing in terms of markings and signage.
 - Ensure monitoring of the bus lanes for final evaluation.
 - Ensure the capacity building sessions (as part of CTA's tasks) on the best practice design standards for bus lanes to inform future provision of bus lanes.
- For completion of Fare Collection report – additional study on bus route network optimization should be authorized.
- The further work with Municipality and other stakeholders should be resumed to promote the public transport and priced parking proposals emerging from Unified Fare Collection and Priced Parking

studies.

- The ToR for the further Transport Model data collection/modelling should be cancelled and the 2 tenderers who returned a tender to be informed.
- The remaining unspent elements of the Transport Model commission should be used for the Transport Model consultant to provide training and capacity building on general land use and urban transport planning issues.
- The effectiveness of a pilot cycle lane should be monitored after implementation via data collection on usage. The scope to obtain additional funding for implementation of future cycle lanes (markings and signs) from the GEF Small Grants Programme (SGP) and private investors should be investigated.
- The general capacity building activities should be promoted via organization of an International Conference on Sustainable Urban Transport measures in Dushanbe city.
- The National Consultant/Trolleybus system and upgrades report consultants' inputs are considered to be complete on this project.
- The Driver certification Unit commission is now not required.

4.3 Lessons learned

Lessons Learnt are summarised below:

- Given the delays incurred in the early years of the project then Project start up procedures on UNDP projects should be reviewed.
- It is very apparent that recently (ie since the 2012 Study Tours to Almaty and Guangzhou /Beijing which involved senior officials from the Municipality) that the project has in principle support and ownership from key decision makers at the Municipality. This was lacking in the early years of the project and hence the project struggled to deliver.
- Partnership working relationships with other relevant projects is required as evidenced by the recent agreements to coordinate and exchange information with EBRD on their trolley bus project.

- A project like this must be seen as a whole and in a joined up coordinated way and the different activities should be coordinated with each other.
- A dedicated PM is required on UNDP projects of this scale from the outset.
- UNDP to review procedures for appointments of CTA's at the outset of projects in terms of qualifications and experience of CTA's and also the length of time they are appointed.
- UNDP should ensure that a proper handover when there are changes in PM is carried out.
- Late appointment of support staff is to be avoided.
- As detailed in **section 3** of the MTE, the design of the pilot cycle lane (eg cycle lane width, crossing provision at intersections) is not of a sufficient standard to encourage cyclists to use it and clearly indicates that capacity building is required to ensure safe and suitable provision is made for cyclists.
- The importance of education (and hence the need for a PR consultant) and enforcement (and hence the need for the legislation work) was evident from the site visits since drivers park vehicles on footways and the pilot cycle lane. As such this needs to be made illegal and enforced and as such this needs to also be addressed in the under commission legislation report.
- Education and training for the general public is also needed to promote cycling and this will be a role for the PR consultant.
- From the site visits lessons learnt from the bus lanes implemented by the Traffic Police should be carried through in the UNDP project since these are unusable due to parked cars and minibuses stopped in them and as such no buses were observed using the bus lanes. It is quite clear that parking restrictions (to be included in the under commission legislation report) and enforcement of the bus lanes (via ideally cameras and linked to the Safe City project) is required. It is also quite clear that capacity building for the municipality in terms of good practice design for bus lanes is required. Also education and publicity for the general public is required for the bus lanes.
- The need for and recognition by all the stakeholders for capacity building is a key lesson learnt. This has also been evidenced by the ADB January 2013 visit which also highlighted the need for Capacity building.



Appendices



Appendix A – Mission Programme

Appendix A – Mission Programme

MISSION PROGRAMME FOR MR. COLIN SHIELDS,

INTERNATIONAL CONSULTANT FOR MID-TERM REVIEW AND REVISION OF UNDP/GEF PROJECT

SUPPORT TO SUSTAINABLE TRANSPORT MANAGEMENT IN DUSHANBE CITY

Dushanbe, Tajikistan

13th to 19th January 2013

Time	Activity	Venue
Sunday, 13 January		
02.30	Arrival to Dushanbe with Somon Air flight 4J160	
Monday 14th January, Review Day 1		
09.00 – 13.00	Meeting with UNDP/GEF team who will handover to CS all relevant project documents. CS and UNDP/GEF Project Board to discuss and agree scope of mid-term review work including stakeholders to be consulted with.	UNDP offices
13.00 - 14.00	Lunch	
14.00 – 17.00	CS to review all available documents.	UNDP offices
Tuesday 15th January, Review Day 2		
09.00 – 13.00	Site Visit around Central Dushanbe with UNDP team	UNDP offices/site visit

13.00 - 14.00	Lunch	
14.00 – 17.00	Meeting with UNDP/GEF Project Board to discuss progress on the overall project and their views on project progress	UNDP offices
Wednesday 16th January, Review Day 3		
09.00 – 13.00	CS ongoing review of project and/or (subject to UNDP setting up meetings) discussions with key stakeholders including such as Mayor, Head of Traffic Police, Dushanbe City, Ministry of Transport, LLC Scientific Research Institute, Bus and trolley bus operators (exact stakeholders and dates/times of meetings to be confirmed by UNDP).	UNDP offices/stakeholder offices
13.00 - 14.00	Lunch	
14.00 – 17.00	CS ongoing review of project and/or (subject to UNDP setting up meetings) discussions with key stakeholders including such as Mayor, Head of Traffic Police, Dushanbe City, Ministry of Transport, LLC Scientific Research Institute, Bus and trolley bus operators (exact stakeholders and dates/times of meetings to be confirmed by UNDP).	UNDP offices/stakeholder offices
Thursday 17th January, Review Day 4		
09.00 – 13.00	CS ongoing review of project and/or (subject to UNDP setting up meetings) discussions with key stakeholders including such as Mayor, Head of Traffic Police, Dushanbe City, Ministry of Transport, LLC Scientific Research Institute, Bus and trolley bus operators (exact stakeholders and dates/times of meetings to	UNDP offices/stakeholder offices

	be confirmed by UNDP).	
13.00 - 14.00	Lunch	
14.00 – 17.00	CS ongoing review of project and/or (subject to UNDP setting up meetings) discussions with key stakeholders including such as Mayor, Head of Traffic Police, Dushanbe City, Ministry of Transport, LLC Scientific Research Institute, Bus and trolley bus operators (exact stakeholders and dates/times of meetings to be confirmed by UNDP).	UNDP offices/stakeholder offices
Friday 18th January, Review Day 5		
09.00 – 13.00	CS ongoing review of project and/or (subject to UNDP setting up meetings) discussions with key stakeholders including such as Mayor, Head of Traffic Police, Dushanbe City, Ministry of Transport, LLC Scientific Research Institute, Bus and trolley bus operators (exact stakeholders and dates/times of meetings to be confirmed by UNDP).	UNDP offices/stakeholder offices
13.00 - 14.00	Lunch	
14.00 – 17.00	Meeting with UNDP/GEF team to discuss initial findings and agree next stages of work and reporting.	UNDP offices
Saturday 19th January		
0300	Depart Dushanbe with Somon Air flight 4J159	



Appendix B – List of Documents Reviewed

C1 The following project documents were made available in advance and during the Mission by the UNDP Project Manager:

- Revised Logical Framework.
- ToR -Mid Term Review and Revision of UNDP/GEF project.
- 2012 PIR.
- Land use Model ToR.
- Fares/Parking ToR.
- PT capacity Building ToR.
- Supporting Sustainable Transport Management in the City of Dushanbe – Transport Research Institute (TRI) March 2012.
- Developing a Land Use/ Transport Model and using it to prepare a Sustainable Land Use/ Transport Plan for Dushanbe City – Mission 1 Report Peter Davidson Oct 2012.
- CHG Emissions Reduction Calculation Mission report – Dzmitry Halubouski – 31/8/11.
- Greenhouse Gas Emissions Calculations Report - Dzmitry Halubouski – 17/10/12 (English version received 26/1/13).
- Feasibility Study of establishment of Transport Corridors for public transport and bicycles in Dushanbe city – Z. N. Khushov. 2011.
- Quarterly Progress Monitoring Matrix 2012 – UNDP.
- Presentation of Technical data, evaluation of existing trolleybus system and possible upgrades – A. A. Aliev.
- First draft report of the results of travel demand survey in Dushanbe – Transport Research Institute Oct 2011.
- Assessment of a Unified Fare Collection System for all Public Transport Modes and Priced Parking Areas in Dushanbe Mission 1 Report draft 1 21/12/12 Richard Burley.
- ToR Legal Review.
- ToR for EBRD trolley bus study.
- 2011 PIR.
- Annual Work Plans 2011, 2012 and 2013 (draft).
- Minutes of the Project Steering Committee meetings.
- GEF feedback on UNDP reporting.
- ToR GHG emissions study.
- Updated 2012 Quarterly report.

