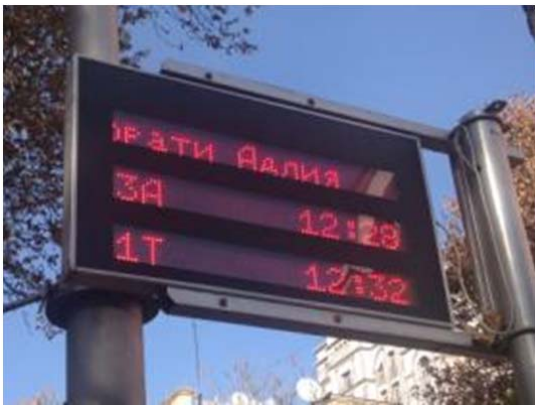
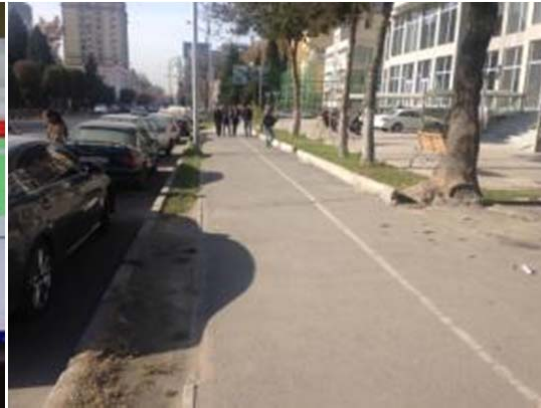
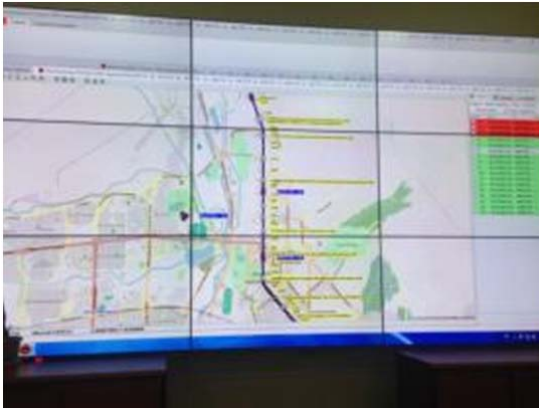


GEF/UNDP "Support to Sustainable Transport Management in Dushanbe city" project

Terminal Evaluation Report



*Empowered lives.
Resilient nations.*

UNDP Project PIMS # (3674), Evaluation time frame December 2015, Evaluator Colin Shields



Document Control

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SUPPORT TO SUSTAINABLE TRANSPORT MANAGEMENT IN DUSHANBE CITY - Terminal Evaluation (TE)

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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
QPMM	Quarterly Progress Monitoring Matrix
RR	Resident Representative
SDCC	Single Dispatch Control Centre
SGP	Small Grants Programme (GEF)
TE	Terminal Evaluation
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:	November to December 2015
Date of Evaluation Report:	December 2015
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

Evaluation Team Member

The TE was carried out by an international consultant, Colin Shields, who is a Director with WYG Consultancy. Colin has over 28 years worldwide transport planning and infrastructure design experience. No National Consultant was appointed by UNDP Tajikistan for the TE.

ACKNOWLEDGEMENTS

Appreciation and thanks are due to the many people who willingly and enthusiastically spared their time to meet with the Evaluator 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 evaluator with diligence and efficiency. Special thanks are due to the UNDP project team of Khurshed Kholov and Suhrob Raupov who dedicated a huge amount of their time, energy and welcome company to my visit. Additional thanks are due to Nargizakhon Usmanova (UNDP Programme Analyst) for her 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

Project Summary Table

Project Summary Table				
Project Title: SUPPORT TO SUSTAINABLE TRANSPORT MANAGEMENT IN DUSHANBE CITY				
GEF Project ID:	57057		at endorsement (US\$) (from ProjDoc)	at December 2015 (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 2013 = \$121,995.58 2014 = \$162,682.09 2015 = \$268,376.02 Total = \$822,559.17 ie \$147,440.83 less than budget but these resources are fully committed by December 2015, even if not spent.
Country:	Tajikistan	UNDP	\$200,000.00	2010 = \$0,00 2011 = \$41,061.12 2012 = \$75,564.00 2013 = \$81,201.97 2014 =





				\$29,630.40 2015 = \$62,229.96 Total = \$289,687.45 ie \$89,687.45 more than budget.
Region:	Europe and Central Asia	Government:		
Focal Areas:	Sustainable Transport	Other:		
Operational Program:	Energy and Environment Programme	Total financing:	co- 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 \$3,101,846.00 – consisting of 1) \$3,000,000.00 - spent for purchase of trolleybuses for the Dushanbe city 2) \$52,788.00 – in the form of contribution for introduction of bus lanes along Ayni St. 3) \$49,057.00 – in the form of contribution for introduction of bus lanes along Ismail Someone St. (according to report #2 in MTE on Transport corridors) The private sector contribution





				(Megafon mobile company) is \$10,600.00 (towards the cycle lane and cycle parking implemented) \$8,114,628 EBRD Trolley Bus project
Executing Agency:	UNDP		\$1,170,000.00	\$1,112,246.62 therefore, \$57,753.38 of total grant money unspent (Total 95% of the whole project funds spent).
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:	31/12/15 (note following MTE revised from 12/4/14 given in ProjDoc.	

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 UNDP/GEF's project Support to Sustainable Transport Management in Dushanbe is a five-year (although subsequently extended) nationally implemented project. The implementing partner is the Department of Environmental Protection of Dushanbe city of the Republic of Tajikistan. The project aims at promoting sustainable mobility practices in Dushanbe as a means for achieving significant reductions in GHG emissions from the transport sector. The strategy is based on the improvement of the quality of public transport services and the promotion of walking and cycling. This has been achieved by the introduction of on the ground measures supported by complementary legal, PR and capacity building measures. The target is by the end of the project the share of sustainable public transport modes will increase from the before project 8% to 28% (subsequently revised to 18% in the MTE Revised Logical Framework) leading to a nearly 50% reduction in GHG emissions from city's transport sector.

To achieve these ambitious targets, the project has developed and helped Dushanbe City Government to implement an integrated policy framework that includes:

- a) Enhancing vehicle efficiency and setting appropriate fuel quality standards.
- b) Improving the service quality of public transport, in particular trolleybuses.
- c) Increasing opportunities for non-motorised modes such as walking and biking.
- d) Developing integrated land-use/transport plans to reduce demand for travel.
- e) Enhancing municipal institutional transformation and governance structure to embrace sustainable transport.

Evaluation Rating Table

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

Summary of Ratings

Table 1 below provides a compilation of overall ratings.

In summary, this Evaluation finds the overall results rating for the project to be **Satisfactory**.



The three main components of the results rating (relevance, effectiveness and efficiency) received **Relevant, Satisfactory and Satisfactory** ratings respectively. The Evaluation considered sustainability with respect to project outcomes and the four main dimensions of sustainability (financial, socio-political, Institutional/Governance and environmental). The likelihood of sustainability for project outcomes is rated **Likely** and the likelihood of sustainability with respect to the four dimensions is rated **Moderately Likely**. The project's Monitoring and Evaluation work is rated **Moderately Satisfactory**.

Table 1: Summary of the ratings of the project.

Project Aspect	Rating
Overall Result:	Satisfactory (S)
Results/Findings breakdown:	
Relevance	Relevant (R)
Effectiveness	Satisfactory (S)
Efficiency	Satisfactory (S)
Overall Project Outcome Rating	Satisfactory (S)
Sustainability of Outcomes – using 4 areas	
Overall likelihood of sustainability	Moderately Unlikely (MU)
Financial risks	Moderately Unlikely (MU)
Socio political risks	Likely (L)
Institutional framework and governance risks	Moderately Likely (ML)
Environmental risks	N/A
Monitoring and Evaluation (M&E)	
Overall quality of M&E	Moderately Satisfactory (MS)



M&E design at entry	Moderately Satisfactory (MS)
M&E Plan Implementation	Moderately Satisfactory (MS)
Implementing Agency (IA) & Executing Agency (EA) Execution	
Overall Quality of Project Implementation/Execution	Satisfactory (S)
Quality of UNDP (IA) Implementation	Satisfactory (S)
Quality of Execution - EA	Satisfactory (S)

It should also be noted that the main beneficiary of the project is the Municipality, the Deputy Mayor during the TE mission indicated his overall high level of satisfaction with the project.

Summary of conclusions, recommendations and lessons learnt

Overall summary

In overall summary the project can be seen to have delivered many of its outputs in collaboration with the various stakeholders and the project has excelled in its efforts. On the whole the Evaluator considers the project to be a very good example of what can be accomplished as a first stage pioneering project.

Key achievements

Key achievements of the project include:

Implementation of replicable pilot schemes including:

- Bus lanes operational on Ayni, Sherozi, Somoni and Sino streets. Total length exceeds 15km.
- Incorporation of bus lanes and cycle lanes in all new road and rehabilitation projects eg 6km section of road leading to Vahdat.
- System to prohibit private vehicles in bus lanes. Contract is signed and planned to be implemented early 2016.
- Single Dispatch Control Centre (SDCC) on Rudaki Avenue and development of phone apps by the Transport Authority using local resources from the Transport Institute – anecdotal evidence indicates that there are fewer numbers of minibuses on this pilot route since the SDCC became operational.
- 5 km cycle lane on Shotemur Street. Following the MTE findings in relation to the poor design standards of this route, the CTA has undertaken capacity building on cycle lane design.



- Bike parking at the University.
- PR activities to be continued by the NGO's.
- MoT to continue with the work on the Transport Code legislation changes.
- EBRD project is based on the pilot bus lane and SDCC routes and thus benefits from the investment in trolley bus priorities and information provision. This could have wider benefits for other Tajikistan cities going forward.

Collaborative partnership working with key stakeholders including:

- Municipality.
- MoT.
- Transport Regulatory Authority.
- Traffic Police.
- SUE bus and Trolley bus companies.
- Transport Institute.
- Ecological NGO's eg Bicycle Federation of Tajikistan, Youth of 21st Century, and Little Earth. The NGO's commented that the UNDP project had brought the NGO's together creating a "*new community*" who now organise their own events.
- Private Companies eg TCELL and Magafon. This has resulted in financial (eg Magafon provided \$10,600 towards the cycle lane and cycle parking implemented) and in kind (eg TCELL support to cycle marathons and 3 months free internet for the Dispatch Centre) co financing. TCELL made it clear that they only invested in these projects if UNDP were coordinating since UNDP was regarded as a trusted partner.

It should be noted that this project for the first time in Dushanbe brought together these various stakeholders to work together to implement sustainable transport projects.

Integration and knowledge sharing with other transport projects including:

- \$22m Traffic Police Safe City project – completed
- \$8.2m EBRD Trolley Bus project – started in 2014 and is ongoing.

Changes in Legislation/policy making including:

- With Tajikstandard successful drafting and implementation of changes in Tajikistan National Fuel Quality Standards.
- Forbidding the use of bus lanes by private vehicles.





- With MoT drafting of National Transport Code changes for submission to National Government – MoT commented that without UNDP assistance then this would have taken MoT at least 2 to 3 years longer. Expected National Government approval mid 2016.
- Successful introduction of 30 minute earlier start time for Universities, colleges and schools within Dushanbe to reduce the traffic demands in the AM peak period – anecdotal evidence indicates that this has helped to reduce congestion in the AM peak.
- Successful negotiations to include questions on public transport within the next national census (2020) subject to budget.
- Traffic Police and Municipality include the provision of cycle lanes for all new road construction and rehabilitation works.
- Traffic Police and Municipality include the provision of bus lanes for all new road construction and rehabilitation works.

It was stated at the TE mission at several meetings that no other donor funded projects carry out these type of activities.

Significant capacity building of stakeholders work through:

- Study tours eg to Almaty on an international conference on best parking policies and strategies and Guangzhou /Beijing study tour on BRT.
- Training sessions by project consultants and the 2nd CTA on, for example Transport Modelling, GHG emissions model, paid parking and unified fares collection, CTA courses. SDCC training by contractor.
- The CTA delivered a summary of the training activities and a compilation of all materials on sustainable transport to the Tajik technical University on 9/12/15.

Significant and sustained awareness raising through PR activity work to promote sustainable and safe transport through:

- Media - over 50 articles in newspapers/radio/TV.
- Video of project produced and distributed.
- Leaflets - working with volunteers and NGO's and private companies such as TCELL distribution of 8 different PR leaflets.
- Facebook - with average of 600 hits per week.
- Events eg 3 cycle marathons attended each time by over 100 cyclists plus supporters these have been organised in cooperation with NGO's, Traffic Police and private companies eg TCELL.
- Networking with and amongst ecological NGO's.



Significant replication opportunities within Dushanbe and for the rest of Tajikistan including:

- Significant scope for further bus lanes (and supporting enforcement) and cycle lanes.
- Pilot Automated Parking Enforcement System ToR has allowed for functionality for the system to be replicated further within the Traffic Police 'Safe City' project.
- Scope for extension of the Single Dispatch Control Centre and development of for example phone apps by the Transport Authority using local resources from the Transport Institute.
- PR activities to be continued by the NGO's.
- MoT to continue with the work on the Transport Code legislation changes.
- EBRD project is based on the pilot bus lane and SDCC routes and thus benefits from the investment in trolley bus priorities and information provision. This could have wider benefits for other Tajikistan cities going forward.
- Traffic Police and Municipality to include bike lanes and cycle lanes for all new road projects.
- The whole country could be affected indirectly, since the proposed transport legislation reforms will be conducted on a national level, and pilot demonstrations can be replicated in other big cities of Tajikistan.
- At the TE mission it was stated that the National Government has adopted a General Development Plan/Strategy to 2025 (although it is understood that this refers to construction rather than specifically to transport) which was developed using ADB funding. The pilot projects implemented under the UNDP project could act as showcase for investors not only in Dushanbe but also to other cities to the north and south of Dushanbe

Key Lessons learnt include

- Technical assistance - the Municipality still require technical expertise to avoid bad design issues such as the design and implementation of the pilot cycle lane and to avoid shortcomings in the design process eg the need to provide enforcement of the bus lanes.
- Training and capacity building - since the MTE this has been a large feature of the project and has been one of the key success factors. However, from the TE it is obvious that the Municipality require much more training and capacity building both from point of view of the decision makers and the technicians/engineers. It is the view of the TE that a significant amount of capacity building is required at the Universities particularly in the area of data collection.



- Ownership and empowerment - this is critical in terms of the exit strategy of the project and relies on the implementing authorities having the technical and legal know how to continue the projects.
- Legislative background - the project has required changes to National and local legislation in order for the pilot projects to be implementable. This seems to have been totally underestimated in the early years of the project. This is fundamental to any future changes in public transport operations and management and reforms (eg the role of the minibuses). This is also important since following approval of the Transport Code then the Municipality will need to amend their own rules which will take time and the Municipality will require support and training.
- Funding and programming - the project at inception was over ambitious in terms of what could be delivered within the project budget and timescales. However, since the MTE the project has shown excellent adaptive management. Future funding to continue the excellent work of the UNDP project is a key issue that needs to be resolved. In particular the legislative work has demonstrated just how long it takes to make changes in taking into account for example the bureaucracy involved.
- Political support – this is essential for the projects success and has, late in the project, been successfully achieved through the signing of the MoU and the very obvious Deputy Mayor support for the project. However, with the various changes in personnel at the Municipality the political will could be lost in the future and hence the need for the work of the UNDP to continue to nurture this relationship to ensure the momentum of the political will is never lost.
- Network of stakeholder support is essential for the implementation and awareness raising of the measures - the project has successfully built a network of stakeholders consisting of NGO's and private companies.
- The project has been implemented without the Municipality having an overall long term Transport Plan/Vision - this is a real shortcoming and leads to projects being implemented in a reactive, rather than a proactive way. Furthermore, there appears to be no interaction between land use planning and transport planning in the city.
- Monitoring and Evaluation - the projects' outcomes have proved very difficult to measure due to data not being available (as in the case of the GHG target) and due to inadequate capacity within the University (as in the case of the modal share and bus journey speeds targets).



- Changing mind sets – being an innovatory project, then education and PR of the measures has been especially important to change the mindsets of the general public in terms of attitudes towards for example parking, cycling etc. Furthermore, to gain ownership of the projects by the Municipality has required changing the mindsets of the key stakeholders which has been achieved by collaborative working with stakeholders and capacity building training.
- Rotation of staff - both within the UNDP team resulting in loss of momentum and within the beneficiary/stakeholders which has delayed progress.
- Exit strategy - the December 2014 CTA report identified a clear exit strategy for the project which on the whole UNDP have delivered through 2015. Based on this a Phase 2 project proposal has been prepared with the UNDP seeking donor funding as well as considering other funding options (eg PPP – which in itself requires a mindset change due to possible stakeholder distrust of the private sector). It is the view of the evaluator that without funding and without UNDP ongoing coordination role that the momentum in terms of sustainable transport measures in Dushanbe will be lost and the project will not be sustained in the longer term. The scope for a Project Implementation Unit (PIU) in this second phase to directly assist the Municipality is considered to be an excellent idea.

The key recommendations are:

Recommendation 1 - Incorporation of bus lanes and cycle lanes in all new road and rehabilitation projects eg 6km section of road leading to Vahdat Municipality and Traffic Police to continue this work. Timeframe ongoing. Monitoring of lengths of new bus and cycle lane implemented and before and after journey time savings for buses and counts of number of cyclists.

Recommendation 2 - System to prohibit private vehicles in bus lanes. Contract is signed and planned to be implemented early 2016. UNDP CO and Traffic Police to implement this system during 2016 and monitor its effectiveness in terms of bus journey times.

Recommendation 3 – Transport Authority, municipality and Traffic police to expand the SDDC on an ongoing basis. Monitoring will be in the form of before and after passenger satisfaction and bus journey times.

Recommendation 4 - PR activities to be continued by the NGO's on an ongoing basis and to be monitored in terms of increased use of sustainable transport modes and user satisfaction surveys.



Recommendation 5 - MoT to continue with the work on the Transport Code legislation changes during 2016. Monitoring will be in the form of adoption of Transport Code by national Government and implementation within Dushanbe Municipality Local Laws.

Recommendation 6 – EBRD and UNDP CO to continue with exchange of knowledge sharing on an ongoing basis.

