

Support to the Road Sector in Estonia

1993–1996

Anders Markstedt

**Department for Central and
Eastern Europe**

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**Sida Evaluation 96/31
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and Eastern Europe**

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FOREWORD

This evaluation report was written under a contract between Sida and KM International by Mr Anders Markstedt. It is based on a two week fact finding mission, visiting in turn Estonia, Latvia and Lithuania. The author is indebted to the staff in the Road Administrations of these countries who provided much of the information and would like to particularly thank Mr Juri Riima of the Estonian Road Administration, Mr Andris Veiss of the Latvian Road Administration and Mr Vytautas Timukas of the Lithuanian Road Administration for organizing my visits on short notice.

For practical reasons and according to the Terms of Reference the results are presented in three separate reports. I have however taken the liberty to copy sections between the reports in order to economize on writing time and to make it possible to read each report separate from each other. My apologies to the readers who may read all three reports where my advise would be to concentrate on the findings section which is the most country specific.

I would also like to thank the Road Administration staff for their valuable comments during the work on this report and the consultants at SweRoad for providing insight in many of the problems associated with the implementation of the technical assistance described in the report.

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EXECUTIVE SUMMARY

Background

Following new priorities set by the Swedish Parliament a large part of the foreign assistance is now directed towards the neighbouring countries across the Baltic Sea.

Part of this support is allocated to the transport sector and it has been concluded in earlier evaluations (Bruzelius 1993) that this support has been very constructive and has given value for money. This evaluation concerns the BITS support to the road sector from 1993 up to date.

The BITS/Sida support to the road sector in the Baltic states has been ongoing from 1991 onwards. During this period the recipient countries have experienced an unprecedented rate of change towards a democratic society based on a market system and is becoming increasingly involved with international financing institutions. Also on the Swedish side there have been changes as BITS now is part of the new Sida organization. There is also considerable experience gained from the completed and ongoing projects which have been approved for the Road Sector in the Baltic states. In view of the ongoing changes Sida decided to undertake a review and evaluation of the achievements to date of the road sector support and to that end signed a contract with KM International to carry out the evaluation.

In broad terms the BITS/Sida support has aimed at improving the capacity of the Estonian Road Administration (ERA) by supporting ERA's effort to transform the management system and by assisting in building up a training capacity. It has also aimed at technology transfer within road and bridge maintenance. The Swedish inputs have consisted in providing consultants to assist in carrying out the programmes and also paying for study tours and some equipment. The most significant equipment is traffic counters budgeted for SEK 600 000.

Specifically the Project EST0711 "Training Programme in the Road Sector" allocated SEK 306 000 towards training activities for top and middle management and for a workshop for four educators.

The Project EST1031 "Institutional Support to the Estonian Road Administration" (SEK 1 800 000) was a continuation of the first project as it was also directed toward top and middle management and towards improving the training capacity of the ERA. In addition a fourth component consisted of study tours to Sweden which focused on road maintenance.

Project EST1041 "Road Network Study" (SEK 4 671 000) resulted from discussions between BITS and the World Bank. Following these discussions BITS formulated a project which would support one of the World Bank project components described as a road network study. In connection with other components this study would ultimately contribute in determining the annual budgetary requirements for an adequate program of highway maintenance.

Six sub-projects were identified and areas in three counties representing both rural and urban conditions were selected in order to test ideas related to the six sub-projects; Road network survey, Road classification review, Private road associations, Long-term planning, Organization and resource review and Project follow-up.

Findings

The evaluation of the three projects reveals the general impression that the projects have been well received. This is particularly relevant for the training activities which have been timely and focused on important management issues. However, it is also noted that the implementation has deviated from the original plans partly because of coordination with other projects and partly because of difficulties in mobilizing resources on the Estonian side. A positive aspect is that the Technical Centre is sustaining training activities.

The components which are of the character studies, including the Road Network Study, have been formulated to require substantial inputs by the ERA staff. In retrospect it is concluded that there are only a limited number of staff who in practice can be involved in foreign funded projects with regards to management and technical skills and language capacity. These key people are involved with many foreign funded projects and when the demands exceed their capacity usually the lesser projects in terms of funds will have to suffer.

This mechanism is a contributing factor why the results from studies are delayed. Another is that the signed agreements put the responsibility for implementation on the ERA and not the Consultants. With this arrangement the consultants can not effectively influence the work progress.