- Project Document.
- Project Steering Committee meeting notes (not available for 2nd PSC).
- 2012 APR
- Pilot cycle lane progress report
- Feasibility study of bicycle path and bicycle parking construction in Dushanbe city – 2011 - NGO

Documents not made available for the review:

- Updated Mr Khushov report - only available in Russian.
- Master plan information - only available in Russian.
- Mr Davidson Revised Report with data requirements.
- BRT and Parking information brochures developed by UNDP and disseminated to stakeholders - only available in Russian.
- P51 of the Inception Report includes a TOR for the NGO - the outputs from the appointment of the NGO work were not available for review.

C2 In addition the report makes reference to the appropriate UNDP and GEF Monitoring and Evaluation policies including:

- UNDP - Handbook on Planning Monitoring and Evaluating for Development Results
- UNDP -Guidance for conducting terminal evaluations of UNDP supported, GEF-Financed projects
- UNDP -Evaluation Guidance for GEF Financed Projects - version for external Evaluators
- Capacity 21 - GEF, UNDP – Participatory sand Monitoring and Evaluation
- UNDP - Outcome level Evaluation – A companion Guide to Handbook on Planning Monitoring and Evaluating for Development Results for programme units and evaluators
- GEF – Monitoring and Evaluation Policy



Appendix C – Stakeholders Interviewed



- 16/1/13 – Mr Juraev - Head of Environmental Protection Department - Dushanbe Municipality
- 16/1/13 Mr Tagoev – Deputy Architect - Dushanbe Municipality
- 16/1/13 Mr Faizulloev – Chief Architect - Dushanbe Municipality
- 16/1/13 Nozigul Khushvahtova Legislation Consultant meeting
- 17/1/13 – Mr Khushov – Deputy Head of Dushanbe Traffic Police
- 17/1/13 – Mr Yunusov (Deputy Director) and Mr Mamadorifov (Head of Planning and Forecasting Dept) Limited Liability Company Transport Research Institute (TRI).
- 17/1/13 Mr. Ulf Hindstrom (Head of EBRD office Dushanbe Tajikistan) and Ms. Ravshanak Khusein-Zade (Programme Monitoring Analyst MEI) EBRD
-
- 17/1/13 – Mukhammadi Ibodulaev (OSI)
- 18/1/13 - Sukhrob Khoshmukhamedov (UNDP Assistant Resident Representative/Programme), Nargizakhon Usmanova (UNDP Programme Analyst), Nailya Mustaeva (UNDP Programme Associate)
- 18/1/13 – My Oev – Deputy Mayor



Appendix D – Key Findings From Meetings Held During Mission



16/1/13 – Mr Juraev - Head of Environmental Protection Department - Dushanbe Municipality

The main beneficiary of the project is the Municipality and therefore the first meeting was held with the National Project Coordinator to understand his views on the project and the management of the project.

On the whole, he was reasonably pleased with the progress on the project and had the following specific observations:

- More awareness raising of the public is needed to explain why a particular measure is being implemented and how to use it. The mindset of the population needs changing.
- Trolley buses are unreliable due to lack of investment in the cable infrastructure.
- The study tours organised by the PM have been extremely valuable in raising awareness at the Municipality and to gain senior level (Mayor and Deputy Mayor) support for the project.
- More training and support is required for municipality staff (eg with the master plan team to understand the interaction of land use planning and transport).
- Desire to use local consultants rather than international consultants to ensure the skills and knowledge stays within Dushanbe once the UNDP project has finished.
- Car ownership is rising, so further measures to encourage modal shift to public transport, cycling and walking are needed.
- Would welcome changes to the project to address the issues identified above.



- Impressed with current PM and way the project is managed and the PM vision and commitment to the project.

16/1/13 Mr Tagoev – Deputy Architect - Dushanbe Municipality

Mr Tagoev indicated he is the head of the planning team that incorporates transport. Currently he is working on the masterplan which is likely to be approved mid 2013. In terms of support that the UNDP project could provide, Mr Tagoev indicated that training of Municipality staff is a key issue particularly in the areas of:

- Input to the master plan for road cross sections to indicate appropriate standards for pedestrian, cycle and bus facilities – given the timescales of the approvals process of the masterplan this is required urgently
- Parking – design/standards/volumes.
- Design of new major traffic signal intersections - this was indicated as required urgently.
- Traffic management in terms of designing a street hierarchy for the city centre and dealing with issues such as one way roads.
- Approvals process for new land use developments and how to assess the transport impacts of new developments.

Mr Tagoev indicated that the training could be linked and shared with University technical courses to raise capacity building amongst students.

16/1/13 Mr Faizulloev – Chief Architect - Dushanbe Municipality

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UNDP Tajikistan



Mr Faizulloev stated that car ownership is rising and hence encouragement of modal shift to public transport, walking and cycling is required. Mr Faizulloev indicated that parking is a serious problem in the city and needs to be addressed. As such Mr Faizulloev supports the UNDP project. In relation to training Mr Faizulloev supported Mr Tagoev's identified training requirements. Mr Faizulloev also indicated that training should be coordinated with the MoT Institute and the Design Institute for Transport.

Action

- **Based on discussions with Mr Juraev, Mr Tagoev and Mr Faizulloev there is an urgent need to appoint PR and Capacity Building consultants and the Capacity building consultant should engage with the Universities and the Institutes.**

16/1/13 Nozigul Khushvahtova Legislation Consultant meeting

A meeting was held with the legal consultant to discuss the work carried out so far and the next stages of work. Her work has involved:

- Review of current standards, regulations, laws and by-laws.
- Structural review of responsible organisations – for instance there are 25 different agencies relating to public transport!
- Review of compliance with standards.



A key issue from the review is that there are no laws relating to urban transport or urban planning. The impact of any legislation changes on Labour Codes will need to be evaluated.

The next stages of work will be to identify the action plan to develop laws relating to Urban Transport to cover, for example, all public transport services and operators, paid parking, enforcement, of parking restrictions, land use planning and integrating transport improvements required as part of the approvals process, introduction of norms (eg provision of bus lanes in all new road construction projects). The action plan will need to identify responsible bodies, transfer of national government funding to local Government, PPP legislation, information dissemination between the different agencies and funding implications (for example scope to ring fence revenues raised from paid parking to use to invest in administration of the proposed paid parking scheme and to invest in public transport improvements.) This action plan will involve setting up various working groups with the Municipality to agree the way forward and how to lobby National Government to make the legislation changes required. These working groups will need to be officially recognised by the Municipality and hence the need to appoint My Oev.

Action

- **Support to manage and provide technical support to the working groups should be provided by UNDP - this will require UNDP PM, CTA and legal advisor support as well as any additional UNDP Project Assistant support and given that the implementation of the legislation measures will likely extend beyond the life of the programme it is recommended that the UNDP provide additional financial support at the end of the project to support the successful implementation of what is the**



most important measure of this UNDP project. These working groups will also need to interact with similar initiatives elsewhere in Tajikistan such as the EBRD trolley bus project and the EBRD Khujand Public Transport project.

- Linkage of this work with the PR and Capacity building consultants will be essential to ensure understanding of what the laws are about and why they are needed is given.

17/1/13 – Mr Khushov – Deputy Head of Dushanbe Traffic Police

Mr Khushov confirmed the findings of the transport problems in Dushanbe as outlined in his report and the problems identified in other studies such as that of Mr Burley, Mr Aliev. and by the TRI. Importantly Mr Khushov considers that control and regulation of minibuses is of utmost importance to increase use of state buses and trolley buses and that minibuses are part of the public transport network. As such Mr Khushov needs more powers to enforce minibuses to only stop at bus stops. This will require a review of the sizing and location of bus stops since Mr Khushov considers that bus layby designs are currently inadequate.

Mr Khushov is keen that the project provides for more bus lanes in the city and that he is given greater powers to enforce parking restrictions in the city.



Mr Khushov outlined the Safe City Study being carried out by the contractor Huawei (Republic of Tajikistan Traffic Police project) - this is a \$22m project to be completed by September 2013. The project involves an upgrade of signal equipment at 74 (out of 123) intersections and the installation of 876 CCTV cameras to survey traffic violations. Fines will be issued via text messages to the drivers. An Urban Traffic Control Centre will be set up to coordinate traffic signal timings. It is understood that this project has taken 2 years for the contract to be signed. Mr Khushov also indicated that the Traffic police have carried out passenger surveys on 88 routes in the city.