Recommendation 7 - Tajik technical University to implement sustainable transport teaching on an ongoing basis.

Recommendation 8 - For future project scoping, UNDP should take into account more realistic timescales, ambitions, budgets and targets and ensure that the political will is in place. This should involve a technical review of proposed project deliverables, budgets and timescales carried out by UNDP on all future projects 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 9 – UNDP to ensure suitable appointments for key personnel at the outset of the project – this should involve an immediate review and update of all UNDP recruitment procedures including greater scrutiny of skills and competencies before making an appointment. UNDP should also ensure that a proper handover takes place when there are changes in PM/CTA.

Recommendation 10 - More detailed planning of any future data collection needs to be made by the UNDP at the project scoping along with capacity building of the local consultant to collect this data.

Recommendation 11 - Should any further transport work be carried out in Dushanbe then the first stage should be development of an overall transport vision and define supporting legislative/financial/management arrangements in order that transport improvements (both in terms of schemes and supporting legislative/management/PR/capacity building arrangements) can be defined. This is particularly important given that, as this project has shown, one measure on its own will not solve the complex transport issues in Dushanbe and the required transport measures interact with each other. The legislation work is a prime example of this. It is through a combination of measures (which will include physical measures such as bus lanes, supporting legislative measures, supporting capacity building and PR measures) that the transport problems in Dushanbe will be resolved.

Recommendation 12 – UNDP to continue seeking funding for Phase 2 of project to include a PIU.



1.0 Introduction

1.1 Purpose of Terminal Evaluation

1.1.1 Background

The main purpose of this terminal evaluation is to promote accountability for achievement of UNDP/GEF objectives. The evaluation follows UNDP/GEF guidelines (UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects (2012)) including a Rating of Progress for the results according to their relevance, effectiveness and efficiency; the likelihood of sustainability; and the project's monitoring and evaluation system. It also analyses the factors and processes that affected the attainment of project results and sets out important lessons learned and recommendations applicable to UNDP/GEF's larger portfolio of projects. The terminal evaluation also draws lessons that can both improve the sustainability of benefits from the project, and aid in the overall enhancement of UNDP programming. As such the Terminal Evaluation assesses the extent to which the project has been successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, prevention and recovery from natural disasters, and gender.

This evaluation was greatly facilitated by the many participants who worked hard to implement the various activities and achieve the impressive results that it has. Where applicable and deserving the evaluation offers due recognition for results successfully attained, together with constructive commentary where improvement is warranted and deemed relevant for possible future interventions.

1.1.2 The GEF Monitoring and Evaluation Principles

In accordance with the monitoring and evaluation policy of the UNDP/GEF, this evaluation is guided by, and has applied, the following principles:

- Independence - The Evaluator is independent and has not been engaged in the project activities, nor was he responsible in the past for the design, implementation or supervision of the project.
- Impartiality - The Evaluator endeavoured to provide a comprehensive and balanced presentation of strengths and weaknesses of the project. The evaluation process has been impartial in all stages and taken into account all the views received from stakeholders.
- Transparency - The Evaluator conveyed in as open a manner as possible the purpose of the evaluation, the criteria applied and the intended use of the findings. This evaluation report aims to provide transparent information on its sources, methodologies and approach.



- Disclosure - This report serves as a mechanism through which the findings and lessons identified in the evaluation are disseminated to policymakers, operational staff, beneficiaries, the general public and other stakeholders.
- Ethical - The Evaluator has respected the right of institutions and individuals to provide information in confidence and the sources of specific information and opinions in this report are not disclosed except where necessary and then only after confirmation with the consultee.
- Competencies and Capacities - The terms of reference provided to the Evaluator appear in **Appendix A** and the signed conduct agreement form is provided in **Appendix G**.
- Credibility - This evaluation has been based on data and observations which are considered reliable and dependable with reference to the quality of instruments and procedures and analysis used to collect and interpret information.
- Utility - The Evaluator has strived to be as well-informed as possible and this ensuing report is considered as relevant, timely and as concise as possible. In an attempt to be of maximum benefit to stakeholders, the report presents in a complete and balanced way the evidence, findings and issues, conclusions and recommendations.

1.1.3 Evaluation objectives and Terms of Reference

The Terminal Evaluation is intended to provide a comprehensive overall assessment of the project and serves as an opportunity to critically assess administrative and technical strategies, issues and constraints. The evaluation sets about attempting to provide answers to the following questions:

- Did the project achieve its objectives?
- Did it do it well?
- Are the results likely to be sustainable?

Like all UNDP/GEF Terminal Evaluations, this TE is being carried out:

- To promote accountability and transparency, and to assess and disclose levels of project accomplishments.
- To synthesize lessons that may help improve the selection, design and implementation of future GEF activities.
- To provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues.
- To contribute to the GEF Evaluation Office databases for aggregation, analysis and reporting on effectiveness of GEF operations in achieving global environmental benefits and on quality of monitoring and evaluation across the GEF system.



The evaluation involved four phases of work – planning, information collection and review, key interviews, field visits and report writing.

1.2 Scope and Methodology of the Evaluation

1.2.1 Background

The evaluation was conducted by a single independent international evaluator (Colin Shields) between November and December 2015. The evaluation process comprised four phases.

- Phase 1 - review of relevant documents made available electronically by the PM. The list of documents is included as **Appendix E**.
- Phase 2 - preparation and submission of an Inception Report outlining the evaluation scope and programme.
- Phase 3 – Mission visits from 30/11/15 to 5/12/15 including face to face interviews with 12 differing partners/stakeholder organisations, discussions with UNDP EEP programme manager and Project Manager and CTA, plus meetings with UNDP Tajikistan Country Officers (details provided in **Appendices B, C and F**) and field visits to the pilot projects (listed in **Appendix D**). Most face to face interviews followed the same pattern, namely, a brief introduction on the purpose of the mission followed by an identification of the relationship that the person interviewed had with the project, and his/her views on the project. Particular emphasis was placed on whether the person being interviewed had achieved their objectives, whether they had done this effectively, and whether the project's products and benefits were likely to be sustainable. The interviews were 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. Evidence was cross-checked (triangulation) between as many different sources as possible to confirm its veracity. Initial findings were shared with the UNDP.
- Phase 4 – Preparation of Draft Terminal Evaluation Report and Final version prepared following UNDP comments.

As noted in the Acknowledgements, the Evaluator benefited greatly from the wide spectrum of views, opinions and advice that he received during the course of his work. However, the evaluation process is independent of GEF and UNDP and Project partners. Opinions and recommendations in this TE are those of the Evaluator. These do not necessarily reflect the position of GEF, UNDP or any other Project stakeholders. Once accepted, the TE becomes a recognised, publicly accessible component of the Project's documentation.

1.2.2 The rating system

GEF guidance requires certain project aspects to be addressed by a terminal evaluation and a commentary, analysis and rating (where required) for each of:



- Project design/formulation (no ratings required).
- Project Implementation (ratings required for M&E and UNDP/Implementing partner implementation)
- Project results (ratings required for overall results, relevance, effectiveness & efficiency, sustainability)

Each of the aspects has been rated separately with brief justifications based on findings. In addition, the various project elements have also been rated, as has the project as a whole.

The standard GEF rating system was applied for Outcomes, effectiveness, efficiency, M&E and I&E execution using:

- Highly Satisfactory (HS): The project has no shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.
- Satisfactory (S): The project has minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.
- Moderately Satisfactory (MS): The project has moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.
- Moderately Unsatisfactory (MU): The project has significant shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.
- Unsatisfactory (U): The project has major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.
- Highly Unsatisfactory (HU): The project has severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

For sustainability the ratings were:

- Likely (L) – negligible risks to sustainability
- Moderately Likely (ML) – moderate risks
- Moderately Unlikely (MU) – significant risks
- Unlikely (U)- severe risks

Relevance Ratings were:

- Relevant (R)
- Not relevant (NR)

Impact ratings were

- Significant (S)
- Minimal (M)
- Negligible (N)



1.3 Structure of the Terminal Evaluation Report

The Evaluator has made an effort to keep this report brief, to the point and easy to understand. It consists of:

- Executive summary that encapsulates the essence of the information contained in the report.
- Chapter 1 - describes the purpose of evaluation and the scope of work undertaken.
- Chapter 2 - provides a project description and development context.
- Chapter 3 - Presents the findings of the evaluation in terms of project design/formulation, project implementation and project results.
- Chapter 4 – Summarises the findings from the evaluation and the recommendations and lessons learnt.

1.4 Report revisions

The report has been updated following comments from the UNDP CO, CTA, Program Analyst and Evaluation Quality Assurance Unit. The UNDP-GEF TE Report Audit Trail is contained in **Appendix H**.



2.0 Project Description and Development Context

2.1 Project Start and Duration

Implementation of this UNDP/GEF project officially commenced on 13/4/10, when the Project Document (ProjDoc) was signed. The Project Document was actually approved by GEF in April 2009 but not signed until 13/4/10. Page 4 of the Inception Report indicates that the project duration was 4 years (ie it inferred 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 planned for August 2015 (which does not comply with GEF guidance for the carrying out of Terminal Evaluations ie it is greater than 6 months after project completion).

From the project being signed and the inception workshop, there appeared to be an 8 month gap and there appeared 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 essentially lost circa 10 months which severely impacted on the ability of the project to deliver. However, the MTE established that since January 2012, with the appointment of the 2nd PM, the project began to deliver on projects and gain momentum.

In line with MTE recommendations that the project programme was extended by 18 months, the project completion date was revised to 31/12/15 and the project has since largely complied with the work programme identified in the MTE. It should be noted that although delivering on most of the project outputs, many of these outputs have been implemented late in the project programme which has impacted on the project's ability to demonstrate its project outcomes. This has primarily been due to the innovative nature of the overall project being the first of its kind in Tajikistan and as such many of the delays are due to necessary changes in legislation and gaining political will and support which has been found to be very time consuming. Discussions with UNDP team indicate that operational closure is 31/12/15 whilst financial closure is by 31/12/16 to allow any pending financial commitments.

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. The Inception Report indicated that the midterm review was due in July 2012 but this didn't take place until January 2013.



The MTE indicated that only 33% of the budget had been spent, clearly indicating that the project was behind programme with delays in programme more in the early years of the project ie 2010 and 2011. At the project end the project's outputs have been delivered resulting in the project budget now being spent or committed by the end of December 2015.

2.2 Problems that the project sought 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 of the project

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 Municipality (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-motorised 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.
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The ultimate project final beneficiary are the citizens and visitors of Dushanbe city.

2.4 Baseline Indicators Established

The revised Logical framework and the 2015 PIR identified the following baseline indicators (for outcomes and outputs) and targets:

Activity Group	Output baseline	Output target	Outcome baseline	Outcome target
1	Outdated Fuel Quality standards	Introduction of new Fuel Quality standards – achieved January 2014.	CO ₂ = 160k tons (2011 level) – however the 2015 PIR queried whether this was a reliable estimate.	CO ₂ = 7% reduction by 2015 and 50% reduction by 2025.
2	Length of bus lane = 0km	Length of pilot bus lanes = 15km – achieved	Public Transport modal shares = Trolley bus = 1.7%, Bus = 9.2% (2011 level).	Modal share of trolley bus to = 4% Modal share of bus to = 14%
	Bus lanes to be included in all new road projects = No	Bus lanes included in all new road projects - achieved	Average speed of trolley bus = 9 to 11kph	Average speed of trolley bus in pilot project = 17.5kph (note 2015 data pre APES project)



			Average speed of bus = 14.5kph.	<p>– 10.5kph Ayni St, 15.9 kph Sherozi St)</p> <p>Average speed of bus in pilot project = 20kph (2015 data pre APES project – 10.7kph Ayni St, 18.7 kph Sherozi St)</p>
Paid parking system = No	Implement Paid Parking pilot project – not achieved			
Public transport data collection in Census = No	Public transport data collection in Census – achieved (subject to funding)			
Unified fare collection = No	Unified Fare Collection – not achieved			
Single Dispatch Centre = No	Introduce Single dispatch Centre on 1 pilot route - achieved			





3	Training of public authorities = No	Training for at least 20 public authority employees- achieved		
4	Length of cycle lane = 0km	Length of pilot cycle lane = 5km - achieved		
	Cycle lanes to be included in all new road projects = No	Cycle lanes included in all new road projects - achieved		
5	Changes in transport legislation = No	Update Transport Regulations- partially achieved – banning of parking/driving in bus lane achieved and draft Transport Code prepared with MoT.		
	Lack of public awareness	Reach at least 10% of citizens with at least 1 communication channel – achieved		
	International Conference = No	International Conference - not achieved		





2.5 Main Stakeholders

The main stakeholders (identified in the Project Document, Inception Report and from the TE mission) are listed below along with their roles and contributions to the project:

- Ministry of Transport of the Republic of Tajikistan – National Government Department.
- Mayors Department of Dushanbe Municipality – Beneficiary/leadership and advocacy.
- Department for Environmental Protection under the Government of the Republic of Tajikistan - National Government Department.
- Tajikstandard (the Agency for Standardization, Metrology and Commodity Certification under the Government of the Republic of Tajikistan) - National Government Agency.
- Architecture Department of Dushanbe – technical assistance.
- Traffic Police – technical assistance.
- State Unitary Enterprise SUE “Trolleybus” – technical assistance.
- SUE Autobus– technical assistance.
- Transport Institute– technical assistance.
- Dushanbenakliyotkhadamotrason – Transport Authority– technical assistance.
- Motor Vehicle Department of Technical University– technical assistance.
- Government Auto Inspection Department of Dushanbe- National Government Agency.
- NGO’s including Youth of 21 Century, Bicycle Federation of Tajikistan, Little Earth - in-kind contributions, technical assistance, participation, staff time.
- EBRD - – technical assistance.
- Private businesses eg TCELL, Megafon in-kind contributions, participation, staff time.

2.6 Expected Results

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



the current 8% to 28% (subsequently revised to 18% in the MTE Revised Logical Framework) leading to a nearly 50% reduction in GHG emissions from city's transport sector (by 2025).



3.0 Findings

3.1 Project Design/Formulation

3.1.1 Analysis of Logical Framework Analysis (LFA)/Results Framework (Project Logic/Strategy; Indicators)

Project Logic/Strategy

The project was well conceived with respect to reducing GHG emissions arising from transport within Dushanbe in order to tackle resultant health, safety and accessibility issues. The goal and objective of the original project scope though seemed rather ambitious in terms of resources and timeframe available for its achievement and implementation of all outputs and outcomes. This relatively short period would not provide enough time to, for example introduce the necessary national and local legislative and institutional changes needed to implement the proposed outputs. Furthermore, some of the proposed original outputs (for example the proposed transport model and associated data collection) were not well thought out.

Nevertheless, these discrepancies do not mitigate the importance and timeliness of the project, which (thankful to its adaptive management) managed to find the most crucial gaps and related effective activities for further development and strengthening – the implementation of the pilot SDCC being a good example of this.

It is now essential to continue this momentum of work to ensure the successful replication (of the pilot bus lane, the pilot dispatch centre, the pilot cycle lane, the PR activity and the legal work) by the Municipality and the other stakeholders. Also key will be the future provision of a paid parking system and a unified fares collection system (including reform and regulation of the private minibuses and illegal taxis) as set out in the consultant's reports as well as continuation of capacity building amongst the Municipality and stakeholders.

Review of the Logical Framework (LF)

As detailed in the MTE, a number of fundamental issues were raised about the adequacy and appropriateness of the Logical Framework as an evaluation tool. As part of the MTE, the LF was completely revised and this revised Logical Framework has since been successfully used on the project.



The revised logical framework was further used during the implementation for the development of overall and annual work plans, and as a management and M&E tool and did not alter after the MTE. Risk assessments for the project were well prepared and defined key causes which could jeopardise the project results.

It is noted that evaluation of the outcomes with the data collected has not been possible. This has been discussed with the UNDP team and although measurement of GHG emissions and modal shares is unlikely to be possible, an attempt will be made to measure bus journey times on the pilot bus lanes during 2016 following implementation of the bus lane enforcement project.

3.1.2 Assumptions and Risks

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. Risks identified prior to the MTE included:

- 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.



The risks were considered to be appropriate and suggested ways forward were provided in the MTE which have been subsequently reviewed as part of the TE – this is summarised in **Table 2** below:

Table 2 Risk Mitigation Review

Risk identified at MTE	Proposed Mitigation from MTE	TE review
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.	New CTA appointed who has proven to be highly effective.
Weak political will.	This is a key issue and is why the work of the legislation consultant is of the utmost importance. 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.	Legislation consultant working with MoT on the Working Group has successfully drafted the revised Transport Code. Project has support of the Deputy Mayor.
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.	Work on legislation, PR and capacity building has successfully been carried out.
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	Work on PR and capacity building has successfully been carried out.



	Capacity Building Consultants.	
Uncertainties over road rehabilitation projects.	Ongoing discussion with the Municipality is required for this.	Traffic Police have confirmed that all new road rehabilitation projects include cycle and bus lanes.
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.	National consultants appointed for PR and legislation with input from CTA.

It should be noted that there have been risks during the procurement of some of the measures. For example the pilot SDCC was tendered 3 times which caused delays in implementation but was only successfully achieved through UNDP leading on this project with frequent meetings with the contractor and the Transport Authority. On the pilot APES project it is understood that the size of the project wasn't perhaps of a large enough size to attract contractors, with the UNDP adapting to this issue by allowing for different solutions within the RfP.

Significant risks still remain ahead. The most critical one is that reforms in the public transport sector will require significant changes in the current management and working practices in the SUE Bus Company and Trolley Bus company (eg through the introduction of driver contracts instead of being paid by the number so of passengers) and the minibus companies, potentially changing current working conditions of many people. Substantial efforts will be required to build a successful coalition within the municipality and the transport sector in favour of the reforms. Given the significant role UNDP have taken on this sustainable transport project and given the more capacity building required amongst the various stakeholders it is considered that the Phase 2 project coordinated by the UNDP is essential for these reforms to be successfully implemented. The other critical risk is the financial and technical capacity of the Municipality in the ongoing implementation of other sustainable transport projects.



3.1.3 Lessons from other relevant projects (eg same focal area) incorporated into project design

This project is the first of this type of transport project in Dushanbe and Tajikistan. Although there are other donor funded transport projects in Tajikistan none of these have addressed a wide range of transport modes nor have they addressed legislative and PR and capacity building activities to the scale covered by this project. As such this project has its own original design and has no exact prototype within Tajikistan. As described below in section 3.1.4 the project has learnt from lessons elsewhere in Central Asia through organised study tours to for example Almaty.