The evaluation concludes that the ERA has a positive view of the BITS training activities. Indications are also that the training courses have been effective. One example is that the ERA top management has been able to use Swedish experiences from the re-organization of the Swedish Road Administration to assess various options for road management in Estonia. The ERA is aware of the limited human resources and finances and have therefore been commendably restrictive in starting new projects.

The challenges ahead for the ERA are many. First, the organization continues to adapt to the new market economy, secondly ERA will have to face up to future investments in the road network, thirdly technical solutions must be developed to overcome the scarcity of road construction material, fourth communication channels suitable for an open and democratic society must be improved and fifth, the traffic accidents must be reduced.

The Estonian government is currently formulating policy and streamlining procedures for project approval. It is recommended that new projects are discussed both at the Ministry level and the Administration level to resolve differences before project start. Once the project is identified it is important that it is swiftly moved into the implementation phase as the rapid development quickly renders new efforts obsolete.

A major constraint is that each new foreign assisted project is taxing the limited human resources in the road administration. In future projects various solutions to increase capacity must therefore be discussed with the Government, e.g. substituting ERA staff for local consultants. In contrast to the present situation, when the ERA acts both as Client and as an informal subconsultant to the Consultants, the roles of the contracting parties would be clearly defined.

Future technical assistance in the form of training should be of the character "training of trainers". The Agreement should be specific on what is expected to be delivered at the end of the training, e.g. teachers' aids, overhead slides, calculation examples etc. in the Estonian language. Local consultants and institutions should increasingly be involved.

There is one lesson of a general nature to be learnt. To ensure timely project performance in an environment with understaffed local input and competing foreign assisted projects, more time must be devoted to project preparation and monitoring.

An observation is also made that projects which grow out from a mutual understanding between the two parties are more likely to be successfully implemented. On the other hand, projects which in the end may have the greatest impact are those which rose from a lengthy and difficult process of discussions and hard work by all parties involved in the project.

1. PROGRAMME CONTEXT

1.1 Introduction

The collapse of the former Soviet Union and the resulting independence of the Baltic states created a new situation for Swedish bilateral aid. Following new priorities set by Parliament a large part of the foreign assistance is now directed to the neighbouring countries across the Baltic Sea. For the period 1995/96 to 1998 the Parliament has budgeted SEK four billions to be directed towards assisting the transforming economies in Eastern and Central Europe. Highest priority are given the three Baltic States, Estonia, Latvia and Lithuania and the north-western part of Russia. The Swedish parliament specifies four goals for this assistance. The co-operation should

- promote a mutual security platform
- strengthen a culture of democracy
- support a socially sustainable economic transformation
- support an environmentally sustainable development

A little less than half of the total support is channelled through Sida. For the 18 month budget year 1995/96 Sida distributed SEK 725 million of which SEK 313 million was for technical assistance and institutional development.

1.2 Project History

The support to the road sector in the Baltic states started as a general support to all the three countries. This was executed through a contract with SweRoad which carried out a training programme containing courses and study tours with participants from the road administrations in the respective countries. The evaluation of this support is outside the scope of this report but it was generally concluded in a review of BITS-financed transport and communication projects in the Baltic states by Mr Bruzelius that:

"...the assistance, generally, has been very constructive and has given value for money. The assistance appears to be greatly appreciated by all the parties concerned....The Swedish assistance appears to have been particularly meaningful when focusing on institutional development issues, including general organizational and staff development aspects."

At the time of this review institutional development was very much the focus of the BITS support to the road sector which included a training programme for the top level management focusing on organizational and management issues and efforts to build up the Estonian Road Administration's capacity to manage staff training. In addition, training of middle managers from the central level and from the districts focused on specific technical questions. SweRoad proposed a continuation of these training activities but this programme was somewhat modified to include the recommendations put forward in the Bruzelius report. In the new version which was the basis for BITS Decision 94-06-13 more emphasis was put on developing a strategy document for the road sector and also to focus on building up a training institution.

It should be pointed out that these modifications were not initiated from the Government side and although both the Bruzelius report and the Terms of Reference for the SweRoad Consultants were discussed with the ERA it is not clear that the recipient side had a full understanding of the donor's interest in such areas as organization, policy making and training institutions.