**17/1/13 – Mr Yunusov (Deputy Director) and Mr Mamadorifov (Head of Planning and Forecasting Dept)
Limited Liability Company Transport Research Institute (TRI)**

Mr Yunusov and Mr Mamadorifov confirmed the findings of the transport problems in Dushanbe as outlined in the previous TRI studies and the problems identified in other studies such as that of Mr Burley, Mr Aliev and Mr Khushov. They also indicated that the project needs to be carried out on a comprehensive manner and that it must take recognition that travel patterns change throughout the year (eg school holidays in January, June July and August). Mr Yunusov indicated that one measure that should be introduced to reduce revenue leakage on the public buses is to increase the salaries of the drivers and conductors on the state buses - this would need to be considered in Mr Burleys work.

Mr Yunusov queried whether laws on consumer rights protection would mean that paid parking could not be introduced - this would need to be considered in the legal consultants work. Mr Yunusov and Mr Mamadorifov confirmed the need for training and capacity building is required for TRI particularly in:



- Transport modelling
- Public transport operations and bus network planning
- Bus lane designs

17/1/13 Mr. Ulf Hindstrom (Head of EBRD office Dushanbe Tajikistan) and Ms. Ravshanak Khusein-Zade (Programme Monitoring Analyst MEI) EBRD

Meeting held to provide information to EBRD on the UNDP project and for EBRD to update UNDP on the EBRD Trolley bus project. There have been long delays on the start of the EBRD project. Given the possible overlap between the 2 projects (for example it is understood that the EBRD project includes for a trolley bus routes priority rehabilitation plan ie optimising trolley bus routes, reorganising work schedules and developing legislation changes) it was agreed that the respective PM's would meet in Dushanbe to discuss areas where UNDP and EBRD could work together and to share best practice. Also the EBRD project is likely to have a large data collection requirement which should be coordinated with UNDP project. Collaboration and exchange of information would avoid duplication in the respective donors funding. EBRD also mentioned that there is an OSCE training project underway with the Traffic Police. EBRD also referred to recent public transport project in Khujand which also looked at changes required to national legislation. Post Mission note - it is understood the UNDP PM met with the EBRD PM (Umed Saidov) on 30/1/13. The EBRD Trolley bus loan agreement has the following targets:



Target	1/1/12 to 31/12/12	1/1/13 to 31/12/13	1/1/14 to 31/12/14	After 15
KM covered by trolleybuses	4m	4m	6m	8m
No of full fare passengers	6.5m	6.5m	9m	13m
Fare revenue collected from tickets sold (TJS)	5.5m	5.5m	12m	14m

Action

- UNDP PM to hold meeting with EBRD PM and identify future joint working action plan.
- UNDP PM to obtain more details on the OSCE training project to establish whether there is any overlap with the proposed Capacity Building Consultant work.



- **UNDP PM to review EBRD Khujand project and establish whether there is any overlap within the Legislation consultant work.**

Lessons Learnt

- **UNDP must work more closely with other related transport projects in Dushanbe**

17/1/13 – Mukhammadi Ibodulaev (OSI)

Mr Ibodulaev has recently successfully introduced an IT system to allow the public to report problems/failures with utilities online/text which allows the utility companies and the Municipality to act more efficiently to rectify problems (mometavonmen.tj). This has been hailed as a great success by the Mayor and as such Mr Ibodulaev has the Mayor's and Deputy Mayor's support for the next project Mr Ibodulaev is working on for the Open State Institute (OSI) on trialling a dispatcher system for the State Bus Company. This is also a proposed measure for the UNDP project to trial a system for the trolley bus network and, as such, the meeting was held to discuss how the two organisations could work together to deliver the dispatcher system. Mr Ibodulaev indicated that the UNDP 2013 budget of \$180k would be sufficient to implement the trial system on 20 trolleybuses plus the implementation of Real Time Passenger Information displays at 36 trolley bus stops. The system can also have the functionality to allow future provision of on board CCTV cameras on the



buses/trolley buses but this would not be implemented as part of the trial. I would question that the budget is actually sufficient.

On key question that needs to be discussed and agreed with the Municipality and the Traffic Police is the location for the Dispatch Centre. Given the Safe City Study project and the development of an urban traffic control centre and the introduction of a paid parking system (which will need a back office support centre) then there are obvious linkages between these 2 projects and the dispatcher centre in terms of control of traffic signals to give priority to buses, CCTV enforcement of eg parking restrictions and bus lanes. As such it is recommended that a single Transport Centre is set up which is responsible for the control of all transport operations in the city.

Action

- **UNDP should investigate with the various stakeholders the setting up of a single Transport Control Centre.**

The Mayor has instructed Mr Ibodulaev to have the system up and running by the first half of 2013. As such the following timescales were proposed by Mr Ibodulaev to jointly implement a system:

- Mr Ibodulaev has drafted a specification which will be forwarded to UNDP for comments.
- UNDP will need to issue the ToR for a contractor to implement the trial dispatcher system on a Trolley Bus route (s) covering 20 trolley buses. – Which will need to be agreed by 1/3/13.



- Tender period - allow 2 months ie UNDP will need to appoint a contractor for a start on site 1/5/13.
- Contractor starts work to implement system from 1/5/13 – allow a 6 month implementation period and evaluation of results/lessons learnt (which ideally would take place between July and October) to allow any fine tuning of the system to take place in this 6 month period.
- OSCE to provide further funding (circa \$20k) to roll the system out onto 1 or 2 State Buses - routes to be confirmed (following lessons learnt from Trolley bus trial) – this could be best informed by the proposed Bus Network Optimisation Study).
- Information dissemination /education of the public will be required - this will require the appointment of the PR consultant.
- Capacity building/training for the stakeholders in the system will be required - this will require the appointment of the Capacity Building consultant.
- Following the trials on the trolley bus and state bus networks, the individual operators will be required to provide funding to roll the system out onto all bus and trolley bus services.

Much of the work involved developing a specification for the dispatch ToR would appear to have already been done by Mr Ibodulaev – as such this is of significant benefit to UNDP. Furthermore, Mr Ibodulaev has the trust and support of the Mayor to implement a system and again this is of significant benefit to UNDP.

18/1/13



Sukhrob Khoshmukhamedov (UNDP Assistant Resident Representative/Programme), Nargizakhon Usmanova (UNDP Programme Analyst), Nailya Mustaeva (UNDP Programme Associate)

CS was able to provide the UNDP with an outline of his views on the progress of the project. The UNDP indicated that the project was initially delayed since it took 1 year to negotiate with the Government to sign the contract.

18/1/13 – Mr Oev – Deputy Mayor

This was the last meeting held on the Mission and proved to be a very valuable meeting since the PM and I were able to describe the way forward proposed on the project. Based on this the Deputy Mayor gave in principle support to the project going forward and more specifically gave his in principle support to:

- Introduction of paid parking – Mr Oev considers that parking is the no 1 problem in Dushanbe.
- Introduction of the dispatch centre.
- Setting up of working groups to take forward the legislation changes and to lobby parliament to make the required changes.
- Introduction of more bus lanes.
- Mr Oev being appointed to be the focal point and champion at the Municipality to implement the UNDP project measures.



Appendix E – Progress in Delivery of Project Outcomes



Progress in delivery of project outcomes and outputs

Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments	Evaluation
Outcome 1: Lower emissions from vehicles in Dushanbe, with safety and health quality in mind	<p>This outcome covers a number of activities, including calculation of GHG emissions according to GEF methodology, the introduction of improved fuel quality standards, the elaboration of specifications for installation and use of natural gas and LPG cylinders in vehicles, where used. The following activities have been conducted to ensure the completion of indicated activities:</p> <ol style="list-style-type: none"> 1. The GEF guidance-based Model for calculation and assessment of GHG emissions in Dushanbe city has been developed and demonstrated within the second mission by the International Consultant on GHG emissions calculation, Mr. D. Holubovski. The training on use of developed Model was conducted on September 25, 2012. The final report with baseline assessment of GHG emissions from Transport sector in Dushanbe has been submitted. 2. The Legal Expert to identify gaps in national transport sector legislation as well as to conduct the Study on harmonization of local fuel and vehicle efficiency standards has been hired. The draft report identifying the gaps in national transport sector legislation 	<p>GHG emission calculations have been completed – but recommendation that these are to be updated.</p>	