3.1.4 Planned Stakeholder Participation

Stakeholders' participation and interaction is considered to be critical for this project. The main stakeholders, identified in **section 2.4** 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. The process of setting up the stakeholder relationships in the early years of the project is not considered to have been efficient but it is clear that there are now strong relationships between the UNDP and all the stakeholders. During the TE mission the majority of the stakeholders met expressed their satisfaction with the project and the level of their involvement in the project outputs. It should also be noted that this project for the first time in Dushanbe brought together these various stakeholders to work together to implement sustainable transport projects.

It is very apparent that in particular 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 in its early years. Changes in key personnel at the Municipality has also meant that some momentum was lost on the project during the transition time but it is very clear from the TE mission that the Deputy Mayor is committed to the project and is satisfied with the project outputs.

Page 60 of the Inception Report indicates that at least 2 Project Steering Committee (PSC) should be held per annum. At the time of the MTE only 1 PSC had been held in each of the years 2010 (21/12/10), 2011 and 2012 (24/5/12). Since the MTE, again only 1 PSC has been held in each of the years 2013 (12/4/13), 2014 (22/4/14) and 2015 (2/4/15) with a final meeting of stakeholders held on 8/12/15. However, this is not considered to be a significant issue since it is clear that the UNDP have held a significant number of bespoke meetings with the stakeholders as well as wider training/capacity building sessions.



The Working Group set up by the UNDP to take forward the legislation changes leading to the draft Transport Code is an excellent example of collaborative partnership working by the stakeholders. Without the involvement of UNDP in leading and coordinating this Working Group then it would be questioned whether these legislative changes would have ever taken place. The MoT indicated that without UNDP involvement it would have taken at least 2 to 3 more years to get to the position of the Draft Transport Code. The NGO's met also made clear that their working relationship with other NGO's only came about by the UNDP involvement.

3.1.5 Replication approach

This is considered to be a particular strength of the project. Through the successful delivery of pilot projects (such as the bus lanes, cycle lane and SDCC) supported by complementary PR, legislation and capacity building work then the project has laid the foundation for empowerment of the implementing authorities to continue this work (subject to funding being available). Examples of replication include:

- Significant scope for further bus lanes (and supporting enforcement) and cycle lanes.
- Pilot Automated Parking Enforcement System ToR has allowed for functionality for the system to be replicated further within the Traffic Police 'Safe City' project.
- Scope for extension of the Single Dispatch Control Centre and development of for example phone apps by the Transport Authority using local resources from the Transport Institute.
- PR activities to be continued by the NGO's.
- MoT to continue with the work on the Transport Code legislation changes.
- EBRD project is based on the pilot bus lane and SDCC routes and thus benefits from the investment in trolley bus priorities and information provision. This could have wider benefits for other Tajikistan cities going forward.
- Traffic Police and Municipality to include bike lanes and cycle lanes for all new road projects.
- The whole country could be affected indirectly, since the proposed transport legislation reforms will be conducted on a national level, and pilot demonstrations can be replicated in other big cities of Tajikistan.
- At the TE mission it was stated that the National Government has adopted a General Development Plan/Strategy to 2025 (although it is understood that this refers to construction rather than specifically to transport) which was developed using ADB funding. The pilot projects implemented under the UNDP project could act as showcase for investors not only in Dushanbe but also to other cities to the north and south of Dushanbe.



Overall this has resulted in a clear exit strategy for this project with key stakeholders empowered to continue the success of the project.

It must also be recognised that this project is one of a first not only in Dushanbe, but the whole of Tajikistan and as such, it has laid the foundation for the implementation of future sustainable transport projects. The associated lessons learnt in terms of design standards, legislation work, enforcement and complimentary PR and capacity building work required will also be relevant to other Tajikistan cities and throughout Central Asia. To this extent it is disappointing that the Municipality did not want to continue with the proposed international conference to showcase the project.

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. Also in terms of replication the role of the UNDP in coordinating transport activities within Dushanbe should also not be overlooked. Based on the TE interviews there is a danger that without the ongoing coordination role of UNDP each individual stakeholder will go back to implementing their measures in an uncoordinated way (for instance MoT proposal for Paid parking scheme and Little Earth NGO cycle lanes proposal). Private companies such as TCELL have only contributed to the project because of the involvement of UNDP.

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 (\$51m). The 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-motorised 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 this project in Tajikistan and justifies UNDP's comparative advantage as GEF's Agency for the project. As such the project complies fully with the comparative advantages matrix provided by the GEF Council.

3.1.7 Linkages between project and other interventions within the sector

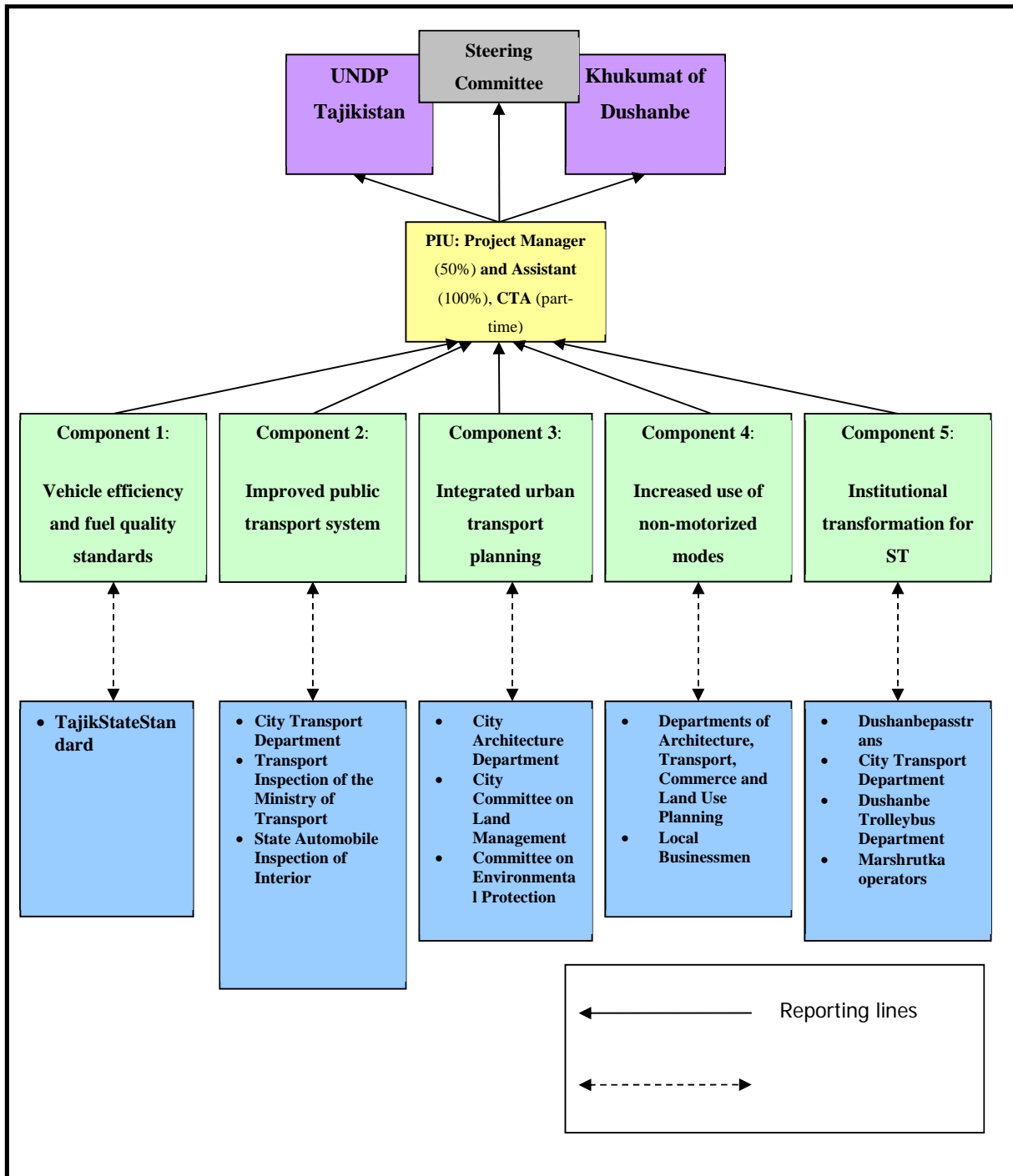
What was apparent during the TE interviews with stakeholders is how the project interacts with existing transport projects in Dushanbe including:

- EBRD Trolley Bus project – regular sharing of information has taken place between the UNDP and EBRD teams in order that the EBRD project can build on the achievements of the UNDP project. Furthermore, the scope of the EBRD project builds on the success of the pilot bus lanes and SDCC UNDP outputs.
- Traffic Police Safe City project – this has now been implemented and has had demonstrable road safety benefits (20% reduction in accidents since implementation). This has a significant positive impact on the UNDP project in terms of making the roads safer for people to use more sustainable modes of transport (such as walking and cycling). Furthermore, the beneficiary of the proposed bus lane enforcement system will be the Traffic Police thus offering further functionality of the Safe City Project

3.1.8 Management arrangements

The project has been designed to be implemented by UNDP. UNDP Country Office serves as the GEF Implementing Agency for this project and provides necessary support to the project implementation activities in accordance with UNDP standard rules and procedures, including monitoring and evaluation, budget revisions, disbursements, record keeping, accounting, reporting, auditing, procurement and contracting, assistance for public advocacy purposes, etc.

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





UNDP EEP Program Manager (Khurshed Kholov) provides overall coordination of the project activities. The Project Manager (PM) is responsible for project operations and activities (preparation/updates of project work plans; record keeping, accounting, reporting; drafting of terms of reference, technical specifications and other documents as required; identification, pre-screening of consultants/sub-contractors; coordination and supervision of consultants/sub-contractors/ suppliers, preparation of quarterly and annual work plans, progress reports, etc),

Municipality of Dushanbe serves as the Implementing Partner and is responsible for the execution of the project and achievement of the planned project activities/outputs. The Deputy Mayor oversees the project on behalf of the Municipality and represents the Municipality in the decision-making related to the project implementation.

International and national experts, advisors and consultants have been contracted on a short-term basis for specific tasks. A Chief Technical Advisor (CTA) provides project technical support to the PM.

Overall guidance is provided by the Project Steering Committee (PSC), for which the ToR are provided in page 60 of the Inception Report. It's membership is outlined in page 59 of the Inception Report.

Project monitoring and evaluation was conducted in accordance with the established UNDP and GEF procedures and provided by the project team and the UNDP Country Office with the support from UNDP/GEF. The revised Logical Framework Matrix with performance and impact indicators formed the basis for the project's M&E system.

A detailed schedule of project review mechanisms is presented in **Table 3** below:

Table 3 - Project Review Mechanisms

Management Mechanism	Schedule
PSC	At least once p/a – focus on work plan for following year and project progress/performance.
Stakeholder Workshops/training sessions	Arranged frequently for training purposes.
Legislation Working Group	As required meetings to discuss progress on Draft Transport Code.
CTA	3 missions since MTE to provide technical steer, input to progress reporting and capacity building.
MTE	Reviewed progress on the project and its implementation arrangements, reviewed the work plan for remaining period and identified recommendations for improvement.



The project has had 3 PM's. The 1st PM was in position to the end of December 2012 and, based on the findings from the MTE, was considered not to be effective. The 2nd PM was in position from December 2012 to December 2013 and the 3rd PM in post from June 2014 to the end of the project. The 2nd and 3rd PM's are considered to have been highly effective in driving the project forward. However, these changes in PM are not considered to be an efficient way of managing the project and in the case of the 1st PM, greater scrutiny of skills and competencies should be undertaken by UNDP before making an appointment. In particular the lack of clear direction in strategy in the first 2 years of the project resulted in poor project performance in the first 2 years of the project. Furthermore, UNDP should ensure that a proper handover takes place when there are changes in PM.

The MTE also noted that the lack of a reliable and effective CTA had hampered the work on the project upto January 2013. It is encouraging to note that the MTE recommendation to appoint a new CTA was implemented and the current CTA (contract started 3/7/13) is highly effective and has contributed greatly to the project success. UNDP should review its procedures for appointing CTA's to avoid appointing inappropriate CTA's as was the case with the 1st CTA.

3.2 Project Implementation

3.2.1 Adaptive Management (changes to the project design and project outputs during implementation)

The project has been implemented mostly according to the MTE suggested changes to the work plan, design, and management arrangements. The Annual Work Plans (AWP) have been developed after the analysis of lessons of the previous periods.

As indicated in the MTE a number of significant changes have had to be made to the project in terms of:

- Changes in outputs – the deletion of the transport model and inclusion of the SDCC and APES being examples.
- Increased emphasis on the role of legislation work on project.
- PR.
- Capacity building.

As stated earlier given that this is an innovatory project (not only in Dushanbe but within Tajikistan) it is of little surprise that the project has had to quickly learn from experience and adapt its strategy accordingly., Given the success of the project in delivering on its outputs then it is of credit to the UNDP Programme Manager, the PM and the CTA of the successful management in changing the direction of the project. Given



the very obvious lack of knowledge within the implementing authorities and at times lack of political support, then the UNDP team are to be congratulated further in driving this project forwards with the support of all stakeholders.

The impression of the evaluator is that since the MTE the project has been professionally managed, with a clear division of responsibilities, and good coordination in place. All staff and consultants have a good overview of the status of the project, in terms of activities and budget, and the remaining tasks to be implemented. Their TORs are/were relevant, clear, and comprehensive. Although there were a few delays and issues in the first 2 years of the project (upto the point where the 2nd PM was appointed) this has not affected the quality of the project activities and results and its cost effectiveness except for the relevant delay of the project completion, as it was time extended for 18 months.

The project has adapted its implementation with other major investment initiatives including the Safe City project where the proposed APES system will coordinate with this project and the agreement by the Municipality that all new road construction and rehabilitation will include bus lanes and cycle lanes.

3.2.2 Partnership Arrangements (with relevant stakeholders involved in the country/region)

The project succeeded to develop constructive and cooperative relations between main stakeholders. As mentioned previously this was a first of this type of project and the development of close working relationships with stakeholders was essential not only to the implementation of the measures themselves but also in the empowerment of the various stakeholders to own and develop the measures following project completion. This is very obvious by the many replication benefits outlined previously. It is also interesting to note that the project actually brought stakeholders together – for example at the TE mission one of the NGO's had developed working relationships with the other NGO's through cooperating together on the UNDP organised cycling PR activities and they have continued to work together since.

Taking into account these findings, and the regular routine procedures of stakeholder cooperation actually used by the project in the form of the PSC meetings, as well as workshops and training seminars, the overall partnership organised in the project can be assessed as effective, developing and growing.

3.2.3 Feedback from M&E activities used for adaptive management

The proposed changes to the project outputs were discussed and agreed at the relevant PSC by all stakeholders. Results from the various activities carried out were also presented at the PSC's. The changes



to the project outputs have not resulted in changes to the project outcomes and as such the M&E activities have remained unchanged from these outlined at the MTE.

3.2.4 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).
- 2013 = \$203,197.55 of which \$121,995.58 (GEF), \$81,201.97 (UNDP).
- 2014 = \$192,312.49 of which \$162,682.09 (GEF), \$29,630.40 (UNDP).
- 2015 = \$330,605.98 of which \$268,376.02 (GEF), \$62,229.96 (UNDP).
- Total = \$1,112,246.62 of which \$822,559.17 (GEF), \$289,687.45 (UNDP).
- Total Expenditure = 95%
- Total GEF expenditure = 85% (\$147,440.83 unspent)
- Total UNDP expenditure = +45% (\$89,687.45 spent above budget)

The MTE indicated that 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 appeared 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.

As reported elsewhere in this report financial expenditure in the 1st 3 years of the project was lower than that programmed. Since the MTE the financial spend has been significantly more coordinated and focussed and broadly in line with the MTE proposed broad budget allocations.

Overall the project financial planning process was in the limits of GEF and governmental co-financing resources and was very effective. It included strong financial controls, including reporting, and planning that



as a feedback of M&E allow the project management to make informed decisions regarding the budget at any time, allows for a proper and timely flow of funds, and for the payment of satisfactory project deliverables. As mentioned above, redirection of funding onto other outputs were promptly allocated for additional project related activities.

Although the project completion is 31/12/15, project closure is expected by 31/12/16 to allow final activities to be undertaken and final project expenditure to be completed.

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 TE to evaluate this. However, it is understood that the Municipality purchased 60 new trolleybuses and 150 new buses in 2010 (\$3m) and in 2014 purchased an additional 75 buses and 25 trolley buses equipped with GPS devices and electronic information boards. These buses have the functionality to incorporate electronic ticket machines at a later date.
- 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.

Based on the TE mission TCELL (mobile phone operator) have provided in kind contributions including:

- Free internet for 3 months for the SDCC.
- Volunteers and prizes for cycle marathons.
- Volunteers for safe roads promotions.

Table 4 below provides a summary of project co-financing:

Table 4 Project Co-Financing Summary

Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		Partner Agency (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants								
Loans/Concessions								
• In-kind support	1,170,000	971,064.69	4,461,127	3,101,846	1,200,000	8,125,228	6,831,127	12,198,138.69
• Other								
Totals	1.170.000	971,064.69	4,461,127	3,101,846	1,200,000	8,125,228	6,831,127	12,198,138.69

The 2014 PIR also indicated that the Open Society Institution (OSI) provided \$20,000 to the local public fund called CIIP (Civil Initiative of Internet providers) to equip 35 buses on route 8 (which is not on the pilot SDCC route) with GPS trackers.

3.2.5 Monitoring and evaluation – design at entry and implementation (with ratings)

The 3 project PM's provided 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).

The main M&E tools set out in the ProjDoc were the APR's, PIRS, PSC meetings and QMMM in standard form with outcomes, indicators, sources of verification and risk assumptions clearly delineated therein. The



ProjDoc also indicated that the LFA will serve as the reference for the M+E of the project. In addition, post the MTE, the CTA prepared progress reports. These in turn were discussed and approved at PSC meetings which provided a narrative reference to progress and/or slippage in the fulfilment of the annual work plan. Over the course of the project the PSC minutes confirm that both progress and slippage were noted thereby confirming the use of the M&E tool during project implementation. In addition there are recorded references to revisions being made to the work plan, time line and indicators (in particular post MTE) all of which would confirm the usefulness of the projects recording of M&E in practice.