In the meantime, BITS was approached by the World Bank to co-finance some technical assistance included in a World Bank Road Rehabilitation Project. Originally, Swedish support was sought for two areas, A Traffic Safety Study and a Road Network Study. As traffic safety would be handled through a PHARE programme, BITS asked SweRoad to formulate a Road Network project which would fill the requirements of the World Bank. The Terms of Reference were discussed with the World Bank and in addition to what was planned by the World Bank the study also includes implementation of computer support to the planning and follow-up procedures. This project is the largest so far in the BITS Road Sector support to the Baltic States. A list of the projects is included in the Terms of Reference in Appendix 6.3.

The Road Network Study will be concluded by the end of this year. At present SweRoad has initiated a dialogue with the ERA about a continued support.

1.3 Description of the Projects

A more thorough description will be found in the chapter describing findings. In broad terms the projects have aimed at improving the capacity of the ERA by supporting ERA's effort to transform the management system and by assisting in building up a training capacity. It has also aimed at technology transfer within road and bridge maintenance. The Swedish inputs have consisted in providing consultants to assist in carrying out the programmes and also paying for study tours and some equipment. The most significant equipment component is traffic counters budgeted for SEK 600 000.

In assessing the impact of these inputs it must be pointed out that the Swedish support is only part of an overall effort by the Estonian government, with the assistance of the donor community, to increase the efficiency of the ERA and the quality of highway maintenance and construction activities. In this process the Swedish programme has without doubt been supportive. However, it is not possible to establish clear linkages between activities carried out by the BITS programme and the institutional changes which have been implemented. In other words, we have no way of measuring what the situation would be if the Swedish support had not taken place.

2. EVALUATION

2.1 Reasons for the Evaluation

A rapid build up of foreign assistance in a country which has previously been isolated from the world economy is always connected with risks. It will normally take time to adjust, from the donor side to understand the particular conditions in the country and from the recipient side to learn all the intricacies of each one of the international financing institutions. For this reason it is important for both parties to monitor the foreign financed projects so that early mistakes can be quickly corrected and so that the recipient country achieves maximum benefit from the substantial resources allocated to these projects.

Each financing institution has its own set of rules for project follow up and evaluation. Usually, the evaluation report is a joint effort between the institution and the recipient government agency. Knowing this, it should be mentioned that the Swedish foreign assistance has been re-organized whereby SIDA, BITS, Sarec and SwedCorps have been forged into one institution, Sida. Each one of these organizations had its own system for project monitoring and for involving the recipient country in the project. The technical assistance to the Baltic States was formerly handled by BITS. The BITS procedures for project monitoring did not necessarily coincide with those of former SIDA. There was good reason for this as the BITS support was targeted to countries further ahead in the development process and with a capacity to do much of the monitoring by themselves. Again, with the merger of the foreign assistance into the new Sida the different approaches to project monitoring are expected to be synchronized.

BITS/Sida has been providing support to the development of the road sector in Estonia, Latvia and Lithuania since 1991. By the end of 1995 the support implemented through SweRoad as sole consultant comprised nine completed or ongoing projects at a total cost of about SEK 13 million. In the context of the total Sida funnelled support this may not be very significant. It also reflects the relatively low priority the Governments in the Baltic states are attaching to the road sector as they are faced with more pressing problems relating to transforming the newly formed states from centrally planned one party states to democratic market economies. However, as has been shown elsewhere, a functioning infrastructure is an important element in developing the economy. Concern has also been raised by financing institutions, such as the World Bank that sufficient resources are not allocated to maintain the existing infrastructure which constitutes a significant investment mostly funded by the former Soviet Federal Government.

Against this background the Swedish technical assistance was in a position to make a significant contribution in assisting the Governments in making the most efficient use of the limited funds. This is particularly the case as Swedish support was mobilized quickly after independence and because the projects were directed towards building up the capacity of the National Road Administrations in the respective countries. Efforts were directed towards helping the management to prepare for the new situation and to enable staff to draw from experience in the Swedish Road Administration.

As has been pointed out elsewhere the Baltic states have made impressive headway in transforming their economies. At the same time, the Governments now have several years of experience in the management of foreign assistance. As a consequence, the context in which new Sida projects may be formulated has changed and most certainly the involvement of the recipient Governments is expected to increase.

In view of this changing scenery to which Sida must take a flexible and pragmatic approach and with a considerable experience gained from the completed and ongoing projects which have been approved for the Road Sector in the Baltic states, Sida decided to undertake a review and evaluation of the achievements to date of the road sector support and to that end signed a contract with KM International to carry out the evaluation.