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments Evaluation
	<p>together with recommendations on further harmonization of existing national fuel and vehicle efficiency standards has been developed. The working group discussion (with project stakeholders) is expected to be conducted by the end of February 2013 to confirm the necessity of proposed reforms in public transport sector with further submission to the Dushanbe Municipality for review. Based on this WG discussion the project will be able to develop draft "Action Plan to improve the public transport management system" and reflect all suggested recommendations into separate section within the Law "On Transport" of the Republic of Tajikistan to be drafted by the project legal expert.</p> <p>3. In the course of regular meeting with involved stakeholders the project came to know that technical specifications for safe installation and use of natural gas and LPG cylinders in vehicles have been adopted in the country even in 2007. The special Decision by the Government of the Republic of Tajikistan (#4 as of April 20, 2012) was issued to promote the use of LPG and natural gas, according to which LPG or natural gas cylinders should be installed in all state (service) vehicles out of state budget (ministerial or state agencies funds).</p>	
1.1 Testing of indigenously developed filter and review of standards with policies for better enforcement	The project has made a decision to withdraw the activity associated with filters testing, since even in case of positive results of such testing, the project would not be able to ensure the sustainability of this activity (impossibility of mass production of tested filters, impossibility to force the drivers to installing such filters and also check every old vehicle on their availability, etc.).	1.1 Cancelled by UNDP



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments	Evaluation
2. Increased use of public transport, particularly trolleybuses			
2.1 Travel demand survey and forecast 2.1.1 Travel demand survey 2.1.2 Simplified transport demand forecast	2.1.1 Report on Travel Demand Survey conducted in 33 zones of Dushanbe city.	2.1 This data has been collected - however it has not been used since it was not coordinated with the appointment of the transport model consultant who requested a more wide scale data collection.	
2.2 Management of road space to maximise social gain through traffic management schemes that give priority to public transport vehicles and provide improved		2.2 This output is not clear	



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments	Evaluation
financial stability			
2.2.1 System upgrades for trolley-bus lines	2.2.1 Report and recommendation on system upgrades for trolleybus lanes.	2.2.1 Report completed on this - it is assumed the actions required will be covered by the EBRD project.	
2.2.2 Implementation of exclusive public transport axes during peak hours, including the possible establishment of physically segregated bus lanes for trolley buses	2.2.2 To ensure this activity the project has hired the National Consultant on public transport corridors who has conducted the Feasibility Study on introduction of segregated bus lanes and bicycle lanes in Dushanbe city. As a part of this assignment, the Consultant has conducted the review of infrastructural projects within Dushanbe city and developed recommendation for introduction of pilot bus lanes. The recommended transport corridors (with detailed cost estimations) have been discussed and agreed with Dushanbe Municipality and immediate road marking will be ensured within the first half of 2013.	2.2.2 Pilot bus lane not achieved yet and MTE recommends this is implemented in 2013.	



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments	Evaluation
2.2.3 A public transport management and information centre to direct schedules and dispatch	2.2.3 To enable this activity the project has organized the Study tour with training component to China for key persons of involved agencies to ensure their clear understanding on Dispatcher centres operation abroad. As a result, the project was able to identify and agree with Dushanbe Municipality the proper place to introduce the Single Dispatcher Control centre in Dushanbe city and responsible agency to operationalize this centre (this will be SCE "Dushanbenakliyothadamotrason"). The project has also agreed the trolleybus route (along the central part of the capital) to be piloted in 2013, meaning that all trolleybuses within this route will be equipped with GPS navigators and all bus stops will be equipped with real time information boards to be managed by this Dispatcher Controller Centre. The introduction of the pilot dispatch centre to manage the public transport sector schedules (especially trolley-bus operation) has been shifted to 2013, since the project failed to hire suitable international consultant due to limited pool of required consultancy.	2.2.3 Dispatcher centre not achieved yet and MTE recommends this is implemented in 2013.	
2.2.4 Introduction of a unified fare system and simplified fare collection for all public transport modes, with fares set to achieve financial	2.2.4 To make assessment of fare collection and priced parking in Dushanbe city, the project has contracted the international consultant. It turned out that these two issues (fare collection and priced parking) addressed by this project are of fundamental importance to reversing the decline in public transport, easing traffic congestion and improving the environment of Dushanbe city. Upon conducted mission to Dushanbe, the consultant has submitted report with initial vision on possible solutions on both issues; however the collection of additional data will be required to develop practical and adapted recommendations to introduce the	2.2.4 Study not completed yet and MTE recommends additional work required to compete the study should be approved.	



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments Evaluation
<p>equilibrium for the system as a whole without increasing the current average fare level</p> <p>2.2.5 Introduction of priced parking for cars</p>	<p>systems of unified fare collection and also priced parking in the capital. This activity will be resumed in 2013.</p>	<p>2.2.5 Study not completed yet and MTE recommends additional work required to complete the study should be approved.</p>
<p>3. Integrated land use and urban transport planning at the metropolitan level</p>	<p>Under this outcome the project has contracted an international consultant on land-use and transport modelling who has delivered a 6-day training on theory of land-use/transport modelling.</p> <p>This training session became absolutely new issue for national transport related agencies and project has been considering the possibility to introduce a new course on land-use/transport modelling in one of the state universities, since participants has expressed huge interest in developing a package of training materials, which could be taught to senior students. In addition to this, the project has received the land-use/transport modelling software, which will help the transport agencies to develop the first transport model for Dushanbe city to ensure operational developments as well as long-term planning measures relating to traffic, transport management issues, road development,</p>	<p>Not achieved and the MTE states that the complex model suggested by the international consultant is not required for this study and also the required budget and timescales do not fit in with the project.</p>



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments	Evaluation
	and zoning. The proposed model by the international consultant on transport/ land-use modelling Visual-tm software has been submitted to the project; however its suitability for Dushanbe terms is subject of evaluation by the mid-term project review and revision consultant.		
3.1 Working group on transport and land-use planning, with external consultations on transit corridor planning		The MTE mission identified that Capacity building is a key issue for the remainder of the project and the MTE provides several recommendations for the capacity building required.	
4. Increased use of non-motorised modes, including bicycles			
4.1 Feasibility study on the development of a bicycle manufacturing	4.1 The Feasibility Study with economic estimations for a Bicycle assembly shop has been submitted.	It is understood that Government has committed to construct and launch the bicycle manufacturing	



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments	Evaluation
facility and sales and service network;		facility	
4.2 Pilot-testing of bicycle lanes along specified routes	4.2 The first (pilot) bicycle lane of 5 km length has been successfully piloted and demonstrated in Dushanbe city, ensuring the wider use of non-motorized transport modes by the capital population. The key achievement is that the project has strived for adoption of Special Decision by the Chairman of Dushanbe city, according to which starting from September 1, 2011 - the construction of bicycle lanes will be a requirement for all companies engaged in the construction of new roads or reconstruction of old ones. This means that sustainability of further bicycle lanes construction will be ensured in future. Besides, five parking slots for 10 bicycles each have been installed in Dushanbe city.	Pilot cycle lane has been implemented. However as indicated in the MTE this has raised a number of capacity building actions based on the design and implementation of the cycle lane.	
5. Institutional Transformation of government, businesses and general public to embrace sustainable transport	Under this outcome the project has succeeded in strengthening the capacity of the high level working group members via conduction of a BRT study tour which allowed them to get clear understanding on: <ul style="list-style-type: none"> • design, operations and cost structure of the study city's (Guangzhou and Beijing) transport systems, with special attention paid to BRT and non-motorized components; • potential challenges in implementation of all relevant components and the way the study city managed to overcome them, including an explicit discussion of how Dushanbe's situation may be similar or different; 		



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments Evaluation
	<ul style="list-style-type: none"> • Clarity on financing and partial cost recovery through fares, taxes, parking fees, etc.; • Clarity on management structure for transit companies; <p>The project has also contributed into capacity building and awareness raising of involved national stakeholders via organization of a trip to Almaty city (November 2012) to ensure their participation in international seminar on parking policy and effective public transport management. Particularly, the participation of high level officials (Deputy Mayor of Dushanbe Municipality, Head of Tax Committee of Dushanbe city and Head of Traffic Police of Dushanbe city) has resulted into including the development of parking strategy for Dushanbe city into priority plans/activities for 2013 (this should also provide for making appropriate amendments into existing legislation).</p> <p>The project resumed strengthening the capacity of project involved stakeholders via conduction of various trainings. Particularly, the training on land-use/transport modelling and the training on GHG emissions calculation have been ensured within August-September 2012, thus promoting the project related activities and strengthening the partner relations with the project stakeholders, including the Dushanbe city administration, the Ministry of Transport, the Department of architecture and city planning, the Department of Traffic Police (SAI) of Dushanbe city, the Department of Traffic Police (SAI) of the Republic of Tajikistan, the SUE "Dushanbenakliyethadamotrason" (the public transport dispatching department of the Dushanbe city", the Tajik Technical University, the Tajikistandard of the Republic of Tajikistan, the Hydrometeorology department, the Giprotans Institute, the Design</p>	



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments	Evaluation
	Institute, the Department of construction, reconstruction and rehabilitation of Dushanbe roads and bridges, the trolleybuses and bicycles assembling shop in Dushanbe city, a number of ecological NGOs, the Public Fund "Civil Internet Policy Initiative" and others.		
5.1. Targeted packages of technical and institutional training relating to sustainable transport measures for the project staff, transport employees and Khukumat		Required trainings have been reviewed and recommendations for improved trainings have been made in the MTE report.	
5.1.1 Training on enterprise development for trolleybus, bus and Marshrutka operators, including despatch and revenue management.		This has not been carried out and is assumed to be covered for buses and trolleybuses under the EBRD project.	