Some of the projects initial stated outputs have not been delivered for example the Paid Parking Scheme and the Unified Fares Collection. Furthermore, even with an extension of the programme to 31/12/15, some of the projects have been delivered too late to be able to properly measure the outcomes. As such the project, at this stage of the TE, has not demonstrated delivery of any of its stated outcomes/objectives (eg reduction in GHG emissions, achievement of the modal share changes or improvement in public transport speeds). This is due to a combination of the following factors:

- Overambitious targets set at the outset.
- Time taken to address national legislation issues and bureaucracy to implement some of the measures.
- At times lack of political will and commitment from the main beneficiary.
- Lack of knowledge within the various authorities.
- Changes in UNDP (and the main beneficiary) key personnel, thus losing momentum.
- Lack of clear direction in strategy in the first 2 years of the project.
- Poor project performance in the first 2 years of the project.

Three contracts were entered into for the collection of survey data to support the project. The findings from the MTE indicated that the data collected in the 1st contract was not of a reliable standard required for a transport model and more recently the 2nd CTA has rejected some of the recent survey data and assumptions made especially given that some of the Government agencies refused to release some of the required data. Despite the specific recommendations made about survey data collection in the MTE, it is considered that the before and after data collection on this project is particularly weak (for example on cycle lane usage and satisfaction, bus lane usage and speeds, user satisfaction of the Dispatch centre). This therefore has an impact on the M&E of the project. More detailed planning of any future data collection needs to be made along with capacity building of local consultant to collect this data. After data is still required to be collected for the pilot bus lanes and SDCC following implementation of the bus lane enforcement project.



Ratings Summary

In view of the above, the M&E system is rated as follows:

- Overall quality of M&E = Moderately Satisfactory (**MS**)
- M&E design at entry = Moderately Satisfactory (**MS**)
- M&E Plan Implementation = Moderately Satisfactory (**MS**)

3.2.6 UNDP and Implementing partner implementation/execution coordination and operational issues

Quality of UNDP (Implementing Agency IA) Implementation

With the 2nd and 3rd PM's the project was executed well, founded on a strong and committed day to day working relationship between UNDP and the key stakeholders. The 2nd and 3rd PMs were praised by the key 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/pilot project, hence the importance of sustainability provisions and opportunities for replication.

The UNDP supervision over the Executing Agency was adequate, transparent and focused on results and responsive, professional and timeliness. The cooperation between IA and EA is fruitful and effective in all relations. The Memorandum of Understanding (MOU) signed 4/12/13 between UNDP and Dushanbe Municipality (to establish the SDCC and introduce bus lanes) can be seen as a clear commitment from the Municipality to take forward sustainable transport in the City.

Project Managers

The project has had 3 PM's. The 1st PM was in position to the end of December 2012 and, based on the findings from the MTE, was considered not to be effective. The 1st 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).

The 2nd PM was in position from December 2012 to December 2013 and the 3rd PM in post from June 2014 to the end of the project. It should be noted that the UNDP Programme Manager has been consistent throughout the project and, along with the 2nd CTA, managed the project in the period between the 2nd and 3rd PM. The 2nd and 3rd PM's by contrast to the 1st PM are considered to have been highly effective in driving the project forward. However, these changes in PM are not considered to be an efficient way of managing the project and in the case of the 1st PM, greater scrutiny of skills and competencies should be undertaken by UNDP before making an appointment. In particular the lack of clear direction in strategy in the first 2 years of the project resulted in poor project performance in the first 2 years of the project.

Handover of work between PMs

It is understood that there was no handover of roles between the 1st and 2nd PM and no formal handover between the 2nd and 3rd PM. It is recommended that UNDP should ensure that a proper handover when there are changes in PM is carried out.

Chief Technical Advisor (CTA)

The MTE also noted that the lack of a reliable and effective CTA hampered the work on the project upto January 2013. The MTE indicated that where the 1st CTA did input, the advice given was considered to be extremely poor - the example of the appointment of the Land Use Modelling Consultant is an example. As evidenced by comments in the 2012 PIR and Quarterly Report, the 2nd PM was unable to get useful or timely input from the 1st CTA. Indeed the 2012 QPM also identified as a risk that adequate and timely advice is not provided by the 1st CTA. Primarily as a function of the poor technical advice given on the project, a number of issues were identified in the MTE 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 by the MTE, also reflects the poor technical advice and input provided on this project by the 1st CTA.



It is encouraging to note that the MTE recommendation to appoint a new CTA was implemented and the 2nd CTA (appointed July 2013) is highly effective and has contributed greatly to the project success. UNDP should review its procedures for appointing CTA's to avoid appointing inappropriate CTA's as was the case with the 1st CTA.

Quality of Execution - Dushanbe Municipality (EA)

Implementation of the project has been hampered by changes in key staff at the beneficiary including the Deputy Mayor (new Deputy Mayor joined in 2014) and the National Project Coordinator (new coordinator started in early 2015) which has resulted in delays caused by, at times, lack of political will and commitment from the main beneficiary. Changes in staff at key stakeholders for example at the Ministry of Transport with regard to the legislative consultants work has also delayed progress.

However, it was clear from the TE meetings with the Deputy Mayor that he is committed to implementing sustainable transport policies and measures throughout Dushanbe and he sees the UNDP project as "*just the beginning*". From the meetings the Deputy Mayor also expressed his wish to implement wider reforms in the city including parking and reorganising public transport and minibus provision. The Mayor provided a decree and MoU in 2014 with regard to sustainable transport within the city and as such there is the political will to implement changes, with the Deputy Mayor fulfilling a 'champion' role for the UNDP project. Despite this there still exists much bureaucracy within the Municipality which has caused many delays in the project programme since effectively the Municipality has to follow the rules and constitution of the National Government. The Deputy Mayor was very appreciative of the training provided by the project, but it is the evaluator's view that much more is still required for both the decision makers and the technical staff.

Ratings Summary

In view of the above, the IA & EA Execution is rated as follows:

- Overall Quality of Project Implementation/Execution = Satisfactory (**S**)
- Quality of UNDP (IA) Implementation = Satisfactory (**S**)
- Quality of Execution = Satisfactory (**S**)



3.3 Project results

3.3.1 Overall Results (attainment of objectives) – including ratings

The overall results of the project in terms of outputs are of high quality and impressive, but formal comparison of these results with project outcomes is not possible. Many of the shortcomings of the project identified at the MTE have been successfully addressed which demonstrates the projects adaptive management and this fact increases the evaluator evaluation of the overall project management.

The ratings of the achievement of Outcomes are provided in the **Table 5** below:



Table 5 Summary of Achievement of Outcomes

Status of delivery colour codes: **Green** / completed – indicator shows successful achievement, **Yellow** – indicator shows expected completion shortly after completion of project, **Red** – Indicator show poor achievement - not complete by end of Project.

*Satisfaction rating scale: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)

Objective/Outcome	Performance Indicator	Baseline Level	Target Level at end of project	UNDP assessment at 30 June 2015	Terminal Evaluation Rating/Comments
REDUCE LOCAL AND GREENHOUSE GAS (GHG) EMISSIONS ASSOCIATED WITH THE TRANSPORT SYSTEM IN DUSHANBE CITY	Percentage of CO2 emissions reduction resulting from implementation of project pilots.	2011 estimate: 160,000 tons CO2	About 7% reduction in 2015 About 50% reduction in 2025 (10 years after project completion)	2013 estimate calculated in September 2014: 217,345 t Co2eq. There are no signs of CO2 reduction thus far, although there has probably not been a significant increase, either: 2011 estimate considered as probably	MS Given project enforcement (APES) implemented at end of project, need to assess in 2016 when impacts of SDCC and bus lanes following enforcement will be monitored.



				too low. More reliable estimates needed. Final estimates for 2015 are being made based on fuel sales in Dushanbe in 2011-2015.	
1. Lower emissions from vehicles in Dushanbe	Status of local fuel quality standards for petrol and diesel	Outdated GOST-based standards of local fuel quality standards for petrol and diesel	Tajikistan fuel quality standards for petrol and diesel correspond to international ones	New quality standards approved and published in January 2014.	HS With project involvement this outcome achieved in January 2014.
2. Increased bus and trolleybus modal shares and speeds	1. Share of public transport (bus and trolleybus) modes	Modal shares (2011): Trolleybus = 1.7% Bus = 9.2%	Modal shares (2015): Trolleybus = 4% Bus = 14%	In spite of the new bus lanes implemented, no modal change has been detected yet (in accordance with surveys in May-June 2015). Lack of enforcement of bus	MS Given project enforcement (APES) implemented at end of project, need to assess in 2016 when impacts of SDCC and bus lanes



				lanes and lack of improvement in PT frequencies and punctuality identified as key problems.	following enforcement will be monitored.
	2. Average speed of public transport modes along pilot projects	Average speed of public transport: Trolleybus = 9-11 km/h; Bus = 14.5 km/h;	Average speed of modal shares along pilot projects: Trolleybus = 17,5 km/h; Bus = 20 km/h;	Speed on bus lanes measured in May-June 2015: Trolleybus: 10.5 km/h (Ayni)-15.9 km/h (Sherozi) Bus: 10.7 km/h (Ayni)-18.7 km/h (Sherozi)	MS Given project enforcement (APES) implemented at end of project, need to assess in 2016 when impacts of SDCC and bus lanes following enforcement will be monitored.
	Status of travel demand survey for Dushanbe	Lack of any updated data on public transport operation in Dushanbe city	Completion of the first Travel demand survey in Dushanbe city	2012 travel demand survey revised to include total number of trips among the 33 zones of the city.	U Concerns over quality of data collected and some data unable to collect due to refusal to



					issue by the authorities.
	1. Status of implementation of demonstration project for dedicated bus lanes network project in Dushanbe city	Increased road congestion, passengers dissatisfaction with long trip time and slow speed of public transport modes and as a result – increased use of private vehicles	1. Dedicated lanes for public transport modes (buses and trolleybuses) introduced along a pilot transport corridor in Dushanbe city		S Bus lanes and associated markings and signs in place and contract for enforcement of the bus lanes in place
	2. Length of dedicated bus lanes network	0 km of dedicated bus lanes	2. At least 15 km of dedicated bus lanes	Bus lanes operational on Ayni, Sherozi, Somoni and Sino streets. Total length exceeds 15km.	S Bus lanes and associated markings and signs in place and contract for enforcement of the bus lanes in place



	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	RfP for a pilot parking control project (APES) in progress. The system is expected to be operational in Q3 2015. Parking policy (and related regulatory changes) still under discussion with local stakeholders	MU APES is relevant to bus lanes not paid parking. Paid parking system not introduced but legislation work has included scope to include paid parking in the Transport Code.
	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	Fare policy (and related regulatory changes) still under discussion with local stakeholders	MU Revised fare collection not implemented but legislation work has included scope to include uniform fares in the Transport Code.
	Status of	1.Lack of modern	1. Single	SDCC hardware delivered,	HS



	implementation of demonstration Single Dispatcher Control Center project in Dushanbe city	Dispatcher Control Centre to ensure public transport fleet management and population dissatisfaction with irregular public transport operation in Dushanbe city 2. Conventional, manual monitoring of the route	Dispatcher Control Center introduced in Dushanbe city 2. One trolleybus route with 35 trolleys is piloted within the Single Dispatcher Control Centre	information panels installed and GPS in all vehicles for lines T-1 and B-3. Testing in progress.	Implemented (albeit late in the project life)
3. Integrated land use and urban transport planning at the metropolitan level	1. Number of trained public authorities involved in public transport sector. 2. Changes in local regulation related to urban transport planning	1. Lack of trained personnel in integrated land use and urban transport planning. 2. Lack of specific	1. At least 20 public authorities trained in integrated land use and urban transport	Completed. No additional training activities conducted in this reporting period. No revised norms	MS Several training and capacity building exercises carried out. Urban transport planning regulations



		construction requirements related to urban transport planning.	planning. 2. Revised construction norms related to urban transport planning approved.	developed or approved in the reporting period.	included in draft Transport Code
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.	Inspection of the pilot cycle lane shows poor design and modest use. In spite of Mayor's instructions, no walking and cycling facilities have been included in new road projects. Awareness raising activity on cycling with the Cycling Federation of Tajikistan (20-21 September).	MS Only 1 pilot cycle lane and this has some design issues. Extensive public awareness of cycling and walking carried out. CTA training on cycle route design carried out. Safe Road Campaign 18/6/14 (10,000 citizens



					approached).
5. Institutional transformation of government, businesses and general public to embrace sustainable transport	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. 	Draft report submitted by national legal expert, following discussion with local stakeholders.	S Changes to legislation on parking and driving in bus lane successfully implemented. Draft Transport Code prepared - hopefully to be approved by National Government Mid 2016.
	Number of people reached by targeted PR campaigns through the different channels:	Lack of understanding and necessity to promote	Reaching at least 10% of the citizens in Dushanbe with at	Safe Road Campaign conducted on 18 June with participation of 25 volunteers who distributed	HS Various successful PR campaigns undertaken.



	Radio/ TV Face book and other internet channels Local newspapers Leaflets	sustainable transport measures among government bodies and general public	least one of the communication channels	handouts about proper behavior on the roads including pedestrians, drivers and bus passengers. Estimated 10,000 citizens outreached.	
	Number of trained public authorities in public transport sector	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	1. At least 20 public authorities trained on sustainable transport measures 2.1 At least 20 public authorities strengthened their capacity on sustainable	Training activities concluded in April 2014. No further action expected, except for the professional training of SDCC and APES operators and managers (end 2015). Final international conference scheduled November 2015. General layout and international	S Various training activities undertaken by CTA, international consultants and contractors. No conference held.



		<p>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>transport management via participation in the 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>	<p>speakers already agreed.</p>	
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The overall implementation and attainment of project objectives is rated as Satisfactory **(S)**.

Key achievements of the project include:

Implementation of replicable pilot schemes including:

- Bus lanes operational on Ayni, Sherozi, Somoni and Sino streets. Total length exceeds 15km.
- Incorporation of bus lanes and cycle lanes in all new road and rehabilitation projects eg 6km section of road leading to Vahdat.
- System to prohibit private vehicles in bus lanes. Contract is signed and planned to be implemented early 2016.
- Single Dispatch Control Centre (SDCC) on Rudaki Avenue and development of phone apps by the Transport Authority using local resources from the Transport Institute – anecdotal evidence indicates that there are fewer numbers of minibuses on this pilot route since the SDCC became operational.
- 5 km cycle lane on Shotemur Street - however as evidenced by the poor design standards of this route following MTE recommendations capacity building on cycle lane design has also been undertaken by the CTA.
- Bike parking at the University.
- PR activities to be continued by the NGO's.
- MoT to continue with the work on the Transport Code legislation changes.
- EBRD project is based on the pilot bus lane and SDCC routes and thus benefits from the investment in trolley bus priorities and information provision. This could have wider benefits for other Tajikistan cities going forward.

Collaborative partnership working with key stakeholders including:

- Municipality.
- MoT.
- Transport Regulatory Authority.
- Traffic Police.
- SUE bus and Trolley bus companies.
- Transport Institute.
- Ecological NGO's eg Bicycle Federation of Tajikistan, Youth of 21st Century, and Little Earth. The NGO's commented that the UNDP project had brought the NGO's together creating a "*new community*" who now organise their own events.



- Private Companies eg TCELL and Magafon. This has resulted in financial (eg Magafon provided \$10,600 towards the cycle lane and cycle parking implemented) and in kind (eg TCELL support to cycle marathons and 3 months free internet for the Dispatch Centre) co financing. TCELL made it clear that they only invested in these projects if UNDP were coordinating since UNDP was regarded as a trusted partner

It should be noted that this project for the first time in Dushanbe brought together these various stakeholders to work together to implement sustainable transport projects.

Integration and knowledge sharing with other transport projects including:

- \$22m Traffic Police Safe City project – completed.
- \$8.2m EBRD Trolley Bus project – started in 2014 and is ongoing.

Changes in Legislation/policy making including:

- With Tajikstandard successful drafting and implementation of changes in Tajikistan National Fuel Quality Standards.
- Forbidding the use of bus lanes by private vehicles.
- With MoT drafting of National Transport Code changes for submission to National Government – MoT commented that without UNDP assistance then this would have taken MoT at least 2 to 3 years longer. Expected National Government approval mid 2016.
- Successful introduction of 30 minute earlier start time for Universities, colleges and schools within Dushanbe to reduce the traffic demands in the AM peak period – anecdotal evidence indicates that this has helped to reduce congestion in the AM peak.
- Successful negotiations to include questions on public transport within the next national census (2020) subject to budget.
- Traffic Police and Municipality include the provision of cycle lanes for all new road construction and rehabilitation works.
- Traffic Police and Municipality include the provision of bus lanes for all new road construction and rehabilitation works.

It was stated at the TE mission at several meetings that no other donor funded projects carry out these type of activities.

Significant capacity building of stakeholders work through:

- Study tours eg to Almaty on an international conference on best parking policies and strategies and Guangzhou /Beijing study tour on BRT.



- Training sessions by project consultants and the 2nd CTA on, for example Transport Modelling, GHG emissions model, paid parking and unified fares collection, CTA courses. SDCC training by contractor.
- The CTA is preparing course material on sustainable transport to include within the curricula at the Tajik technical University.

Significant and sustained awareness raising through PR activity work to promote sustainable and safe transport through:

- Media - over 50 articles in newspapers/radio/TV.
- Video of project produced and distributed.
- Leaflets - working with volunteers and NGO's and private companies such as TCELL distribution of 8 different PR leaflets.
- Facebook - with average of 600 hits per week.
- Events eg 3 cycle marathons attended each time by over 100 cyclists plus supporters these have been organised in cooperation with NGO's, Traffic Police and private companies eg TCELL.
- Networking with and amongst ecological NGO's

3.3.2 Relevance (including ratings)

The project's outcomes are consistent with GEF strategies. The project was well conceived with respect to reducing GHG emissions arising from transport within Dushanbe in order to tackle resultant health, safety and accessibility issues. The 2010 objectives of the project are still relevant today. This project is the first of this type of transport project in Dushanbe and Tajikistan. Although there are other donor funded transport projects in Tajikistan none of these have addressed a wide range of transport modes nor have they addressed legislative and PR and capacity building activities to the scale covered by this project. As such this project has its own original design and has no exact prototype within Tajikistan.