As formulated in the Terms of Reference for the consulting services the purpose of the study is to evaluate the relevance, impacts, cost-effectiveness, sustainability and effects of the Swedish support so far provided to the road sector in the Baltic States. The ToR are attached as Appendix 6.3.

2.2 Methods

Following the ToR the evaluation is based on interviews with persons who have been directly involved with the project or who can provide background information. The other source of information is written reports, statistics and project documents. A list of persons interviewed is found in Appendix 6.1 and a list of documentation in Appendix 6.2.

Before the visit to Tallinn, the Consultant investigated all the Sida project files and talked briefly with the Sida staff. After studying these documents a meeting was arranged with the SweRoad deputy project director responsible for the projects in Estonia. Additional documents were provided and valuable information regarding the visit to the Road Administration was volunteered. Each project was discussed regarding content and implementation.

In Estonia the Consultant visited the Estonian Road Administration, ERA, the Ministry of Transport and the Swedish Embassy. Information was gathered in scheduled interviews and printed material which was available, some in English and some in Estonian was collected. Within the Road Administration one afternoon was devoted to meet with the Technical Centre responsible for training and implementation of part of the Road Network Study.

On the return to Sweden the Consultant met again with SweRoad to discuss some of the findings. After visiting also Latvia and Lithuania some additional questions were sent by fax to the ERA together with the draft report.

The draft report was submitted to the consultants and the road administration and comments were integrated with the final report.

Comments from the SweRoad Project Director on the draft report regarding the Road Network Stud, have been integrated with the text.

The Terms of Reference were made available in advance to all persons interviewed. During the interviews the Consultant used a pre-determined set of questions but also tried to be responsive to what had been prepared by the interviewee. It could be argued that a more formalized approach could have been used with questions and forms submitted in advance. However, that would most probably have placed a greater burden on the staff in Estonia, would have delayed the report and does not invite to a dialogue as now became the case. The draw back is that the data and the picture may not be as complete as would have resulted from a stricter evaluation procedure as for example exemplified by the World Bank Project Completion Reports. Also in contrast to World Bank procedure, the Sida evaluation does not include the recipient agency's evaluation of the Sida performance.

2.3 Limitations of the Evaluation Report

This report is written with the overall ambition to provide a tool with which future support to the Road Sector in Estonia can be made more effective in all phases from project identification, through project formulation in the execution and implementation and in the project monitoring. In other words to do the right things in the right way and in a way that allows the parties involved to measure the results.

In a much more limited sense it can be read as a review and critique of the completed and ongoing technical assistance. However, such critique has limited value. First, as has been previously mentioned it is not possible to establish cause - effect relationships. Secondly, as has been argued above, the more significant parts of a project may be the very ones which have the poorest performance. In contrast to the evaluation in judged sports competition there is no added score for the difficulty of the project. Thirdly, if a poor performance can be measured it is often hard to establish which institution is the culprit. Among the parties involved, Sida, SweRoad and the Government Agencies, each may be equally to blame.

3. FINDINGS

3.1 Background Description of the Road Sector in the Estonia

3.1.1 Introduction

Before independence responsibility for the road network was shared between the central State Plan (State Planning Organization) in Moscow and the republican road administrations. The republican road administration was basically a maintenance organization and all investment decisions were made in Moscow. The road network consisted of federal roads, republic roads and local roads. About a third of the funds for construction and maintenance of the republican roads came from federal funds made up by a mix of budget appropriations and road user charges. The federal roads were fully financed over the federal budget.

It is apparent that the loss of the former federal level of government demanded significant changes in the new independent Baltic states. First entirely new Ministries had to be created. Secondly federal assets had to be transferred to the new independent states. Thirdly, the countries had to make up for the loss of revenue from the federal funds. Fourth, new legislation had to be enacted. Fifth, institutions had to be adopted to a market economy.

Although there are differences among the Baltic states in the way these changes have been implemented it is also clear that the process has gone fast and that the transformation has been by and large successful. The most difficult problems remaining in Estonia are connected to funding and to the process of privatization including ownership of land.