Outcomes / outputs	Progress (achievements) reported by UNDP (in 2012 PIR, APR)	Mid-Term comments	Evaluation
5.1.2 Training to improve maintenance and upgrades for trolleybus enterprise		This has not been carried out and is assumed to be covered under the EBRD project.	
5.1.3 Regulatory development to promote sustainable transport		This has partly been achieved with the Municipality including cycle lanes and bus lanes in all new road construction projects. Working Groups proposed as part of the legislation work will further develop changes in legislation to promote sustainable transport.	
5.2 Monitoring and evaluation		This is carried out by UNDP as part of PIR and APR.	



Appendix F – Evaluation of Project Performance Indicators and Delivery Status



5.0 Delivery Status

Evaluation of Project Performance Indicators and

#Status of delivery colour codes: **Green** / completed – indicator shows successful achievement

Yellow – indicator shows expected completion by the end of the project (assuming timescale extended)

Red – Indicator show poor achievement - unlikely to be complete by end of Project

**Satisfaction rating scale:* Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory

Project Strategy	Objectively verifiable indicators	
<p>Goal</p> <p>Create a sustainable transport system in Dushanbe that could serve as a model for Central Asia</p>		



	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions	Rating *
<i>Objective</i>						



Reduce local and greenhouse gas emissions associated with the transport system in Dushanbe while improving access	Annual emissions from transport sector in the course of project period. Average daily commute time.	Local and greenhouse gas emissions from transport sector in Dushanbe increase by nearly 3-fold by 2020. Average daily commute increases nearly 2-fold by 2020.	Annual emissions in 2020 limited to less than 450,000 tonnes Average daily commute time in 2020 limited to 50% below 2006 levels.	Emissions inventory of transport modes and modelling. Travel demand surveys; customer satisfaction surveys.	Implementation of package of measures	MS
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<i>Outcomes</i>	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions	
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1. Lower emissions from vehicles in Dushanbe, with safety and health quality in mind	<p>Fuel efficiency and tailpipe standards for cars registered in Dushanbe.</p> <p>Specifications for installation and use of natural gas and LPG cylinders in vehicles, where used</p> <p>Improved fuel quality standards for petrol</p>	<p>Average fleet efficiency reduced by about 12% by 2020 as a result of normal evolution of fleet, and less than 5% reduction in per mile emissions of hydrocarbons, particulates and oxides of nitrogen</p> <p>Poor safety record for marshrutkas and fuelling operations</p>	<p>Average fleet efficiency improved by 33% by 2020 and 50% reductions in per mile emissions of hydrocarbons, particulates, and oxides of nitrogen</p> <p>Safe and clean vehicle and fuelling operations maintained</p>	<p>Emissions inventory, customer satisfaction surveys</p>	<p>Implementation of vehicle emissions standards</p>	<p>MU</p>
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1.1 Testing of indigenously developed filter and review of standards with policies for better enforcement	Implement ation of stricter standards for vehicles and fuel quality	Poor monitoring of fuel quality and vehicles	Vehicle emissions standards and petrol, diesel and gas standards enforced to maximise fuel economy and minimise emissions	Certification of fuel efficiency standard and CO and HC standards for all vehicles Certification of natural gas and LPG retrofits and fuelling stations Certification of fuel quality	Availability of qualified inspection/maintenanc e staff and testing equipment	N/A Outcome removed from project
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Outcomes	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions	
2. Increased use of public transport, particularly trolleybuses.	Modal share, speed of trolleybuses, intermodal connections	Passenger mode shares of buses and trolleybuses decline from about 4% in 2010 to 2 % in 2020	<p>Passenger mode shares of buses and trolley buses increase to about 13% in 2020</p> <p>Increased average speeds of trolleybuses</p> <p>Reduced travel times for all public transport modes.</p> <p>Faster inter-modal transfers.</p>	Travel demand surveys; customer satisfaction surveys	<p>Adequate technical support and financing to improve services</p> <p>Adequate training of personnel on improving service quality</p> <p>Users find public transport attractive</p>	MS



2.1 Travel demand survey and forecast	Completion of travel demand survey	Lack of data on travel demand and demand growth	Improved understanding of travel demand, modal use, origins and destinations, travel demand growth. Improved strategies for integrated land-use/transport planning	Data generation on travel demand, especially along main transport corridors.	Data quality	2.1.1 =MS
2.1.1 Travel demand survey					Availability of simplified transport model applicable for Dushanbe	2.1.2 =MU
2.1.2 Simplified transport demand forecast	Completion of demand forecast					



2.2	Management of road space to maximise social gain through traffic management schemes that give priority to public transport vehicles and provide improved financial stability	Trolley-bus system technical analysis completed and investment commitments are sought for upgrades	Increased congestion, lack of control over private vehicle use, public transport modes slowed down	Reduced congestion, increased flow of public transport modes, reduced need for private vehicle purchases	Trolley-bus system technical analysis completed and investment commitments are sought for upgrades	Adequate investment for system upgrades from government and private sector	2.2.1 =MS
2.2.1	System upgrades for trolley-bus lines				Development of dispatch centre	Feasibility of implementing exclusive public transport axes.	
2.2.2	Implementation of exclusive public transport axes during peak hours, including the possible establishment of physically segregated bus lanes for trolley buses	Car population	Car population exceeds 110,000 by 2020	Car population remains below 80,000 by 2020	Completion of fare-collection study	Political will to develop and implement rules to manage road space, including parking regulations	2.2.2 =MS
2.2.3	A public transport management and information centre to direct schedules and dispatch;	Development of dispatch centre	Trolleybus lines at current level of maintenance	Operating revenues nearly sufficient to meet costs by 2020	Implementation of fare-collection system		2.2.3 =MS
2.2.4	Introduction of a unified fare system and simplified fare collection for all public transport modes, with fares set to achieve financial	Completion of fare-					



Outcomes	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions	
3. Integrated land use and urban transport planning at the metropolitan level 3.1 Working group on transport and land-use planning, with external consultations on transit corridor planning	Development of integrated land-use/transport plans, with mixed use, high-density zoning along major transport corridors	Weak Integrated land – use urban transport planning in Dushanbe	The Integrated land use and urban transport planning developed, approved and implemented	Review of planning documents	Commitment by urban planning and transport planning agencies to work together Availability of expertise drawing on best-practices in integrated land-use/transport planning	MU



4. Increased use of non-motorised modes, including bicycles 4.1 Feasibility study on the development of a bicycle manufacturing facility and sales and service network; 4.2 Pilot-testing of bicycle lanes along specified routes	Mode share	Virtually no change in biking and walking	Passenger mode share of bicycles gradually increases to nearly 1% by 2020	Travel demand data Customer satisfaction surveys	Availability of low-cost bicycles	<div>4.1 = MU</div> <div>4.2 = S</div>
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5. Institutional transformation of government, businesses and general public to embrace sustainable transport	Attitudinal changes towards public transport and evidence of increased civic pride	As public transport share remains modest and private transport are on the rise, institutional mechanisms are unable to cope with rising demand for access, clean environment and rising costs of imported fuel	Institutional change in government, business and general public with increasing efficiency of public transport and cleaner air, absence of congestion, leading Dushanbe to become a model for other cities in Central Asia	Increased frequency of positive references to public transport by civil society, business and media	Adequate involvement of stakeholders from the start Sufficient commitment to institutional and attitudinal reform	MS
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5.1. Targeted packages of technical and institutional training relating to sustainable transport measures for the project staff, transport employees and Khukumat	Completion of training programmes	No new capacity development among transport managers and planners	Changes in institutional culture towards sustainability.	Reviews of capacity by external consultants	Availability of skilled trainers.	5.1.1 and 5.1.2 = N/A since likely to be covered by EBRD project 5.1.3 = MS
5.1.4 Training on enterprise development for trolleybus, bus and marshrutka operators, including despatch and revenue management.	Formation of new rules consonant with sustainable transport goals		Trained managers and transport planners to better manage system	Customer satisfaction surveys	Willingness to change institutional culture	
5.1.5 Training to improve maintenance and upgrades for trolleybus enterprise						
5.1.6 Regulatory development to promote sustainable transport						