In terms of Relevance the Project is rated as Relevant (**R**).

3.3.3 Effectiveness and Efficiency (with ratings)

Effectiveness

As discussed above, the project outputs as defined in the revised LFA have successfully been implemented. However, some of these were implemented too late to allow assessment of the effectiveness of the





measures in terms of outcomes and also there are issues with the data collection carried out. Despite these issues, the project has delivered on setting the framework to continue the future development of sustainable transport in Dushanbe and in other Tajikistan cities through the legislative, PR and capacity building work.

Based on the above Effectiveness is rated as Satisfactory (**S**).

Efficiency

As previously noted, the project activities originally planned under a limited budget were too ambitious, but the pilot nature of the project gave a chance for seeking approaches and for shortcomings. In particular following the MTE, in these conditions the project management found the way of the most effective use of financial resources, restricting them to the most effective pilot actions. As a result of this flexible adaptive approach, the scope of activities implemented corresponds well to the total budget. Some of the selected activities (eg the pilot SDCC) were discussed with the project team and assessed for cost effectiveness, and have been found to be cost effective and priced competitively based on effective tender procedures. Involvement of the NGO's and private companies in PR activities has proved to be extremely cost efficient in terms of provision of staff resources and in kind contributions to these activities. The role of the CTA in developing transport curriculum material for the University is also another cost efficient way of training students in transport planning methods. The training activities carried out by UNDP specialists and the CTA has been efficiently carried out in terms of the training being carried out in one go to circa 20 to 30 key stakeholders.

Based on the above Efficiency is rated as Satisfactory (**S**).

3.3.4 Country ownership

Country ownership by the end of the project is significantly more developed than at the beginning. Although expectations of a few stakeholders were not realised (for example the SUE bus and SUE trolleybus companies), the overall cooperation between key governmental bodies/agencies and NGO's has developed significantly. As discussed above, the project played a great catalytic role in drafting of the Transport Code. From the TE meeting with the Deputy Mayor it is clear that he has a vision for changes to the public transport operations and in particular reducing the role of the minibuses and increasing the role of the state



bus and trolley bus services in order to reduce the number of vehicles on the road and thus reduce GHG emissions.

3.3.5 Mainstreaming

As noted above, the objectives and outcomes of the project conform to the UNDP country programme strategies as well as GEF required outcomes towards global environmental benefits. The project should be instrumental for mainstreaming environmental issues within transport policies in Tajikistan (in connection with the 2025 General Development Plan), for meeting the country's commitments with UN Framework Convention on Climate Change (UNFCCC) and for replicating results in other cities in Tajikistan and in Central Asia. The project also assists with improving governance within the country. For example the SDCC contributes to the National Government 'electronic Government' project since it allows future tracking of Government vehicles and possible provision of a command centre. The issues of poverty reduction, governance and gender were indirectly covered and impacted by the project. The proposals to reform the public transport system did take into account maintaining accessibility to all neighbourhoods (including low-income ones, which are mainly served by minivans) and not increasing fares. On governance, the proposals for transport reform include better transparency in decision-making and more collaboration among local and national governments. Governance was enhanced whilst the single dispatch control center was established and operational, thereby contributing to better coordination and saving operation costs of Khadamotrason.

3.3.6 Sustainability (including ratings)

Overview

The sustainability of the project outcomes considerably depends on the success of the appropriate authorities to continue with the work of implementing, for example, further bus and cycle lanes and extending the SDCC, as well as the success of approval of the draft Transport Code and subsequent amendment of Municipality legislation. As indicated previously the project is unique to Dushanbe and Tajikistan and without the UNDP managing the project none of this would be possible. One key issue to consider is the lack of knowledge within the various stakeholders and the TE evaluator is concerned that without ongoing UNDP further involvement in a Phase 2 of the project, its ongoing success may be short lived. A Phase 2 briefing paper has been prepared by UNDP for which funding is required and it is understood that UNDP have discussed this with JICA.



Following the MTE the project design and implementation was not only focussed on deliverable outputs but also on the necessary supporting measures ie legislation, PR and capacity building. These have been great successes of the project. However, although these have been successful, it is clear from the TE mission that further work in these areas is still required amongst all the stakeholders and it was very clear from the TE mission that all stakeholders need funding and an overall coordination authority to achieve this. As such the sustainability of the project will only be achieved through implementation of Phase 2 of the project.

Sustainability of the measures was discussed with stakeholders during the TE mission. The pilot SDCC is a good example of the scope for sustainability of the measures since the Municipality are keen to extend the system and with the UNDP future funding opportunities to expand the system have been explored eg state ownership, revenues/bilateral agreements with other operators (eg mini bus, utility companies etc) and PPP. Future expansion (and possible revenues) for the system to be expanded to ambulance services and utility companies was also discussed. What was apparent in these discussions is the need for greater capacity building amongst the stakeholders to enable an informed decision for the way forward to be taken.

Based on this Terminal Evaluation findings the evaluator firmly supports this Phase 2 work since the only way for any of the achievements of this project to be sustained is through ongoing coordination of activities (with funding) by the UNDP.

The following groups of risks in accordance with GEF guidelines for TE were separately evaluated and rated on the likelihood and extent that the risks will impede sustainability.

Financial risks that may jeopardise the sustainability of project outcomes are high, as it is obvious from discussions with stakeholders on the TE mission that there is limited public sector budgets available to implement further sustainable transport projects, the NGO's do not have funding available and the private sector have said they will only continue to be involved if UNDP are coordinating the projects.

It is evident that for the transition to sustainable transport to continue in the longer term, larger investment is required. The UNDP should be congratulated for their efforts to facilitate partnership and negotiations between the Municipality and donor funders (eg with the discussions with ADB). It is noticeable that the 2015 PSC included representatives from the World Bank, JICA and ADB.

Socio political risks. There is a level of political commitment with the Mayor's office decree and MoU. However, as evidenced by changes in personnel at the Municipality this can change quickly.

Institutional Framework and Governance Risks – as mentioned previously the draft Transport Code has been prepared. Should this be approved then this will require changes to the Municipality laws and regulations but without UNDP involvement it is questionable whether this will actually take place. However, the legislative groundwork has been carried out as part of this project.



Environmental risks of the project which are not tracked since natural processes do not influence the project, except for force-majeure at the national level that can crush the majority of environmental oriented national programmes (e.g. natural disasters and catastrophes).

Summary of ratings

Based on the comments above, the rating of sustainability is summarised as:

- Overall likelihood of risks to sustainability = Moderately Unlikely (**MU**)
- Financial risks = Moderately Unlikely (**MU**)
- Socio political risks = Likely (**L**)
- Institutional framework and governance risks = Moderately Likely (**ML**)
- Environmental risks = **N/A**

Catalytic Role

One of the main impacts of the project is that it has launched the implementation of and empowered the implementing authorities to continue with sustainable transport measures within Dushanbe. Furthermore, the project can act as an example to other cities within Tajikistan and the rest of Central Asia. Examples of the replication benefits of the project have been described previously.

3.3.7 Impact

In terms of impact the project is considered to have demonstrated progress towards its impact achievements – the key issue being is that as yet the project has not demonstrated this through its monitoring and evaluation delivery of its outcome targets. The UNDP supplied tracking tool was also reviewed and it is noticeable that no information is provided on GHG emissions. As indicated by the CTA, in accordance with the data collected in 2015, CO2 emissions savings are not expected, the reason being that public transport quality was not improved (in terms of speed and reliability) to a degree enough to justify any modal transfer from private cars to public transport.

The Review of Outcomes to Impacts (ROtI) desktop method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#) was used to assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts.

The findings from this are summarised in **Table 6** below:



Outputs	Outcomes	Outcome Rating	Intermediate State	IS Rating	Impact (GEB)	Impact rating	Overall I
About 7% reduction in 2015 About 50% reduction in 2025 (10 years after project completion)	1 Lower emissions from vehicles in Dushanbe.	B	Percentage of CO2 emissions reduction resulting from implementation of project pilots.	B	Reduce local and Green House Gas (GHG) emissions associated with the transport system in Dushanbe		B
Modal shares (2015): Trolleybus = 4% Bus = 14% Average speed of modal shares along pilot projects: Trolleybus = 17,5 km/h; Bus = 20 km/h;	2 Increased bus and trolleybus modal shares and speeds.	B	Modal shares (2011): Trolleybus = 1.7% Bus = 9.2% 2011 Average speed of public transport:	B			



Travel demand survey for Dushanbe			Trolleybus = 9-11 km/h; Bus = 14.5 km/h				
Length of dedicated bus lanes network			Not completed				
implementation of new paid parking system							
implementation of revised fare collection system			At least 15 km of dedicated bus lanes				
implementation of demonstration Single Dispatcher Control Center project in Dushanbe city			Not completed				





			One trolleybus route with 35 trolleys piloted within a Single Dispatcher Control Centre				
At least 20 public authorities trained in integrated land use and urban transport planning.	Integrated land use and urban transport planning at the metropolitan level	B	Ongoing training of personnel				
2. Revised construction norms related to urban transport planning approved.			Status of drafting of the Transport				





			Code			
1. Length of pilot cycle lane.	Increased walking and cycling modal shares	B	5km of pilot cycle lane.			
2. Changes in local regulations promoting walking and cycling.			2. Walking and cycling facilities to be included in all new road projects.			
1. Number of people reached by targeted PR campaigns through the different channels	Institutional transformation of government , businesses and general public to embrace sustainable transport		Reaching at least 10% of the citizens in Dushanbe with at least one of the communication channels			
2. Number of trained public authorities in public transport sector			At least 20 public authorities trained on sustainable transport measures			



4.0 Conclusion, Recommendations and Lessons Learnt

Overall summary

In overall summary the project can be seen to have delivered many of its outputs in collaboration with the various stakeholders and the project has excelled in its efforts. On the whole the Evaluator considers the project to be a very good example of what can be accomplished as a first stage pioneering project.

Key achievements

Key achievements of the project include:

Implementation of replicable pilot schemes including:

- Bus lanes operational on Ayni, Sherozi, Somoni and Sino streets. Total length exceeds 15km.
- Incorporation of bus lanes and cycle lanes in all new road and rehabilitation projects eg 6km section of road leading to Vahdat. **Recommendation 1** - Municipality and Traffic Police to continue this work. Timeframe ongoing. Monitoring of lengths of new bus and cycle lane implemented and before and after journey time savings for buses and counts of number of cyclists.
- System to prohibit private vehicles in bus lanes. Contract is signed and planned to be implemented early 2016. **Recommendation 2** – UNDP CO and Traffic Police to implement this system during 2016 and monitor its effectiveness in terms of bus journey times.
- Single Dispatch Control Centre (SDCC) on Rudaki Avenue and development of phone apps by the Transport Authority using local resources from the Transport Institute – anecdotal evidence indicates that there are fewer numbers of minibuses on this pilot route since the SDCC became operational. **Recommendation 3** – Transport Authority, municipality and Traffic police to expand the SDCC on an ongoing basis. Monitoring will be in the form of before and after passenger satisfaction and bus journey times.
- 5 km cycle lane on Shotemur Street - however as evidenced by the poor design standards of this route following MTE recommendations capacity building on cycle lane design has also been undertaken by the CTA.
- Bike parking at the University.
- **Recommendation 4** - PR activities to be continued by the NGO's on an ongoing basis and to be monitored in terms of increased use of sustainable transport modes and user satisfaction surveys.
- **Recommendation 5** - MoT to continue with the work on the Transport Code legislation changes during 2016. Monitoring will be in the form of adoption of Transport Code by national Government and implementation within Dushanbe Municipality Local Laws.



- EBRD project is based on the pilot bus lane and SDCC routes and thus benefits from the investment in trolley bus priorities and information provision. This could have wider benefits for other Tajikistan cities going forward.

Collaborative partnership working with key stakeholders including:

- Municipality.
- MoT.
- Transport Regulatory Authority.
- Traffic Police.
- SUE bus and Trolley bus companies.
- Transport Institute.
- Ecological NGO's eg Bicycle Federation of Tajikistan , Youth of 21st Century, and Little Earth. The NGO's commented that the UNDP project had brought the NGO's together creating a "*new community*" who now organise their own events. See recommendation 4.
- Private Companies eg TCELL and Magafon. This has resulted in financial (eg Magafon provided \$10,600 towards the cycle lane and cycle parking implemented) and in kind (eg TCELL support to cycle marathons and 3 months free internet for the Dispatch Centre) co financing. TCELL made it clear that they only invested in these projects if UNDP were coordinating since UNDP was regarded as a trusted partner

It should be noted that this project for the first time in Dushanbe brought together these various stakeholders to work together to implement sustainable transport projects.

Integration and knowledge sharing with other transport projects including:

- \$22m Traffic Police Safe City project – completed.
- \$8.2m EBRD Trolley Bus project – started in 2014 and is ongoing. **Recommendation 6** – EBRD and UNDP CO to continue with exchange of knowledge sharing on an ongoing basis.

Changes in Legislation/policy making including:

- With Tajikstandard successful drafting and implementation of changes in Tajikistan National Fuel Quality Standards.
- Forbidding the use of bus lanes by private vehicles.
- With MoT drafting of National Transport Code changes for submission to National Government – MoT commented that without UNDP assistance then this would have taken MoT at least 2 to 3 years longer. Expected National Government approval mid 2016.



- Successful introduction of 30 minute earlier start time for Universities, colleges and schools within Dushanbe to reduce the traffic demands in the AM peak period – anecdotal evidence indicates that this has helped to reduce congestion in the AM peak.
- Successful negotiations to include questions on public transport within the next national census (2020) subject to budget.
- Traffic Police and Municipality include the provision of cycle lanes for all new road construction and rehabilitation works. See Recommendation 1.
- Traffic Police and Municipality include the provision of bus lanes for all new road construction and rehabilitation works. See Recommendation 1.

It was stated at the TE mission at several meetings that no other donor funded projects carry out these type of activities.

Significant capacity building of stakeholders work through:

- Study tours eg to Almaty on an international conference on best parking policies and strategies and Guangzhou /Beijing study tour on BRT.
- Training sessions by project consultants and the 2nd CTA on, for example Transport Modelling, GHG emissions model, paid parking and unified fares collection, CTA courses. SDCC training by contractor.
- The CTA prepared course material on sustainable transport to include within the curricula at the Tajik technical University. **Recommendation 7** - Tajik technical University to implement sustainable transport teaching on an ongoing basis.

Significant and sustained awareness raising through PR activity work to promote sustainable and safe transport through (see recommendation 4):

- Media - over 50 articles in newspapers/radio/TV.
- Video of project produced and distributed.
- Leaflets - working with volunteers and NGO's and private companies such as TCELL distribution of 8 different PR leaflets.
- Facebook - with average of 600 hits per week.
- Events eg 3 cycle marathons attended each time by over 100 cyclists plus supporters these have been organised in cooperation with NGO's, Traffic Police and private companies eg TCELL.
- Networking with and amongst ecological NGO's.

Significant replication opportunities within Dushanbe and for the rest of Tajikistan including:

- Significant scope for further bus lanes (and supporting enforcement) and cycle lanes. See recommendations 1 and 2.



- Pilot Automated Parking Enforcement System ToR has allowed for functionality for the system to be replicated further within the Traffic Police 'Safe City' project. See recommendation 2.
- Scope for extension of the Single Dispatch Control Centre and development of for example phone apps by the Transport Authority using local resources from the Transport Institute. See recommendation 3.
- PR activities to be continued by the NGO's. See recommendation 4.
- MoT to continue with the work on the Transport Code legislation changes. See recommendation 5.
- EBRD project is based on the pilot bus lane and SDCC routes and thus benefits from the investment in trolley bus priorities and information provision. This could have wider benefits for other Tajikistan cities going forward. See recommendation 6.
- Traffic Police and Municipality to include bike lanes and cycle lanes for all new road projects. See recommendation 1.
- The whole country could be affected indirectly, since the proposed transport legislation reforms will be conducted on a national level, and pilot demonstrations can be replicated in other big cities of Tajikistan. See recommendation 5.
- At the TE mission it was stated that the National Government has adopted a General Development Plan/Strategy to 2025 (although it is understood that this refers to construction rather than specifically to transport) which was developed using ADB funding. The pilot projects implemented under the UNDP project could act as showcase for investors not only in Dushanbe but also to other cities to the north and south of Dushanbe.

Overall this has resulted in a clear exit strategy for this project with key stakeholders empowered to continue the success of the project.

It is encouraging that all parties involved in the project took on board the MTE recommendations and it is noticeable that since the MTE, great progress has been made on the project – during the TE at one of the meetings it was stated that effectively the project was "*born again*" after the MTE in January 2013. It should be noted that all of the actions in the road map identified in the MTE have now been implemented.

It must also be recognised that this project is one of a first not only in Dushanbe, but the whole of Tajikistan and as such, it has laid the foundation for the implementation of future sustainable transport projects.

Also in terms of replication the role of the UNDP in coordinating transport activities within Dushanbe should also not be overlooked. Based on the TE interviews there is a danger that without the ongoing coordination role of UNDP each individual stakeholder will go back to implementing their measures in an uncoordinated way (for instance MoT proposal for paid parking scheme and Little Earth NGO cycle lanes proposals).



M&E

Some of the projects initial stated outputs have not been delivered including the Paid Parking Scheme and the Unified Fares Collection. Furthermore, even with an extension of the programme to 31/12/15, many of the projects have been delivered too late to be able to properly measure their outcomes. As such the project, at this stage of the TE, has not demonstrated delivery of any of its stated outcomes/objectives eg reduction in GHG emissions, achievement of the modal share changes or reduction in public transport journey times. This is due to a combination of the following factors:

- Overambitious targets set at the outset.
- Time taken to address national legislation issues and bureaucracy required to implement some of the measures.
- At times lack of political will and commitment from the main beneficiary.
- Lack of knowledge within the various authorities.
- Changes in UNDP (and the main beneficiary) key personnel, thus losing momentum.
- Lack of clear direction in strategy in the first 2 years of the project.
- Poor project performance in the first 2 years of the project.
- Data not being available (as in the case of the GHG target).
- Inadequate capacity within the University (as in the case of the modal share and bus journey speeds targets).