Road Administration Structure

The Estonian Road Administration (ERA) is managing all public roads in Estonia and is a government organization under the Ministry of Transport and Communication. The ERA was established on 1 November 1990 and comprises the Directorate, 15 District road offices and the Technical Centre. The present organization is shown in Appendices 6.4.1 and 6.4.2. Presently it is being discussed ways to reduce the number of district offices. As a first step the 63 roadmaster districts have been transformed to 52 major districts and 14 minor districts.

The changes in the structure has nevertheless been large at ERA as illustrated by the fact that the number of employees have decreased from 4 000 in 1988 to about 2 600 in 1994. The present staff turnover is as high as 20% indicating that the economic transformations are going fast.

The ERA is responsible for about one third of the total road network representing the state roads. The remainder, about 29 000 km are lesser roads which are not funded under the MOTAC budget. About EKK 125 million is allocated to these non-state roads from the Government budget (1996). The non-state roads consist of Community roads (Vallamaanteed) which are in the public domain and private roads with one or several owners. There is also one sizeable category of roads without owner. These are roads which became redundant after the agricultural land reform which established private owned farms in lieu of the former agricultural collective or state ownership.

Although the present road classification is building on the old Soviet system there have been significant changes. The classification has its basis in the Road Act which was drafted in 1992 after independence and specifies the state road criteria for main roads, basic roads and local roads. The main roads basically coincide with the former Federal roads. However, the network of Republic roads in the former system has been significantly reduced to form the basic road network. The remainder of the state roads (11 135 km) are local roads of which 60% are gravel roads. The re-classification is an ongoing process and at present it is being discussed that about 1500 km of commune non-state roads should be transferred to ERA responsibility and 100 km of state local roads be given to the communes. Another issue is the ownership of state roads passing through towns. At present these are under the responsibility of the municipalities.

The organization reflects the focusing on maintenance rather than new construction. It is not envisaged that road investments will play any significant part within the next five years. The ERA management is however aware that before investments can be added to the budget organizational changes will be needed.

The focusing on maintenance also means that it is difficult to develop a domestic private contracting and consulting industry in the road sector. It is noted that the district road administrations are able to deliver the required maintenance activities cheaper than the private sector. The shortage of funds therefore limits the amount of work which are given to the private sector. In addition, maintenance activities are more difficult to contract than construction projects because they are not easily defined at the technical level.

In spite of these problems the ERA is implementing a policy of privatization and an increasing amount of work is given to the private sector. Today the share of private contracts is more than twenty percent, up from 15% two years ago. The World Bank road rehabilitation project, which specifies private contracting, has contributed to this trend.

Privatization has been most rapid in turning production units such as asphalt plants and crushing operations over to the private sector. More than half of this capacity is now in private hands. However, due to the budget constraints the production of for example asphalt concrete is only 10% of available capacity. The ERA would like to turn more of these operations over to the private sector as they presently work only a few months of the year. The ERA staff was however unable to explain how these private operations can sustain on the limited quantities procured.

Mining for oil shale is carried out in Kivioli, west of Narva and a plant for oil shale bitumen is located nearby in Kothlajärve. Oil shale bitumen was used extensively in the Soviet era for producing a bitumen-gravel blacktop surfacing (*Mustkate*). This practice is discontinued but oil shale bitumen is still used for surface dressing and asphalt concrete by some districts. An Estonian-German venture between TREV2 and Wirtgen is developing techniques to produce emulsion bitumen from oil-shale.

In order to maintain 14 992 km of state roads, ERA receives about EEK 400 million including the World Bank project. In comparison this figure represents in the order of one tenth of what is spent in the Nordic countries measured as expenditure per kilometre.

A consequence is that ERA must develop a minimum alternative to fit the extreme low level of funding. Even so the needs are estimated to be about twice what is allocated in the budget. Almost all funds are used for safeguarding the road investments. The highest priority is rehabilitation of bridges, 40 out of 826 bridges were judged unsafe in 1995. The second priority, road rehabilitation is concentrated to the main roads connecting the major cities. The World Bank project here provides an important contribution. Routine maintenance require about EEK 110 million of which one third is for winter maintenance. The World Bank assistance enables ERA to keep up with the maintenance of roads with surface dressing. However, there are no funds for the upkeep of the asphalt concrete which means that a maintenance debt of about 200 km of asphalt concrete repaving is added each year.