5.2 Monitoring and evaluation	Successful execution of all elements of project	NA		Monitoring and evaluation plan	Implementation of monitoring and evaluation plan	MS
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Appendix G – MTE Proposed Logical Framework



MTE PROPOSED LOGICAL FRAMEWORK



Goal - Create a sustainable transport system in Dushanbe that could serve as a model for Central Asia

	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
OBJECTIVE REDUCE LOCAL AND GREENHOUSE GAS (GHG) EMISSIONS ASSOCIATED WITH THE TRANSPORT SYSTEM IN DUSHANBE	Percentage of CO2 emissions reduction resulting from implementation of project pilots.	2011 estimate: 160,000 tCO2	<ul style="list-style-type: none"> About 7% reduction in 2015 About 50% reduction in 2025 (10 years after project completion) 	Expert report on GHG emissions inventory.	Implementation of package of measures; Implementation of vehicle emissions standards;
Outcome 1: Lower emissions from vehicles in Dushanbe.	Status of local fuel quality standards for petrol and diesel.	Outdated GOST-based local fuel quality standards for petrol and diesel.	Tajikistan fuel quality standards for petrol and diesel correspond to international ones.	Regulatory decisions approved by the national government.	National Government willingness to implement new fuel quality standards.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Outcome 2 Increased bus and trolleybus modal shares and speeds.	1. Share of public transport (trolleybus and bus) modes. 2. Average speed of public transport modes along pilot projects.	1. Modal shares (2011): <ul style="list-style-type: none"> Trolleybus = 1.7% Bus = 9.2% 2. Average speed of modal shares: <ul style="list-style-type: none"> Trolleybus = 12,5 km/h; Bus = 14.5 km/h; 	1. Modal shares (2015): <ul style="list-style-type: none"> Trolleybus = 4% Bus = 14% 2. Average speed of modal shares along pilot projects: <ul style="list-style-type: none"> Trolleybus = 17,5 km/h; Bus = 19 km/h; 	Report on survey results to be commissioned by the project.	Reliable survey data. Commitment from local government.
Output 2.1	Status of Travel Demand Survey for Dushanbe.	Lack of any public transport operation related data.	Completion of travel demand survey.	Report on the results of Travel Demand Survey to be commissioned by the project.	Reliable survey data.
Output 2.2	1. Status of implementation of demonstration project for dedicated bus lanes network project	1. Increased road congestion, passengers' dissatisfaction with long trip time and	1. Dedicated lanes for public transport modes (buses and trolleybuses) introduced along a	Report from surveys along demonstration bus lanes network to be prepared by the project.	Adequate technical and financial support.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
	in Dushanbe city. 2. Length of dedicated bus lanes network.	slow speed of public transport modes and as a result – increased use of private vehicles. 2. 0 km of dedicated bus lanes.	pilot transport corridor in Dushanbe city. 2. At least 15 km of dedicated bus lanes.	Awareness campaign for demonstration project.	Commitment from local government.
Output 2.3	Status of implementation of new paid parking system.	Inefficient parking control causing traffic congestion and delays to public transport operation in Dushanbe city.	New parking policy approved.	Regulatory decisions approved by the national government.	Adequate technical support. Commitment from local government.
Output 2.4	Status of implementation of revised fare collection system.	Inefficient fare collection system resulting in large scale revenue leakage within the public transport network in Dushanbe city.	New fare collection policy is in place.	Regulatory decisions approved by the national government.	Adequate technical support. Commitment from local government.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Output 2.5	<p>1. Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city.</p> <p>2. Status of pilot trolleybus route.</p>	<p>1. Lack of modern Dispatcher Control Centre to ensure public transport fleet management and population dissatisfaction with irregular public transport operation in Dushanbe city.</p> <p>2. Conventional, manual monitoring of the route.</p>	<p>1. Single Dispatcher Control Center introduced in Dushanbe city.</p> <p>2. One trolleybus route with 35 trolleys is piloted within the Single Dispatcher Control Centre.</p>	<p>Establishment of Single Dispatcher center.</p> <p>Awareness campaign for demonstration project.</p> <p>Dispatch operator reports.</p>	<p>Adequate technical and financial support to expand system.</p> <p>Commitment from local government.</p>
Outcome 3 Integrated land use and urban transport planning at the	<p>1. Number of trained public authorities involved in public transport sector.</p>	<p>1. Lack of trained personnel in integrated land use and urban transport planning.</p>	<p>1. At least 20 public authorities trained in integrated land use and urban transport planning.</p>	<p>1. Expert report.</p>	<p>Availability of expertise drawing on best-practices in integrated land-use/transport</p>



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
metropolitan level	2. Changes in local regulation related to urban transport planning.	2. Lack of specific construction requirements related to urban transport planning.	2. Revised construction norms related to urban transport planning approved.	2. Regulatory decisions approved by the national government.	planning. Commitment from local government
Outcome 4 Increased walking and cycling modal shares.	1. Length of pilot cycle lane. 2. Changes in local regulations promoting walking and cycling.	1. 0 km 2. No specific regulations.	1. 5km of pilot cycle lane. 2. Walking and cycling facilities to be included in all new road projects.	Report with survey data to be prepared by the project. Regulatory decisions approved by the national government.	Reliable survey data. Commitment from the municipality
Outcome 5 Institutional transformation of government, business and general public to embrace sustainable transport					



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Output 5.1	The status of implementation of proposed legal and regulatory changes.	Outdated norms and gaps in public transport related legislation.	Adoption of proposed legal or regulatory changes, particularly on: <ul style="list-style-type: none"> - Reserved use of Public transport lanes and stops. - Inspection, control, penalties and enforcement for PT services. 	Expert report with identified legislation gaps and recommendations to address them. Regulatory decisions approved by the national government.	Adequate involvement of all involved stakeholders. Sufficient commitment to institutional and attitudinal reform.
Output 5.2	Number of people reached by targeted PR campaigns through the different channels: <ul style="list-style-type: none"> - Radio/TV; - Facebook and other internet channels; - Local newspapers; - Leaflets 	Lack of understanding and necessity to promote sustainable transport measures among government bodies and general public.	Reaching at least 10% of the citizens in Dushanbe with at least one of the communication channels.	Report from PR consultant	Public apathy.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Output 5.3	Number of trained public authorities involved in public transport sector.	<p>1. Poor capacity of involved public authorities on sustainable transport measures (with the focus on suggested project demonstrations on dedicated bus lanes/bicycle lane design and standards as well as on modern Dispatcher control Centre operation and Traffic management.</p> <p>2. Lack of information on best world practices on sustainable transport management.</p>	<p>1. At least 20 public authorities trained on sustainable transport measures</p> <p>2.1 At least 20 public authorities strengthened their capacity on sustainable transport management via participation in the</p>	<p>Report on conducted capacity building events to be commissioned by the project.</p> <p>Awareness campaign for demonstration project.</p>	<p>Availability of skilled trainers.</p> <p>Willingness to change institutional culture.</p>



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
			<p>International Conference on Sustainable Urban Transport issues to be conducted in Dushanbe city.</p> <p>2.2 At least 5 foreign participants contribute with best practices at the International Conference.</p>		



Appendix H – Highlighted Changes to Revised Evaluation Framework



5.1 Revised Logical Framework and Project Performance Indicators – with MTE changes highlighted in red

Project Strategy		Objectively verifiable indicators			
<i>Goal</i>					
Create a sustainable transport system in Dushanbe that could serve as a model for Central Asia					
	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions
<i>Objective</i>					