However, the project's replication benefits, which are many, must not be overlooked and the project leaves a strong legacy for the key stakeholders to take forward future sustainable transport work. Furthermore, although at the time of this TE the project had not delivered on its outcomes/targets the key questions to ask are:

- What would the situation be like if the project had not been implemented, and
- Given that many of the outputs have only been delivered during 2015, then what would the results be once they are measured in 2016?

Key issues and lessons learnt

Key issues and lessons learnt from the project are summarised below under specific headings:

Budget

As stated in the MTE, the project faced significant challenges. Its initial ambitions were probably too high compared to the existing institutional framework and the limited resources. The MTE indicated that 3 years into the project that only 33% of the budget had been spent which clearly indicated that the project was



behind programme with delays in the programme in the early years of the project ie 2010 and 2011. It was noted that since January 2012 with the appointment of the 2nd PM the project begun to deliver on projects and gain momentum. Although this PM left the project in December 2013, the CTA and the EEP Programme Manager Khurshed Kholov and incoming 3rd PM maintained this momentum. By the 2015 project end the project budget had been 95% spent.

The project has been successful in obtaining financial and in kind co financing for the project from eg mobile phone operators. It should be noted though that the beneficiary's regulations have restricted other co financing proposals (eg TCELL offered to provide a life time free internet connection for the Dispatch Centre in exchange for advertisements at bus stops).

With the project scale and complexity it is clear that the scope of work, allocated budget and timeframe were insufficient.

Recommendation 8 - For future project scoping, UNDP should take into account more realistic timescales, ambitions, budgets and targets and ensure that the political will is in place. This should involve a technical review of proposed project deliverables, budgets and timescales carried out by UNDP on all future projects 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.

UNDP Staffing

The project has had 3 PM's. The 1st PM was in position to the end of December 2012 and, based on the findings from the MTE, was considered not to be effective. The 2nd PM was in position from December 2012 to December 2013 and the 3rd PM in post from June 2014 to the end of the project. The 2nd and 3rd PM's are considered to have been highly effective in driving the project forward. However, these changes in PM are not considered to be an efficient way of managing the project and in the case of the 1st PM, greater scrutiny of skills and competencies should be undertaken by UNDP before making an appointment. In particular the lack of clear direction in strategy in the first 2 years of the project resulted in poor project performance in the first 2 years of the project. Furthermore, UNDP should ensure that a proper handover takes place when there are changes in PM. It should be noted that that the UNDP CO EEP Programme Manager Khurshed Kholov has remained constant throughout the project and therefore retains institutional memory.

The MTE also noted that the lack of a reliable and effective CTA has hampered the work on the project upto January 2013. It is encouraging to note that the MTE recommendation to appoint a new CTA was implemented and the 2nd CTA (contract started 3/7/13) is highly effective and has contributed greatly to the



project success. UNDP should review its procedures for appointing CTA's to avoid appointing inappropriate CTA's as was the case with the 1st CTA.

Recommendation 9 – UNDP to ensure suitable appointments for key personnel at the outset of the project – this should involve an immediate review and update of all UNDP recruitment procedures including greater scrutiny of skills and competencies before making an appointment. UNDP should also ensure that a proper handover takes place when there are changes in PM/CTA.

Stakeholder staff changes

Implementation of the project has been hampered by changes in key staff at the beneficiary including the Deputy Mayor and the National Project Coordinator which has resulted in delays caused by at times lack of political will and commitment from the main beneficiary. Changes in staff at key stakeholders for example at the Ministry of Transport with regard to the legislative consultants work has also delayed progress.

Project Planning

At the outset of the project it is apparent that over ambitious and unrealistic timescales were set for the project due to for example not taking into account political/administrative issues at the beneficiary and the need for time consuming legislative changes. However, since the MTE the project has shown excellent adaptive management and the MTE proposed more realistic revised work programme has been largely adhered to. See recommendation 9.

Stakeholder collaboration

Network of stakeholder support is essential for the implementation and awareness raising of the measures - the project has successfully built a network of stakeholders consisting of NGO's and private companies. Although the MTE indicated that the process of setting up these relationships in the first 2 years of the project was not considered to have been efficient (and as such the project lacked in principle support and ownership from key decision makers at the Municipality), it was very clear from the TE meetings held that the UNDP was in regular dialogue with all the key stakeholders which has resulted in the successful implementation of the project outputs with political support and ownership. This is particularly important given that, unlike previous and current other donor funded projects which are focussed primarily on implementing infrastructure projects, the UNDP project was also focussed on legislation changes to assist implementation of projects and PR activities to educate people and change people's mindsets.

Legislative changes

The project has required changes to National and local legislation in order for the pilot projects to be implementable. This seems to have been totally underestimated in the early years of the project. This is fundamental to any future changes in public transport operations and management and reforms (eg the role



of the minibuses). This is also important since following approval of the Transport Code then the Municipality will need to amend their own rules which will take time and the Municipality will require support and training. See recommendation 8.

Implementation of measures

Being the first of this type of project has involved changing local decision maker's mindsets and also requiring changes to national rules and regulations in order to implement transport schemes within Dushanbe. Therefore, a considerable amount of time has been expended since 2012 on drafting the required legislative changes. As such this explains why many of the schemes have only been implemented in the last year of the project. Had greater activity been taken in the first 2 years then perhaps this would not have been the case. This also explains why the project schemes have evolved over time and hence why the paid parking and uniform fares measures have not been implemented, whilst the SDCC and enforcement of bus lanes have been implemented. This successful adaptive management though is to be congratulated.

Political support – this is essential for the projects success and has, late in the project, been successfully achieved through the signing of the MoU and the very obvious Deputy Mayor support for the project. However, with the various changes in personnel at the Municipality the political will could be lost in the future and hence the need for the work of the UNDP to continue to nurture this relationship to ensure the momentum of the political will is never lost. See recommendation 8.

Training/Capacity Building and PR

A significant amount of training and capacity building has been required for the Municipality and other stakeholders. This has successfully been delivered by the UNDP with positive feedback from those who have received this. Furthermore, a significant amount of education for the general public has been required to educate them on new transport measures such as cycle lanes, bus lanes and the dispatch centre. Again this has been successfully carried out by the UNDP with positive feedback from the public.

However, the Municipality still require technical expertise to avoid bad design issues such as the design and implementation of the pilot cycle lane and to avoid shortcomings in the design process eg the need to provide enforcement of the bus lanes. Training and capacity building is required both from point of view of the decision makers and the technicians/engineers. It is the view of the TE that a significant amount of capacity building is required at the Universities particularly in the area of data collection. Ownership and empowerment is critical in terms of the exit strategy of the project and relies on the implementing authorities having the technical and legal know how to continue the projects.



Changing mind sets – being an innovatory project, education and PR of the measures has been especially important to change the mindsets of the general public in terms of attitudes towards for example parking, cycling etc. Furthermore, to gain ownership of the projects by the Municipality has required changing the mindsets of the key stakeholders which has been achieved by collaborative working with stakeholders and capacity building training.

Survey Data Collection

Three contracts were entered into for the collection of survey data to support the project. The findings from the MTE indicated that the data collected in the first contract was not of a reliable standard required for a transport model and more recently the 2nd CTA has rejected some of the recent survey data and assumptions made especially given that some of the Government agencies refused to release some of the required data. Despite the specific recommendations made about survey data collection in the MTE, it is considered that the before and after data collection on this project is particularly weak (for example on cycle lane usage and satisfaction, bus lane usage and speeds, user satisfaction of the Dispatch Centre). This therefore has an impact on the M&E of the project. After data is still required to be collected for the pilot bus lanes and SDCC following implementation of the bus lane enforcement project.

Recommendation 10 - More detailed planning of any future data collection needs to be made by the UNDP at the project scoping along with capacity building of the local consultant to collect this data.

Lack of overall transport vision/masterplan in Dushanbe

It should be noted that the project has been implemented in an environment where the beneficiary does not have an overall clear transport vision/masterplan and neither how this integrates with land use planning in the city. Without this it is considered that the project has made exceptional progress in implementing what, is for Tajikistan, innovative sustainable transport measures. Lack of an overall vision is a real shortcoming and leads to projects being implemented in a reactive rather than a proactive way. Furthermore, there appears to be no interaction between land use planning and transport planning in the city. The Evaluator was made aware of a 2011 document called the General Development Plan for the Transport Sector 2025 but no details were provided of this.

Recommendation 11 - Should any further transport work be carried out in Dushanbe then the first stage should be development of an overall transport vision and define supporting legislative/financial/management arrangements in order that transport improvements (both in terms of schemes and supporting



legislative/management/PR/capacity building arrangements) can be defined. This is particularly important given that, as this project has shown, one measure on its own will not solve the complex transport issues in Dushanbe and the required transport measures interact with each other. The legislation work is a prime example of this. It is through a combination of measures (which will include physical measures such as bus lanes, supporting legislative measures, supporting capacity building and PR measures) that the transport problems in Dushanbe will be resolved.

This is a very important finding from this project. It is therefore essential that the excellent groundwork undertaken on this project is not lost and that future funding is established to continue the project in terms of:

- Work with the Municipality and stakeholders to develop a transport vision/masterplan (which needs to include interaction with land use planning).
- Work with the Municipality and stakeholders to establish a way forward in terms of identification of schemes to implement and the required supporting legal, PR, financial review and capacity building measures required.
- Implement the above measures and monitor their effectiveness.

Exit strategy - the December 2014 CTA report identified a clear exit strategy for the project which on the whole UNDP have delivered through 2015. Based on this a Phase 2 project proposal has been prepared with the UNDP seeking donor funding as well as considering other funding options (eg PPP – which in itself requires a mindset change due to possible stakeholder distrust of the private sector). It is the view of the evaluator that without funding and without UNDP ongoing coordination role that the momentum in terms of sustainable transport measures in Dushanbe will be lost and the project will not be sustained in the longer term. The scope for a Project Implementation Unit (PIU) in this second phase to directly assist the Municipality is considered to be an excellent idea.

Sustainability

Significant risks still remain ahead. The most critical one is that reforms in the public transport sector will require significant changes in the current management and working practices in the SUE Bus and Trolley Bus companies (eg through the introduction of driver contracts instead of being paid by the numbers of



passengers) and the minibus companies, potentially changing current working conditions of many people. Substantial efforts will be required to build a successful coalition within the municipality and the transport sector in favour of the reforms. Given the significant role UNDP have taken on this sustainable transport project and given the more capacity building required amongst the various stakeholders it is considered that the Phase 2 project coordinated by the UNDP is essential for these reforms to be successfully implemented. The other critical risk is the financial and technical capacity of the Municipality in the ongoing implementation of other sustainable transport projects.

Based on this Terminal Evaluation findings the evaluator firmly supports this Phase 2 work since the only way for any of the achievements of this project to be sustained is through ongoing coordination of activities (with funding) by the UNDP.

Recommendation 12 – UNDP to continue seeking funding for Phase 2 of project to include a PIU.



Appendices



Appendix A – Terms of Reference (TOR) for Terminal Evaluation (TE)



TERMINAL EVALUATION TERMS OF REFERENCE

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the "Support to sustainable transport management in Dushanbe" (PIMS #3674).

The essentials of the project to be evaluated are as follows: (*fully complete the table below*).

PROJECT SUMMARY TABLE

Project Title:	Support to Sustainable Transport Management in Dushanbe city			
GEF Project ID:	57057		<u>at endorsement (Million US\$)</u>	<u>at completion (Million US\$)</u>
UNDP Project ID:	70334	GEF financing:	970,000	702,943.47
Country:	Tajikistan	IA/EA own:	200,000	268,121.22
Region:	Europe and Central Asia	Government:	4,461,127 (in kind)	3,101,846.00 (to be verified)
Focal Area:	Climate change	Other (incl. Parallel	1,200,000 (in kind)	10,600.00 (Megafon)



		investment into the field of Public Transport (EBRD):		8,114,628 (EBRD)
FA Objectives, (OP/SP):	CC-SP 5 Promoting sustainable innovative systems for urban transport	Total co-financing:	5,861,127	11,227,074
Executing Agency:	Department for Environmental Protection of Dushanbe	Total Project Cost:	6,831,127	12,198,138.69 (as of June 2015)
Other Partners involved:	Ministry of Transport; SUE "Trolleybus", Tajikstandard, Architecture Department of Dushanbe	ProDoc Signature (date project began):		13/04/2010
		(Operational) Closing Date:	Proposed: 04/12/2014	Actual: 31/12/2015

OBJECTIVE AND SCOPE

The project was designed to:

Since early 2000, Tajikistan 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 UNDP/GEF's project "Support to Sustainable Transport Management in Dushanbe" is a five-year nationally implemented project. The implementing partner is the Department on Environmental Protection of Dushanbe city of the Republic of Tajikistan. The project aims at reducing 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.

To achieve these ambitious targets, the project will develop and help Dushanbe City Government implement an integrated policy framework that includes: a) Enhancing vehicle efficiency and setting appropriate fuel quality standards; b) Improving the service quality of public transport, in particular trolleybuses; c) Increasing opportunities for non-motorized modes such as walking and biking; d) Developing integrated land-use/transport plans to reduce demand for travel; e) Enhancing municipal institutional transformation and governance structure to embrace sustainable transport.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

EVALUATION APPROACH AND METHOD

An overall approach and method¹ for conducting project terminal evaluations of UNDP supported GEF financed projects have developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR (*fill in Annex C*). The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

¹ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163



The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to *Dushanbe, Tajikistan*. Interviews will be held with the following organizations and individuals at a minimum: City administration (Department of Transport; Department of Environment; Department of City Planning, Department of Roads); Ministry of Transport; Dispatching Company; Trolleybus and Bus municipal companies; Traffic Police, and Tajik Technical University (Transport Department).

- Department for Environmental Protection of Dushanbe;
- Ministry of Transport of the Republic of Tajikistan;
- SUE “Trolleybus”;
- TajikStandard;
- Architecture Department of Dushanbe;
- UNDP Tajikistan Country Office;
- UNDP/GEF Istanbul Regional Hub;
- The GEF Secretariat, who is not involved in project implementation, but to whom the Evaluation Report to be prepared under Terms of Reference will be submitted.

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see [Annex A](#)), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on



the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in [Annex D](#).

Evaluation Ratings:			
1. Monitoring and Evaluation	<i>rating</i>	2. IA& EA Execution	<i>rating</i>
M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	<i>rating</i>	4. Sustainability	<i>rating</i>
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental :	
		Overall likelihood of sustainability:	

PROJECT FINANCE / COFINANCE

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.



Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		Partner Agency (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants								
Loans/Concessions								
• In-kind support	1,170,000	971,064.6 9	4,461,127	3,101,846	1,200,000	8,125,228	6,831,127	12,198,138.69
• Other								
Totals	1.170.000	971,064.6 9	4,461,127	3,101,846	1,200,000	8,125,228	6,831,127	12,198,138.69

MAINSTREAMING

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

IMPACT



The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.²

CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of **conclusions, recommendations** and **lessons**.

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in Tajikistan. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be 20 days according to the following plan:

Activity	Timing	Completion Date
Preparation	<i>3 days (recommended: 2-4)</i>	
Evaluation Mission	<i>8 days (r: 7-15)</i>	
Draft Evaluation Report	<i>7 days (r: 5-10)</i>	
Final Report	<i>2 days (r: 1-2)</i>	

² A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#)



EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission	To project management, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

TEAM COMPOSITION

The evaluation team will be composed of 1 international and 1 national consultant (*1-2 international /national evaluators*). The consultants shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. (*If the team has more than 1 evaluator, one will*



be designated as the team leader and will be responsible for finalizing the report). The evaluators selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The Team members must present the following qualifications:

International Consultant (Team Leader)

Duties and Responsibilities:

- Desk review of documents, development of draft methodology, detailed work plan and TE outline (maximum 4-day homework);
- Debriefing with UNDP CO, agreement on the methodology, scope and outline of the TE report (1 day);
- Interviews with project implementing partner (executing agency), relevant Government, NGO and donor representatives and UNDP/GEF Regional Technical Advisor (maximum 3 days);
- Field visit to the pilot project site and interviews (2 days);
- Debriefing with UNDP (1 day);
- Development and submission of the first TE report draft (maximum of 4 days). Submission is due on the 16-th day of the assignment. The draft will be shared with the UNDP CO, UNDP/GEF (UNDP/GEF RCU Bratislava) and key project stakeholders for review and commenting;
- Finalization and submission of the final TE report through incorporating suggestions received on the draft report (maximum 5 days);
- Supervision of the work of the national consultant (during entire evaluation period).

Required Qualifications:

- Master's degree in Transport engineering, urban planning or other related areas;
- At least 5 years of professional experience in the field of urban transport planning in the implementation of urban transport policies including public transport management and operations
- At least 5 years of proven professional experience in conducting project evaluations or consultancy services for GEF-funded projects
- Recent knowledge of the GEF Monitoring and Evaluation Policy;
- Recent knowledge of UNDP's results-based management policies and procedures;
- Recognized expertise in the urban planning and excellent understanding of public transport management;
- Familiarity with urban planning policies in CIS would be an asset;
- Conceptual thinking and analytical skills;
- Fluent in English both written and spoken;
- Knowledge of Russian will be considered an asset;



- Computer literacy.

National Consultant

Duties and Responsibilities

- Collection of background materials upon request by Evaluation Team Leader/International Consultant;
- Provision of important inputs in developing methodologies, work plans and evaluation report outlines;
- Desk review of materials;
- Participation in debriefings with UNDP CO representatives;
- Assistance to the Evaluation Team Leader in conducting interviews with relevant stakeholders; provide both oral and written translation from/to English/Russian/Tajik, whenever necessary;
- Field visit and assistance to the Evaluation Team Leader in interviewing local stakeholders at project sites;
- Participation in debriefing with UNDP and project implementing partners;
- Assistance to the Evaluation Team Leader in developing the first draft of the MTE report;
- Assistance to the Evaluation Team Leader in finalization of the Mid-Term Evaluation report.

National Consultant will assist International Consultant with the oral and written translation between English and Russian/Tajik as required. The National Consultant will work closely with the International Consultant and coordinate all activities with the responsible staff of the project, National Biodiversity and Biosafety Center, Programme Unit of the UNDP Country Office. Travels are also planned in the due course to the project sites throughout the country.

Required Qualifications:

- Advanced university degree in social sciences or other related field. Postgraduate degree(s) will be an advantage;
- Minimum 3 years of relevant experience, preferably in the field of urban planning/transport management;
- Previous experience with the development projects implementation, monitoring and evaluation;
- Participation in the similar evaluations in the past is a strong advantage;
- Proven analytical skills;
- Good interpersonal, communication, facilitation and presentation skills;
- Fluency in English, Russian and Tajik both written and spoken is essential;
- Computer literacy.



EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluations'](#)

PAYMENT MODALITIES AND SPECIFICATIONS

(this payment schedule is indicative, to be filled in by the CO and UNDP GEF Technical Adviser based on their standard procurement procedures)

%	Milestone
10%	advance payment to cover mission expenses
25%	submission of Inception Report
50%	submission of 1st draft of Terminal Evaluation Report
15%	submission of Final version of Terminal Evaluation Report

APPLICATION PROCESS

Applicants are requested to apply online at www.tj.undp.org and www.jobs.undp.org (indicate the site, such as <http://jobs.undp.org>, etc.) by April 8, 2015 (date). Individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.



5.0
changes

Annex A: Logical Framework Matrix and Outputs – proposed

	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:	Status of local fuel quality standards for petrol and	Outdated GOST-based local fuel quality standards	Tajikistan fuel quality standards for petrol and	Regulatory decisions approved by the	National Government willingness to implement



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Lower emissions from vehicles in Dushanbe.	diesel.	for petrol and diesel.	diesel correspond to international ones.	national government. Annual tests results from Agency on Standardization, Metrology and Certification of RT.	new fuel quality standards.
Outcome 2 Increased bus and trolleybus modal shares and speeds.	<ol style="list-style-type: none"> Share of public transport (trolleybus and bus) modes. Average speed of public transport modes along pilot projects. 	<ol style="list-style-type: none"> Modal shares (2011): <ul style="list-style-type: none"> Trolleybus = 1.7% Bus = 9.2% Average speed of modal shares: <ul style="list-style-type: none"> Trolleybus = 12,5 km/h; Bus = 14.5 km/h 	<ol style="list-style-type: none"> Modal shares (2015): <ul style="list-style-type: none"> Trolleybus = 4% Bus = 14% 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.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
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.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Output 2.2	<ol style="list-style-type: none"> Status of implementation of demonstration project for dedicated bus lanes network project in Dushanbe city. Length of dedicated bus lanes network. 	<ol style="list-style-type: none"> Increased road congestion, passengers' dissatisfaction with long trip time and slow speed of public transport modes and as a result – increased use of private vehicles. 0 km of dedicated bus lanes. 	<ol style="list-style-type: none"> Dedicated lanes for public transport modes (buses and trolleybuses) introduced along a pilot transport corridor in Dushanbe city. At least 15 km of dedicated bus lanes. 	<p>Report from surveys along demonstration bus lanes network to be prepared by the project.</p> <p>Awareness campaign for demonstration project.</p>	<p>Adequate technical and financial support.</p> <p>Commitment from local government.</p>
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.	<ol style="list-style-type: none"> The Study to identify key problems with existing uncontrolled parking system and opportunities to address the situation developed. New parking policy approved. 	<ol style="list-style-type: none"> Expert report with recommendations on proposed implementation of paid parking scheme in Dushanbe city Regulatory decisions approved by the national 	Adequate technical support.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
				government.	Commitment from local government.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
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.	<ol style="list-style-type: none"> 1. The key problems with unique public transport operating environment identified and realistic proposals for implementation of the new fare collection & ticketing systems in Dushanbe city developed. 2. New fare collection policy is in place. 	<ol style="list-style-type: none"> 1. Expert report with detailed plan for introduction of revised fare collection & ticketing systems for Public Transport in Dushanbe city. 2. Regulatory decisions approved by the national government. 	<p>Adequate technical support.</p> <p>Commitment from local government.</p>
Output 2.5	<ol style="list-style-type: none"> 1. Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city. 	<ol style="list-style-type: none"> 1. Lack of modern Dispatcher Control Centre to ensure public transport fleet management and population 	<ol style="list-style-type: none"> 1. Single Dispatcher Control Center introduced in Dushanbe city. 	Establishment of Single Dispatcher center.	Adequate technical and financial support to expand system.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
	2. Status of pilot trolleybus route.	<p>dissatisfaction with irregular public transport operation in Dushanbe city.</p> <p>2. Conventional, manual monitoring of the route.</p>	2. One trolleybus route with 35 trolleys is piloted within the Single Dispatcher Control Centre.	<p>Awareness campaign for demonstration project.</p> <p>Dispatch operator reports.</p>	Commitment from local government.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Outcome 3 Integrated land use and urban transport planning at the metropolitan level	<ol style="list-style-type: none"> Number of trained public authorities involved in public transport sector. Changes in local regulation related to urban transport planning. 	<ol style="list-style-type: none"> Lack of trained personnel in integrated land use and urban transport planning. Lack of specific construction requirements related to urban transport planning. 	<ol style="list-style-type: none"> At least 20 public authorities trained in integrated land use and urban transport planning. Revised construction norms related to urban transport planning approved. 	<ol style="list-style-type: none"> Expert report. Regulatory decisions approved by the national government. 	<p>Availability of expertise drawing on best-practices in integrated land-use/transport planning.</p> <p>Commitment from local government</p>
Outcome 4 Increased walking and cycling modal shares.	<ol style="list-style-type: none"> Length of pilot cycle lane. Changes in local regulations promoting walking and cycling. 	<ol style="list-style-type: none"> 0 km No specific regulations. 	<ol style="list-style-type: none"> 5km of pilot cycle lane. Walking and cycling facilities to be included in all new road projects. 	<p>Report with survey data to be prepared by the project.</p> <p>Regulatory decisions approved by the national government.</p>	<p>Reliable survey data.</p> <p>Commitment from the municipality</p>
Outcome 5					



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Institutional transformation of government, business and general public to embrace sustainable transport					
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.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
Output 5.2	<p>Number of people reached by targeted PR campaigns through the different channels:</p> <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.
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</p>	Report on conducted capacity building events to be commissioned by the project.	Availability of skilled trainers.



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions
			<p>authorities strengthened their capacity on sustainable transport management via participation in the 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>	<p>Awareness campaign for demonstration project.</p>	<p>Willingness to change institutional culture.</p>



	Indicator (Measures)	Baseline	Target	Sources of Verification	Risks and Assumptions



Annex B: List of Documents to be reviewed by the evaluators

(to be added)

The following documents can be used as a basis for evaluation of the project:

Document	Description
Project document	Project Document
Project reports	Inception Report Mid-Term Evaluation Annual work plans Steering committee meeting minutes Relevant tracking tools
Annual Project Report to GEF	PIR 2012 PIR 2013 PIR 2014 Final PIR
Other relevant materials:	Maps Project key document outputs



Annex C: Evaluation Questions

This is a generic list, to be further detailed with more specific questions by CO and UNDP GEF Technical Adviser based on the particulars of the project.

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
•	•	•	•
•	•	•	•
•	•	•	•
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
•	•	•	•
•	•	•	•
•		•	•
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
•	•	•	•
•	•	•	•
•	•	•	•
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
•	•	•	•
•	•	•	•
•	•	•	•



Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?

•	•	•	•
•	•	•	•



ANNEX D: RATING SCALES

<p><i>Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution</i></p> <p>6: Highly Satisfactory (HS): no shortcomings 5: Satisfactory (S): minor shortcomings 4: Moderately Satisfactory (MS) 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major problems 1. Highly Unsatisfactory (HU): severe problems</p>	<p><i>Sustainability ratings:</i></p> <p>4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks</p>	<p><i>Relevance ratings</i></p> <p>2. Relevant (R) 1.. Not relevant (NR)</p> <p><i>Impact Ratings:</i></p> <p>3. Significant (S) 2. Minimal (M) 1. Negligible (N)</p>
<p><i>Additional ratings where relevant:</i> Not Applicable (N/A) Unable to Assess (U/A)</p>		



ANNEX E: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form³

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: _____

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *place* on *date*

³www.unevaluation.org/unegcodeofconduct

WYG Transport

part of the **WYG** group



Signature: _____



ANNEX F: EVALUATION REPORT OUTLINE⁴

- i. Opening page:
 - Title of UNDP supported GEF financed project
 - UNDP and GEF project ID#s.
 - Evaluation time frame and date of evaluation report
 - Region and countries included in the project
 - GEF Operational Program/Strategic Program
 - Implementing Partner and other project partners
 - Evaluation team members
 - Acknowledgements
- ii. Executive Summary
 - Project Summary Table
 - Project Description (brief)
 - Evaluation Rating Table
 - Summary of conclusions, recommendations and lessons
- iii. Acronyms and Abbreviations
(See: UNDP Editorial Manual⁵)
1. Introduction
 - Purpose of the evaluation
 - Scope & Methodology
 - Structure of the evaluation report
2. Project description and development context
 - Project start and duration
 - Problems that the project sought to address
 - Immediate and development objectives of the project
 - Baseline Indicators established
 - Main stakeholders
 - Expected Results
3. Findings
(In addition to a descriptive assessment, all criteria marked with (*) must be rated⁶)
- 3.1 Project Design / Formulation
 - Analysis of LFA/Results Framework (Project logic /strategy; Indicators)
 - Assumptions and Risks
 - Lessons from other relevant projects (e.g., same focal area) incorporated into project design
 - Planned stakeholder participation
 - Replication approach
 - UNDP comparative advantage
 - Linkages between project and other interventions within the sector
 - Management arrangements
- 3.2 Project Implementation

⁴The Report length should not exceed 40 pages in total (not including annexes).

⁵ UNDP Style Manual, Office of Communications, Partnerships Bureau, updated November 2008

⁶ Using a six-point rating scale: 6: Highly Satisfactory, 5: Satisfactory, 4: Marginally Satisfactory, 3: Marginally Unsatisfactory, 2: Unsatisfactory and 1: Highly Unsatisfactory, see section 3.5, page 37 for ratings explanations.



- Adaptive management (changes to the project design and project outputs during implementation)
- Partnership arrangements (with relevant stakeholders involved in the country/region)
- Feedback from M&E activities used for adaptive management
- Project Finance:
- Monitoring and evaluation: design at entry and implementation (*)
- UNDP and Implementing Partner implementation / execution (*) coordination, and operational issues

3.3 Project Results

- Overall results (attainment of objectives) (*)
- Relevance(*)
- Effectiveness & Efficiency (*)
- Country ownership
- Mainstreaming
- Sustainability (*)
- Impact

4. Conclusions, Recommendations & Lessons

- Corrective actions for the design, implementation, monitoring and evaluation of the project
- Actions to follow up or reinforce initial benefits from the project
- Proposals for future directions underlining main objectives
- Best and worst practices in addressing issues relating to relevance, performance and success

5. Annexes

- ToR
- Itinerary
- List of persons interviewed
- Summary of field visits
- List of documents reviewed
- Evaluation Question Matrix
- Questionnaire used and summary of results
- Evaluation Consultant Agreement Form



ANNEX G: EVALUATION REPORT CLEARANCE FORM

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: _____

Bojame' Saufa

Signature: _____

Bojame'

Date: _____

12/4/2016

UNDP GEF RTA

Name: _____

Signature: _____

Date: _____



Appendix B – Itinerary

<u>Time</u>	<u>Meeting</u>	<u>Place</u>	<u>Remarks</u>
<u>November 30 (Monday)</u>			
<u>10:00 – 12:00</u>	<u>Briefing in UNDP Country office</u> <u>Participants:</u> <u>Ms. Nargizakhon Usmanova, Program Analyst, UNDP CO</u> <u>Mr. Khurshed Kholov, UNDP/EEP Programme Manager</u> <u>Mr. Suhrob Raupov, Project Manager/UNDP/EEP Programme</u>	<u>UNDP Common premises</u>	
<u>12:00-14:00</u>	<u>Lunch</u>		
<u>14:00-15:00</u>	<u>Meeting with Deputy Mayor, Dushanbe Municipality</u>	<u>Dushanbe Municipality</u>	
<u>15:00</u>	<u>Wrap up of the day/discussion of next steps</u>	<u>EEP Office, Shevchenko</u>	
<u>December 1 (Tuesday)</u>			
<u>10:00 – 11:00</u>	<u>Meeting with Head of Dushanbenakliethadamotrason (transport authority)</u> <u>Aliev 93 596 39 14</u>	<u>Dushanbenakliet hadamotrason</u>	
<u>11.00 – 12.00</u>	<u>Meeting with SUE Autobus Iskandarov 93 544 01 04</u>	<u>SUE Autobus</u>	
<u>12:00-14:00</u>	<u>Lunch</u>		
<u>14:00-15:00</u>	<u>Meeting with Head of SUE Trolleybus Kamolov 93 600 76 77</u>	<u>SUE Trolleybus</u>	



<u>15:00 – 16:00</u>	Meeting with Traffic police Хушов Зиератшо: 918 42 42 22 -	Traffic police	<u>Confirmed</u> (Asked to remind him on Nov 30)
<u>16:00</u>	Wrap up of the day/discussion of next steps	EEP Office, Shevchenko	
<u>December 2 (Wednesday)</u>			
10:00 – 11.00	<u>Meeting with Legal consultant</u>	<u>EEP Office, Shevchenko</u>	
<u>11:00 – 12.00</u>	<u>Meeting with PR consultant</u>	<u>EEP Office, Shevchenko</u>	
<u>12:00-14:00</u>	<u>Lunch</u>		
<u>14:00-15:00</u>	<u>Meeting with Transport Institute, Data collection consultant Mamadnazar</u>	<u>EEP Office, Shevchenko</u>	
<u>15:00 – 16:00</u>	Meeting with Ministry of Transport	MoT	
<u>16:00</u>	Wrap up of the day/discussion of next steps	EEP Office, Shevchenko	
<u>December 3 (Thursday)</u>			



10:00 – 12.00	Meeting with PIU, EBRD public transportation project <u>93 510 76 19: Алиев Абдулхайр</u>	TBD	Confirmed
<u>12:00-14:00</u>	<u>Lunch</u>		
<u>14:00-15:00</u>	<u>Meeting with Bicycle Federation of Tajikistan 90 756 69 99 Dlishod Kholmatov</u>	<u>EEP Office, Shevchenko</u>	<u>Confirmed</u>
<u>15:00</u>	Wrap up of the day/discussion of next steps	EEP Office, Shevchenko	
December 4 (Friday)			
<u>10:00-12:00</u>	<u>Debriefing meeting with UNDP.</u> Participants: <u>Ms. Nargizakhon Usmanova, Program Analyst, UNDP CO</u> <u>Mr. Khurshed Kholov, UNDP/EEP Programme Manager</u> <u>Mr. Suhrob Raupov, Project Manager/UNDP/EEP Programme</u> <u>Mr. Angel Aparicio, CTA, SSTMD project UNDP/EEP Programme</u>	<u>UNDP Common premises</u>	
<u>12:00-14:00</u>	<u>Lunch</u>		
<u>14:00</u>	Wrap up of the mission	EEP Office, Shevchenko	
December 5 (Saturday)			
<u>04.00</u>	<u>Departure</u>		



Appendix C – List of Persons interviewed

- Ms. Nargizakhon Usmanova, Program Analyst, UNDP CO
- Mr. Khurshed Kholov, UNDP/EEP Programme Manager
- Mr. Suhrob Raupov, Project Manager/UNDP/EEP Programme
- Dr. Angel Aparicio, Mourelo CTA, SSTMD project UNDP/EEP Programme
- Mr Hakimov Nizom Hojievich - Deputy Mayor, Dushanbe Municipality
- Mr Timur Nuraliev, Head of New Technology Dushanbenakliethadamotrason (transport authority)
- Mr Iskandarov Gayurbek - SUE Autobus
- Mr Kamalov Kharullo - SUE Trolleybus Kamolov
- Mr Khushov Ziyaratsho - Traffic Police
- Nozigul Khushuahtova - SSTMD project Legal consultant
- Nigora Astanova - SSTMD project PR consultant
- Mr Mamadnazar Mamadorifov Transport Institute, SSTMD project data collection consultant
- Mr Kurbonkhon Saidov – Head of Land Transport - Ministry of Transport
- Mr Aliev Abdulhaer PIU, EBRD public transportation project
- Umed Shukrikhudoev (President) Andrey Mironiov (VP) Dilshod Kholmatov (General Sec) Cycling Federation of Tajikistan
- Natlaia Idrisova (Assistant Coordinator) – Little Earth
- Inomjon Igman – TCELL



Appendix D – Summary of Field Visits

During period 30th November to 5th December various visits to:

- Dispatch Control Centre at Dushanbenakliethadamotrason (transport authority)
- Pilot bus lanes on Ayni, Sherozi, Somoni and Sino streets.
- Cycle lane on Shotemur Street.
- Cycle parking at Hotel Tajikistan



Appendix E – List of Documents reviewed

- APR 2014.
- TOR Data collection consultant.
- Data collection consultant reports in Russian - Supplementary report in English provided
- TOR Terminal Evaluation.
- GEF Tracking tool for Climate Change Mitigation projects (for Terminal Evaluation and MTE)
- UNDP Phase II concept note.
- Report on Estimation of greenhouse gas (GHG) reduction for the UNDP/GEF project by Mr. Halubosuki Report 2 dated 30/9/14/Report on GHG data collection.
- TOR GHG data collection.
- TOR Legal consultant.
- Legal consultant Final report.
- RFP for automated parking enforcement.
- Project Implementation Reports PIR 2014.
- PIR 2015 and 2014 (final).
- TOR "Making a documentary film under the Transport project".
- PR expert June 2013 report.
- RfP Single Dispatch Control centre (SDCC).
- SDCC implementation report.
- PSC minutes 2/4/15.
- QPMM reports 2014 and 2015.
- Results Orientated Annual Report (ROAR) 2014.
- Assessment of a Unified Fare Collection System for all Public Transport Modes and Priced Parking Areas in Dushanbe Report 2 – Planning, Operational and Financial Issues associated with the Current Dushanbe Bus Network.
- Assessment of a Unified Fare Collection System for all Public Transport Modes and Priced Parking Areas in Dushanbe Report 3 – Parking Issues.
- Assessment of a Unified Fare Collection System for all Public Transport Modes and Priced Parking Areas in Dushanbe Report 4 – Public Transport Fares & Ticketing.