<p>Reduce local and greenhouse gas emissions associated with the transport system in Dushanbe while improving access (slight rewording in MTE version given ambiguity of 'improving access')</p>	<p>Annual emissions from transport sector in the course of project period.</p> <p>Average daily commute time.</p> <p>These indicators have been made more specific in the Baseline section to ensure they are measurable</p>	<p>Local and greenhouse gas emissions from transport sector in Dushanbe increase by nearly 3-fold by 2020.</p> <p>Average daily commute increases nearly 2-fold by 2020</p> <p>Both of these are not baseline data and based on the revised GHG report are not correct therefore updated in the MTE version</p>	<p>Annual emissions in 2020 limited to less than 450,000 tonnes</p> <p>Average daily commute time in 2020 limited to 50% below 2006 levels.</p> <p>Based on the revised GHG report these are not correct and hence updated in the MTE version</p>	<p>Emissions inventory of transport modes and modelling.</p> <p>Travel demand surveys; customer satisfaction surveys.</p>	<p>Implementation of package of measures</p>
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Outcomes	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions
<p>1. Lower emissions from vehicles in Dushanbe, with safety and health quality in mind</p> <p>There have been a number of discussions with National Government on standards - however due to political (dependency on Russia as sole supplier of fuel and hence need for harmonisation of Russian standards and international standards) and hence energy deficit issues it is extremely unlikely that the UNDP project within the project lifespan to influence National fuel standards – therefore the emphasis is on using the working groups to lobby National Government</p>	<p>Fuel efficiency and tailpipe standards for cars registered in Dushanbe.</p> <p>UNDP cancelled this part of the project</p> <p>Specifications for installation and use of natural gas and LPG cylinders in vehicles, where used</p> <p>Improved fuel quality standards for petrol and diesel (aromatics, sulphur, lead, octane rating, etc.)</p> <p>Not progressed as part of the project</p>	<p>Average fleet efficiency reduced by about 12% by 2020 as a result of normal evolution of fleet, and less than 5% reduction in per mile emissions of hydrocarbons, particulates and oxides of nitrogen</p> <p>Not progressed as part of the project</p> <p>Poor safety record for Marshrutka and fuelling operations</p> <p>Unclear what this is and the supporting data</p>	<p>Average fleet efficiency improved by 33% by 2020 and 50% reductions in per mile emissions of hydrocarbons, particulates, and oxides of nitrogen</p> <p>Safe and clean vehicle and fuelling operations maintained</p> <p>Not progressed as part of the project</p>	<p>Emissions inventory, customer satisfaction surveys</p>	<p>Implementation of vehicle emissions standards</p>



<p>1.1 Testing of indigenously developed filter and review of standards with policies for better enforcement</p> <p>UNDP removed this from the project</p>	<p>Implementation of stricter standards for vehicles and fuel quality</p>	<p>Poor monitoring of fuel quality and vehicles</p>	<p>Vehicle emissions standards and petrol, diesel and gas standards enforced to maximise fuel economy and minimise emissions</p>	<p>Certification of fuel efficiency standard and CO and HC standards for all vehicles</p> <p>Certification of natural gas and LPG retrofits and fuelling stations</p> <p>Certification of fuel quality</p>	<p>Availability of qualified inspection/maintenance staff and testing equipment</p>
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<i>Outcomes</i>	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions
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<p>2. Increased use of public transport, particularly trolleybuses.</p> <p>Slight rewording in MTE version</p>	<p>Modal share, speed of trolleybuses, intermodal connections</p> <p>These indicators have been made more specific in the Baseline section to ensure they are measurable</p>	<p>Passenger mode shares of buses and trolleybuses decline from about 4% in 2010 to 2 % in 2020</p> <p>Data incorrect based on GHG calculations and TRI data</p>	<p>Passenger mode shares of buses and trolley buses increase to about 13% in 2020</p> <p>Target inconsistent with that in GHG calculations and TRI data</p> <p>Increased average speeds of trolleybuses</p> <p>Reduced travel times for all public transport modes.</p> <p>Faster inter-modal transfers.</p> <p>These targets have been made more specific in the Baseline section to ensure they are measurable</p>	<p>Travel demand surveys; customer satisfaction surveys</p>	<p>Adequate technical support and financing to improve services</p> <p>Adequate training of personnel on improving service quality</p> <p>Users find public transport attractive</p>
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<p>1.1. Travel demand survey and forecast – not considered to be relevant to Objective 2 and land use modelling to stop as recommended in MTE</p> <p>1.1.1. Travel demand survey</p> <p>1.1.2. Simplified transport demand forecast</p> <p>1.2. Management of road space to maximise social gain through traffic management schemes that give priority to public transport vehicles and provide improved financial stability</p> <p>Reworded in MTE version to provide a specific outcome on improved public transport journey times and specific outputs relating to measures to be implemented to achieve these outcomes</p> <p>1.2.1. System upgrades for trolley-bus lines – not part of project - is part of EBRD project</p> <p>1.2.2. Implementation of exclusive public transport axes during peak hours, including the possible establishment of physically segregated bus lanes for trolley buses – reworded as output 2.4</p>	<p>Completion of travel demand survey</p> <p>Completion of demand forecast</p> <p>Both slightly reworded in MTE version</p>	<p>Lack of data on travel demand and demand growth</p>	<p>Improved understanding of travel demand, modal use, origins and destinations, travel demand growth. Improved strategies for integrated land-use/transport planning</p>	<p>Data generation on travel demand, especially along main transport corridors.</p>	<p>Data quality</p> <p>Availability of simplified transport model applicable for Dushanbe</p>
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2.2.6	A public transport management and information centre to direct schedules and dispatch; reworded as output 2.5	Trolley-bus system technical analysis completed and investment commitments are sought for upgrades	Increased congestion, lack of control over private vehicle use, public transport modes slowed down	Reduced congestion, increased flow of public transport modes, reduced need for private vehicle purchases	Trolley-bus system technical analysis completed and investment commitments are sought for upgrades	Adequate investment for system upgrades from government and private sector
2.2.7	Introduction of a unified fare system and simplified fare collection for all public transport modes, with fares set to achieve financial equilibrium for the system as a whole without increasing the current average fare level - reworded as output 2.4	Car population Development of dispatch centre Completion of fare-collection study Implementation of fare-collection system	Car population exceeds 110,000 by 2020 Trolleybus lines at current level of maintenance Poor revenue collection from public transport modes	Car population remains below 80,000 by 2020 Increased trolleybuses, and trolleybus lines Operating revenues nearly sufficient to meet costs by 2020	Development of dispatch centre Completion of fare-collection study Implementation of fare-collection system	Feasibility of implementing exclusive public transport axes. Political will to develop and implement rules to manage road space, including parking regulations
2.2.8	Introduction of priced parking for cars - reworded as output 2.3	Receipt of targeted parking revenues from cars These indicators have been made more specific in the Baseline section to ensure they are measurable	Poor cost recovery of road use by private transport modes These baselines have been made more specific in the Baseline section to ensure they are measurable	These targets have been made more specific in the target section to ensure they are measurable		



Outcomes	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions
<p>3. Integrated land use and urban transport planning at the metropolitan level</p> <p>3.1. Working group on transport and land-use planning, with external consultations on transit corridor planning</p> <p>Reworded in MTE based on the fact that allocated funds for transport modeling were insufficient and the Master plan of Dushanbe city has been recently approved and no further changes can be made</p>	Development of integrated land-use/transport plans, with mixed use, high-density zoning along major transport corridors	Weak Integrated land – use urban transport planning in Dushanbe	The Integrated land use and urban transport planning developed, approved and implemented	Review of planning documents	<p>Commitment by urban planning and transport planning agencies to work together</p> <p>Availability of expertise drawing on best-practices in integrated land-use/transport planning</p>



<p>4. Increased use of non-motorised modes, including bicycles Slight rewording in MTE version</p> <p>4.1. Feasibility study on the development of a bicycle manufacturing facility and sales and service network; this aspect of work is with national government therefore outside project control</p> <p>4.2. Pilot-testing of bicycle lanes along specified routes;</p>	<p>Mode share</p> <p>This indicator has been made more specific in the Baseline section to ensure they are measurable</p>	<p>Virtually no change in biking and walking</p> <p>This baseline has been made more specific in the Baseline section to ensure it is measurable</p>	<p>Passenger mode share of bicycles gradually increases to nearly 1% by 2020</p>	<p>Travel demand data</p> <p>Customer satisfaction surveys</p>	<p>Availability of low-cost bicycles</p>
<p>5. Institutional transformation of government, businesses and general public to embrace sustainable transport</p>	<p>Attitudinal changes towards public transport and evidence of increased civic pride</p>	<p>As public transport share remains modest and private transport are on the rise, institutional mechanisms are unable to cope with rising demand for access, clean environment and rising costs of imported fuel</p>	<p>Institutional change in government, business and general public with increasing efficiency of public transport and cleaner air, absence of congestion, leading Dushanbe to become a model for other cities in Central Asia</p>	<p>Increased frequency of positive references to public transport by civil society, business and media</p>	<p>Adequate involvement of stakeholders from the start</p> <p>Sufficient commitment to institutional and attitudinal reform</p>