- Assessment of a Unified Fare Collection System for all Public Transport Modes and Priced Parking Areas in Dushanbe Report 5 – Final Report.
- Situation Assessment for the Implementation of the “Paid Parking System Introduction in Dushanbe” Project Youth of 21st century.
- REPORT On collection of information for international consultant on evaluation of the uniform system of fare for all types of public transport in Dushanbe City.
- Feasibility Study of Establishing a Single Dispatch Centre to Manage and Control Public Transport Operation in Dushanbe.
- RFQ “Design and survey work for introduction of dedicated bus lanes for public transport in the city of Dushanbe”.
- CTA reports 4 (5/5/14), 5 (20/10/14) and 6 (8/12/14).
- MoU UNDP/Dushanbe Municipality.
- UNDP transfer of SDCC Assets.
- ALOKAS summary of work done 10/8/15.
- UNDP MTE Road map update on progress.
- Various publicity leaflets.
- Various Little Earth NGO leaflets.
- Various News articles.
- MTE reports listed in Appendix C of MTE.



Appendix F – Evaluation question matrix/Questionnaire used and summary of results



Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
<ul style="list-style-type: none"> • For all stakeholders <ul style="list-style-type: none"> • Percentage of CO2 emissions reduction resulting from implementation of project pilots • Status of local fuel quality standards for petrol and diesel. • Changes in local regulation related to urban transport planning. • Changes in local regulations promoting walking and cycling. • The status of implementation of proposed legal and regulatory changes. 	<ul style="list-style-type: none"> • Capacity Building/training received 	<ul style="list-style-type: none"> • Quality of training 	<ul style="list-style-type: none"> • Desk review • Interview
<ul style="list-style-type: none"> • Deputy Mayor – as above 	<ul style="list-style-type: none"> • Compliance with Municipality vision/work programs 	<ul style="list-style-type: none"> • Satisfaction level 	<ul style="list-style-type: none"> • Desk review • Interview
<ul style="list-style-type: none"> • UNDP CO – as above 	<ul style="list-style-type: none"> • Discussion on monitoring and evaluation and replication actions 	<ul style="list-style-type: none"> • Interview 	<ul style="list-style-type: none"> • Desk review • Interview
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
<ul style="list-style-type: none"> • SUE Bus and Trolley Bus <ul style="list-style-type: none"> • Share of public transport (bus and trolleybus) modes. • Average speed of public transport modes along pilot 	<ul style="list-style-type: none"> • Improved journey times with SDCC 	<ul style="list-style-type: none"> • Journey time/increased passengers 	<ul style="list-style-type: none"> • Interview/data review



<ul style="list-style-type: none"> projects. • Status of implementation of demonstration project for dedicated bus lanes network project in Dushanbe city. • Length of dedicated bus lanes network. • Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city. • Number of trained public authorities involved in public transport sector. 			
<ul style="list-style-type: none"> • MoT <ul style="list-style-type: none"> • Changes in local regulation related to urban transport planning. • Changes in local regulations promoting walking and cycling. • The status of implementation of proposed legal and regulatory changes. • Number of trained public authorities in public transport sector 	<ul style="list-style-type: none"> • Draft Transport Code work with UNDP 	<ul style="list-style-type: none"> • Progress on draft 	<ul style="list-style-type: none"> • Interview/legislation report review
<ul style="list-style-type: none"> • Transport Institute <ul style="list-style-type: none"> • Percentage of CO2 emissions reduction resulting from implementation of project pilots • Status of local fuel quality standards for petrol and diesel. • Share of public transport (bus and trolleybus) modes • Average speed of public transport modes along pilot projects. • Number of trained public authorities involved in public transport sector. • Changes in local regulation related to urban transport planning. 	<p>GHG and public transport data collection</p>	<ul style="list-style-type: none"> • Survey data 	<ul style="list-style-type: none"> • Interview and data review



Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?

<ul style="list-style-type: none"> • For SUE Bus and Trolley Bus <ul style="list-style-type: none"> • Status of implementation of demonstration project for dedicated bus lanes network project in Dushanbe city. • Length of dedicated bus lanes network. • Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city. • Number of trained public authorities involved in public transport sector. 	<ul style="list-style-type: none"> • Efficiency of bus lane implementation 	<ul style="list-style-type: none"> • Designs and need for enforcement 	<ul style="list-style-type: none"> • Interview
<ul style="list-style-type: none"> • Deputy Mayor <ul style="list-style-type: none"> • Percentage of CO2 emissions reduction resulting from implementation of project pilots • Status of local fuel quality standards for petrol and diesel. • Share of public transport (bus and trolleybus) modes • Average speed of public transport modes along pilot projects. • Status of implementation of demonstration project for dedicated bus lanes network project in Dushanbe city. • Length of dedicated bus lanes network. • Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city. • Number of trained public authorities involved in public transport sector. • Changes in local regulation related to urban transport planning. • Length of pilot cycle lane. • Changes in local regulations promoting walking and cycling. • The status of implementation of proposed legal and regulatory changes. 	<ul style="list-style-type: none"> • Bus and Cycle lanes 	<ul style="list-style-type: none"> • Capacity building and replication in new road projects 	<ul style="list-style-type: none"> • Interview



<ul style="list-style-type: none"> • Number of people reached by targeted PR campaigns through the different channels. 			
<ul style="list-style-type: none"> • Transport Authority <ul style="list-style-type: none"> • Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city. • Number of trained public authorities involved in public transport sector. 	<ul style="list-style-type: none"> • SDCC 	<ul style="list-style-type: none"> • Training received 	<ul style="list-style-type: none"> • Interview
<p>Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?</p>			
<ul style="list-style-type: none"> • Traffic Police <ul style="list-style-type: none"> • Status of implementation of demonstration project for dedicated bus lanes network project in Dushanbe city. • Length of dedicated bus lanes network. • Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city. • Number of trained public authorities involved in public transport sector. • Length of pilot cycle lane. • Changes in local regulations promoting walking and cycling. • The status of implementation of proposed legal and regulatory changes. 	<ul style="list-style-type: none"> • Linkage with Safe City Project 	<ul style="list-style-type: none"> • Bus lane enforcement 	<ul style="list-style-type: none"> • Interview
<ul style="list-style-type: none"> • EBRD <ul style="list-style-type: none"> • Share of public transport (bus and trolleybus) modes • Average speed of public transport modes along pilot projects. • Status of implementation of demonstration project for dedicated bus lanes network project in Dushanbe city. • Length of dedicated bus lanes network. 	<ul style="list-style-type: none"> • Linkage 	<ul style="list-style-type: none"> • Network planning and replication advantages 	<ul style="list-style-type: none"> • Interview



<ul style="list-style-type: none"> • Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city. • Number of trained public authorities involved in public transport sector. • Changes in local regulation related to urban transport planning. • The status of implementation of proposed legal and regulatory changes. • Number of people reached by targeted PR campaigns through the different channels. 			
<ul style="list-style-type: none"> • Transport Authority <ul style="list-style-type: none"> • Status of implementation of demonstration Single Dispatcher Control Center project in Dushanbe city. • Number of trained public authorities involved in public transport sector. 	<ul style="list-style-type: none"> • Replication work 	<ul style="list-style-type: none"> • Interview 	<ul style="list-style-type: none"> • Interview
<p>Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?</p>			
<ul style="list-style-type: none"> • NGO's/Private companies <ul style="list-style-type: none"> • Number of people reached by targeted PR campaigns through the different channels. 	<ul style="list-style-type: none"> • Numbers cycling, levels of satisfaction 	<ul style="list-style-type: none"> • Face book hits 	<ul style="list-style-type: none"> • Interview
<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •

Results summary - contained within Chapters 2 and 3 of TE report

WYG Transport

part of the **WYG** group



WYG Transport

part of the **WYG** group



Appendix G – Evaluation consultant agreement form



6.0 Annex 9: Evaluation Consultant Code of Conduct and Agreement Form

Evaluators:

8. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
9. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
10. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
11. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
12. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
13. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
14. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
- 15.

Evaluation Consultant Agreement Form⁷

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Colin Shields

Name of Consultancy Organization (where relevant): WYG

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *Leicester* on *4/11/15*

⁷www.unevaluation.org/uneqcodeofconduct



Signature: _____ *whisk* _____



Appendix H UNDP-GEF TE Report Audit Trail



UNDP-GEF TE Report Audit Trail

To the comments received in February 2016 from the Terminal Evaluation of the project titled, **Support to Sustainable Transport Management in Dushanbe City (UNDP-GEF Project ID-PIMS #3674)**

The following comments were provided in track changes to the draft Terminal Evaluation report; they are referenced by institution ("Author" column) and track change comment number ("#" column):

Author	#/Date	Para No./ comment location	Comment/Feedback on the draft TE report	Evaluator's response and actions taken
Stephanie Ullrich, UNDP-GEF Evaluation Consultant (SU)	1, Feb 21 st 2016	front page	On the front page or the opening page, the evaluator should add the UNDP Project PIMS # (3674), the evaluation time frame, and the evaluator's full name.	Updated - Included on front page
SU	2	Pg.6, project summary table	On pg. 6 in the project summary table, the GEF Project ID is incorrectly labeled as 57057. This should be the GEF PMIS number instead. The UNDP Project ID is correctly labeled as the PIMS number.	Updated - GEF project ID deleted. Please note the GEF project ID of 57057 is quoted in the UNDP TOR.
SU	3	Table of contents	The evaluator should include the full list of headers in the table of contents; currently many are missing.	Not updated since automatic formatting within word document doesn't allow this.
SU	4	Scope & Methodology	In the introduction, the Scope & Methodology should also be clearly described in detail. The methodology needs to be more thoroughly described e.g. a description of the rationale of the methodological approach taken, the rationale and basis for the selection of field visits and persons interviewed. The Report should include a description of the sampling method that was used and its limitations, if any. Additionally, the evaluation criteria used in the TE (relevance, efficiency, effectiveness, sustainability, impact) should be discussed and defined.	Not updated – the TE TOR makes clear that the report length is a maximum of 40 pages and the report already exceeds this at 75 pages. The detail now requested to include in the introduction is provided throughout the report and to repeat this in the introduction would unnecessarily increase the page length further contrary to the TOR guidance.
SU	5	Section 1.2.2, the rating system	Section 1.2.2, the rating system, incorrectly lists the required rating categories; the correct ratings are given in the ToR and in the UNDP-GEF Terminal Evaluation Guidance.	Updated in accordance with UNDP TE Guidance.
SU	6	In section 2.5,	In section 2.5, Main stakeholders, the main	Updated



		Main stakeholders	stakeholders are listed, but their roles and contributions to the project (including in-kind contributions, technical assistance, participation, staff time, training, leadership and advocacy) are not clearly described.	
SU	7	Section 3.1.3 Lessons from other relevant projects	Section 3.1.3 Lessons from other relevant projects, does not adequately describe whether the project drew lessons and experiences <i>in the project design phase</i> from other projects in the sector. The scope here has been interpreted as within Tajikistan, but the evaluator should expand this scope to include within the region.	Not updated This is explained elsewhere in the TE report and to avoid repetition (and hence non compliance with the 40 page limit specified in the UNDP Guidance) was not repeated here. Section 3.1.3 though has been updated to identify where in the report this is identified.
SU	8	Section 3.2.4 Financial planning	Section 3.2.4 Financial planning includes a description of the expenditures by year, but it is unclear how this was in relation to what was planned. A comparison between planned and actual project expenditures (not just co-finance) should also be included.	Information not made available but minor update to report provided.
SU	9	Overall	The TE report should also briefly outline the MTE recommendations and how these individual recommendations were or were not addressed in the time since the MTE.	Not updated Throughout the whole report the MTE recommendations and whether these have been addressed have been described for example in sections 2.1, 2.2, 2.6, 3.1.1, 3.1.2, Table 2, 3.1.4, Table 3, 3.1.18, 3.2.1, 3.2.3, 3.2.4, 3.2.5 etc . Therefore, no changes made.
SU	10	Pg. 50, progress results analysis	One of the indicators (pg. 50) in the progress results analysis is marked in green for "completed – indicator shows successful achievement" however the qualitative comments in the final column state that the progress on against this indicator was U for "Unsatisfactory". This inconsistency should be corrected. I suggest that anything color coded as	Not updated It was marked as green since the outcome was achieved but the quality of the outcome is considered to be poor hence the U rating. With regard to yellow



			yellow should not be rated as in the Satisfactory-Highly satisfactory range (S or HS).	categories and S rating there is only one and the comments section clearly indicates that this is yellow since this is expected to be achieved in May 2016. As such no changes made.
SU	11	Section 3.3.2, relevance	The discussion on relevance (section 3.3.2) is limited and should be expanded to cover the project's relevance to national government strategies and priorities as well.	Updated
SU	12	Section 3.3.3, efficiency	Likewise, I find the discussions on efficiency (section 3.3.3) to be limited. More substantive evidence for efficiency should be presented.	Updated
SU	13	Section 3.3.4, Mainstreaming	In section 3.3.4 Mainstreaming, the TE should also address the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, and gender. Additionally, the UNDAP (UN Development Assistance Framework) should be referenced. There is currently no mention of gender or gender-related analysis included in the TE report, which is a requirement as indicated by the ToR.	Updated based on information supplied by CO/CTA
SU	14	Section 3.3.6, sustainability	In section 3.3.6, sustainability, it is confusing if the consultant is rating the <i>sustainability</i> or the financial <i>risks to sustainability</i> . The ratings in the Sustainability Section (pg. 63) should be clarified. Additionally, did the exit plan/sustainability strategy that, the evaluator mentions, address the risks to sustainability?	In accordance with UNDP TE guidance (and as stated in the TE report) the TE ratings are based on the likelihood and extent that the 4 risks will impede sustainability. Cannot find any reference to 'exit plan/sustainability strategy'
SU	15	Section 3.3.7, impact	The TE's discussion on impact (section 3.3.7) does not address what's in the ToR: the evaluator should assess whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress	Table 6 included which summarises the Review of Outcomes to Impacts (ROtI) desktop method using the GEF Evaluation Office: _____ ROTI



			towards these impact achievements.	<u>Handbook 2009</u>
SU	16	Section 4, Conclusions, Recommendations, and Lessons Learnt	Section 4, Conclusions, Recommendations, and Lessons Learnt, doesn't clearly articulate recommendations. Recommendations should be numbered and prioritized. To the extent possible, each recommendation should be "SMART" (specific, measurable, attainable, relevant, and time-bound) and should clearly identify who the recommended implementer is, what the suggested timeframe is, etc. These recommendations should also be summarized in the executive summary.	Report updated as requested
SU	17	Annex F, evaluation question matrix	Annex F, the evaluation question matrix, doesn't present evaluation questions with their logical evaluation indicators. This should be expanded.	Updated as requested
SU	18	Annexes	In addition to the annexes already included, the evaluator should also include this audit trail as an annex to the final report.	Included as Appendix H
Marina Olshanskaya Comments 23/2/16				
MO	M01	Project Summary Table	It should be noted that these resources are fully committed by December 2015, even if not spent	Report updated
		Project Summary Table	What is the total amount of realized co-financing it should be consistent with numbers presented in the CCM tracking tool.	Information requested from CO to update this but not provided to the evaluator
		P11	This sentence is not clear	Sentence updated.
		P12	Can you please elaborate in detail in the report, how EBRD project builds on the work of UNDP-GEF, why it is considered a successful replication, etc. We need better evidence to claim 8 mln US\$ as co-financing	This is provided in sections 3.1.5 and 3.1.7 of the report
		P12	Please elaborate on both.	This is provided in sections 3.1.5, 3.1.7 and 3.2.2 of the report
		P31	Why plural?	Report updated
		P31	What about EBRD work with Trolley Bus company, is that covered by EBRD support?	This information was not provided to Evaluator during



				discussions with EBRD.
		Table 4	Please check the format of the table in TOR	Table 4 is the same format as that in TOR
		Table 4	Please elaborate in the narrative where this amount is coming	Information requested from CO to update this but not provided to the evaluator
		Table 4	This figures include GEF financing and should only include UNDP cofinancing, which is 289,687\$ (based on information above)	Information requested from CO to update this but not provided to the evaluator
		3.3.7 P31	Why? It should be provided, at least some estimates	Report updated.
CTA comments received 3/2/16				
CTA	AAM1	Table 1	I think there is an inconsistency here. In accordance to the ToR, "Likelihood" refers to sustainability, not to the risks; considering the Evaluator comments, the ratings in th four items below should possibly change.	Scoring is in accordance with Chapter 3 P21 guidance on Sustainability rating as defined in December 2012 UNDP Guidance on Conducting TE - therefore no changes made.
CTA	AAM2	P13	A summary of the training activities and a compilation of all the material was delivered on Dec 9, 2015.	Report updated.
CTA	AAM3	P24	This probably corresponds to the previous item (bus lanes);	Report updated.
CTA	AAM4	P24	This probably corresponds to the previous item (bus lanes); a summary of the speed measures (March 2015) is included in the last CTA report.	Report updated.
CTA	AAM5	P37	Contract started on 3 July 2013	Report updated.
CTA	AAM6	P38	My understanding was that this instruction had been largely ignored by the Department of Roads at the Municipality (showing the difficulties of internal coordination within the technical services at the municipality).	As per CO confirmation of 4/2/16, no changes to report



CTA	AAM7	P41	My understanding was that this commitment did not materialize at the end, but I may be wrong.	Report updated as per CO confirmation of 4/2/16.
CTA	AAM8	P44	????	Report updated.
CTA	AAM9	P62	As said above, I think the ratings should refer to the financial, socio-p....sustainability (the more likely, the better) and not to the risks (the more likely, the worse).	No changes - see comment on AAM1 above.
Nargizakhon Usmanova 8/2/16 comments				
			I'm looking at the figures, and they are not up-to-date	Evaluator email to CO 11/2/16 - Which figures is Nargiz referring to? If they are the finance figures in the Project Summary Table then these were supplied by your team and my Draft version issued 17/12/15 did highlight in blue figures for UNDP Tajik office to verify
			And the column says: Mid-Term, when this is already final evaluation??	Report updated
			And the tables should be more user-friendly. Please look at other evaluation reports as reference	Evaluator email to CO 11/2/16 - I was not supplied with any other reports but looking on the web my tables are presented in a very similar way to other reports that I have found.
			The consultant should follow the table of contents provided in the GEF Guidelines on Evaluations, and all mandatory annexes must be there.	Evaluator email to CO 11/2/16 - I have double checked and the table of contents and annexes is exactly as specified in the UNDP TE Guidance



			Please check for inconsistencies – you have Russian text here and there. Very messy.	Evaluator email to CO 11/2/16 - Where is the Russian text in the report? I can't find any?
--	--	--	--	--