<p>5.1. Targeted packages of technical and institutional training relating to sustainable transport measures for the project staff, transport employees and Khukumat</p> <p>This section has been re-worded in the MTE version to include more specific and targeted outputs relating to legislation changes, PR, capacity building of all stakeholders, including of cycle and bus lanes in all new road construction, involvement of private investment, appointment of a champion within the Municipality And liaison with other projects</p> <p>5.2.1 Training on enterprise development for trolleybus, bus and Marshrutka operators, including despatch and revenue management. Part of Output 5.3 on wider capacity building</p> <p>5.2.2 Training to improve maintenance and upgrades for trolleybus enterprise - not part of project - is part of EBRD project</p> <p>5.2.3 Regulatory development to promote sustainable transport Part of Output 5.1 on legislation</p>	<p>Completion of training programmes</p> <p>Formation of new rules consonant with sustainable transport goals</p> <p>These indicators have been made more specific in the Baseline section to ensure they are measurable</p>	<p>No new capacity development among transport managers and planners</p> <p>This baseline has been made more specific in the Baseline section to ensure it is measurable</p>	<p>Changes in institutional culture towards sustainability.</p> <p>Trained managers and transport planners to better manage system</p> <p>These targets have been made more specific in the target section to ensure they are measurable</p>	<p>Reviews of capacity by external consultants</p> <p>Customer satisfaction surveys</p>	<p>Availability of skilled trainers.</p> <p>Willingness to change institutional culture</p>
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5.3 Monitoring and evaluation	Successful execution of all elements of project	NA		Monitoring and evaluation plan	Implementation of monitoring and evaluation plan
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General Comments on the revised Logical Framework:

- The Logical Framework is presented as a series of individual measures and the resultant measures on their own are unlikely to increase bus and trolley bus use. The framework and the project as a whole needs to be presented and evaluated as a package of measures that include some listed in the framework but also others which are not listed in the framework such as resolving the parking problem, providing a fleet management system (dispatcher) providing passengers with real time information on bus services through ITS, resolving the leakage of fares income etc.
- There is a mixture of outcomes (ie what actually may change) and outputs (ie a number of deliverables) – but none of these have any clearly defined baseline (ie before implementation data), targets or evaluation data (ie after implementation data) – as such it is not considered to be an effective evaluation tool. It is noted that GEF commented on this baseline issue in the 2011 PIR.
Recommendation - UNDP PM will need to programme collection of baseline data for the Evaluation Framework where required and to arrange collection of after data at an appropriate time after schemes have been implemented. This will enable an evidenced base assessment to compare the after data collection with the baseline.
- Much of the wording in the framework is ambiguous eg in the Goal section the Objective -'Improving access' – is this disabled access or general connectivity for residents? In Outcome 2.2.....'Improved financial stability' what this means is unknown. The target in Outcome 3.1 cannot be measured other than subjectively and does not demonstrate this helps achieve the overall project objective of reducing GHG?
- It is recognised that this project will not be able to implement changes in fuel standards which are to be addressed by National Government.



Appendix I – Evaluation Ratings



Based on the findings from this MTE, the following ratings are provided on the project.

Attainment of Project Objectives

The Project is evaluated as **Moderately Satisfactory (MS)** with respect to the achievement of its overall objective.

Project outcomes and outputs

Ratings for project outcomes and outputs are summarised in below:

Project Objectives Ratings

Objectives and Outputs	Rating*					
	HS	S	MS	MU	U	HU
1 Lower Emissions from Vehicles in Dushanbe with safety and health quality in mind			✓			



Objectives and Outputs	Rating*					
	HS	S	MS	MU	U	HU
1.1 Testing of indigenously developed filter and review of standards with policies for better enforcement						
2 Increased use of public transport, particularly trolleybuses			✓			
2.1 Travel demand survey and forecast 2.1.1 Travel demand survey 2.1.2 Simplified transport demand forecast			✓	✓		
2.2 Management of road space to maximise social gain through traffic management schemes that give priority to public transport vehicles and provide improved financial stability 2.2.1 System upgrades for trolley-bus lines			✓ ✓			



Objectives and Outputs	Rating*					
	HS	S	MS	MU	U	HU
<p>2.2.2 Implementation of exclusive public transport axes during peak hours, including the possible establishment of physically segregated bus lanes for trolley buses</p> <p>2.2.3 A public transport management and information centre to direct schedules and dispatch;</p> <p>2.2.4 Introduction of a unified fare system and simplified fare collection for all public transport modes, with fares set to achieve financial equilibrium for the system as a whole without increasing the current average fare level</p> <p>2.2.5 Introduction of priced parking for cars</p>			✓ ✓ ✓ ✓ ✓			
<p>3 Integrated land use and urban transport planning at the metropolitan level</p> <p>3.1 Working group on transport and land-use planning, with external consultations on transit corridor planning</p>				✓		



Objectives and Outputs		Rating*					
		HS	S	MS	MU	U	HU
4	<p>Increased use of non-motorised modes, including bicycles</p> <p>4.3 Feasibility study on the development of a bicycle manufacturing facility and sales and service network;</p> <p>4.4 Pilot-testing of bicycle lanes along specified routes</p>						
5	<p>Institutional transformation of government, businesses and general public to embrace sustainable transport</p> <p>Targeted packages of technical and institutional training relating to sustainable transport measures for the project staff, transport employees and Khukumat</p> <p>5.1</p> <p>5.3.1 Training on enterprise development for trolleybus, bus and Marshrutka operators, including despatch and revenue management.</p> <p>5.3.2 Training to improve maintenance and upgrades for trolleybus enterprise</p> <p>5.3.3 Regulatory development to promote sustainable transport</p>			✓			



Objectives and Outputs	Rating*					
	HS	S	MS	MU	U	HU
5.2 Monitoring and evaluation			✓			
			✓			

* **HS** = Highly Satisfactory; **S** = Satisfactory; **MS** = Moderately Satisfactory;

MU = Moderately Unsatisfactory; **U** = Unsatisfactory; **HU** = Highly Unsatisfactory

Performance Ratings

In line with GEF requirements (UNDP-GEF 2012), performance has also been rated in terms of project relevance, effectiveness, efficiency, sustainability and impacts, as well as the quality of M&E systems. These ratings are provided below:

Project performance ratings



Project Component / Objective	Rating	
Project Formulation (using 6-point satisfaction scale)		
Conceptualization/Design	MS	
Stakeholder participation	S	
Project Implementation (using 6-point satisfaction scale)		
Implementation Approach	MS	
<i>Use of logical framework</i>	MU	
<i>Adaptive management</i>	MS	■
<i>Use / establishment of information technologies</i>	MS	



<i>Operational relationships between the institutions involved</i>	MS	
<i>Technical capacities</i>	MS	
Monitoring and evaluation	MS	
Stakeholder participation	S	
<i>Production and dissemination of information</i>	MS	
<i>Local resource users and NGOs participation</i>	MS	
<i>Establishment of partnerships</i>	S	
<i>Involvement / support of government institutions</i>	MS	
Project Results (using 6-point satisfaction scale)		
Achievement of objective	MS	



Attainment of Outcome 1	MS	
Attainment of Outcome 2	MS	
Attainment of Outcome 3	MS	
Attainment of Outcome 4	MS	
Attainment of Outcome 5	MS	
Overall Quality of Project Outcomes (using 6-point satisfaction scale and relevance scale)		
<i>Relevance</i>	R	
<i>Effectiveness</i>	MS	
<i>Efficiency</i>	MS	
Sustainability (using 4-point likelihood scale)		



Overall Likelihood of Sustainability	ML	
<i>Financial resources</i>	ML	
<i>Socio-economic</i>	ML	
<i>Institutional framework and governance</i>	ML	

Satisfaction scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory

Sustainability scale: Likely, Moderately Likely, Moderately Unlikely, Unlikely

Relevance scale: Relevant; Not Relevant

Impact scale: Significant, Minimal, Negligible



Appendix J – Co Financing Table



Annex 3. Co-financing Table

(Type/ Source)	Financing (mill US\$)		(mill US\$)		(mill US\$)		Financing (mill US\$)		Disbursement (mill US\$)	
	Proposed	Actual	Proposed	Actual	Proposed	Actual	Proposed	Actual	Proposed	Actual
Grant										
Credits										
Loans										
Equity										
In-kind			\$4,461.127	3,101,846.000	\$1,200,000	\$10,600				
Non-grant Instruments *										
Other Types										
TOTAL				3,101,846.000		\$10,600				

- Other Sources refer to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector etc.
- "Proposed" co-financing refers to co-financing proposed at CEO endorsement.
- Describe "Non-grant Instruments" (such as guarantees, contingent grants, etc):
 - *Source/amount/in-kind or cash/purpose.*
- Explain "Other Sources of Co-financing":
 - *Source/amount/in-kind or cash*