3.1.2 Legal Framework

Since independence Estonia has made remarkable progress in developing a legal system suitable for a democratic market economy. In the case of developing a new Road Act the legislators went back to the old legislation in existence between the World Wars when the Baltic states enjoyed a short period of independence. This legislation was modernized and for much of the legislative work European and in particular Nordic countries have served as models.

Following the parliamentary model laws are adopted by parliament. The laws will normally give the power to the line ministries to issue regulations and guidelines. The Road Act of Estonian Republic states in para 12 that "*supervision of the implementing of the present act and legislative and other legal acts of Estonian Republic on administrating, using and defence of roads is carried out by the Estonian Road Administration*". An example of the process is the 1995 Regulation of the Use and Protection of Public Roads prepared by the ERA and authorized by the Minister of MOTAC.

The ERA is active in taking initiative in the legislative process. Examples in the Traffic Safety area are legislative proposals for child restraints in vehicles and an enacted law on running lights modelled on the Nordic countries. Since independence there have been close to one hundred legislative acts in the road sector of which close to forty were issued in 1995 alone.

3.1.3 Donor Support

Donor support to the Road Sector in Estonia is limited. The only current major project is the World Bank funded Highway Maintenance Project with an IBRD component of USD 12 million, Government contributing USD 11 million and bilateral assistance USD 2 million. The European Union through its PHARE programme is financing a traffic safety study which will be completed June - December 1996 using Finnish and French Consultants. With no new projects approved or in the near pipeline foreign assistance to the road sector will more or less be phased out this year. However, the ERA is in the process of formulating a project for PHARE funding which includes a number of technical assistance activities. Among these are developing road standards and specifications, pavement and bridge maintenance systems, quality management systems and groundwater protection.

The ERA has developed a good co-operation with the road administrations in the Nordic countries. Together with the Finnish Road Administration Estonia has established a T² Centre for technology transfer supported by the US Federal Highway Administration. One benefit from this programme is that the ERA library has been replenished and much of older Russian technical literature has been replaced with mostly US, Finnish and Swedish material. The T² assistance has also provided two scholarships for on-the-job training with State Highway Authorities in the USA.

Estonia has also benefited from projects directed at all the Baltic states. One example are courses in traffic safety arranged by VTI in Sweden and supported by Swedish funds.

Much of the bilateral assistance in the road sector has been in the form of training activities. Both the Finnish and Swedish support is noticeable. However, the ERA is in no way dependent on this support as the Technical Centre is solely responsible for 60% of all course days and 80% of participants. The single biggest course in 1995 was Road data bank information for all 15 district offices reaching in total close to 300 employees.

3.1.4 The Role of BITS/Sida support in the Road Sector in Estonia

The BITS/Sida support although small in the overall context has been significant in terms of technical assistance targeted for institution building. From the point of view of the ERA staff the BITS/Sida support stands out because it made it possible to introduce them for the first time to western technology and terminology. Part of the Swedish support has been directed at top management and it has been possible for ERA staff to have peer discussions at the highest levels. Given the positive comments received from the ERA top management, the management training and discussions about organization may stand out as the part of the technical assistance which may have had the most profound effect on the ERA. The training activities also have connections with many of the other technical assistance programmes. As such, the BITS/Sida projects have been central for the development of the Estonian Road Administration. It is also significant that the World Bank turned to Sida for co-financing their Highway Maintenance Project.

In addition to what has already been mentioned in the Programme Context above the BITS support also addresses what appears to be a specific Estonian problem. As part of transforming into a market economy all ownership of land must be clearly established. This includes all roads and the BITS part of the World Bank project has components to assist the ERA in this process.

3.2 Project review

3.2.1 EST0711 Training programme in the road sector

Review

As part of the early support to the three Baltic countries, SweRoad had carried out a number of training activities in Estonia. It was felt that these courses should continue in order to assist the ERA to adapt to the new market system and support the efforts to change to a more western style of working.

Seminars were to be given to the top management to assist them in developing a management system in tune with the demands of the new market economy. The training activities geared to the middle management aimed at showing how better quality could be obtained for construction and maintenance activities. The project also included a workshop for four educators.

Evaluation

Project Identification

The project responded to needs identified during the implementation of the general BITS/Sida support to the Road Sector in the Baltic states which consisted of courses and seminars in 1992. The proposal was formulated by SweRoad and presented by ERA to BITS in November 1993. It was approved by BITS on 12 March 1993.

Project Formulation

The project was formulated as a second phase of the activities which had been carried out in 1992. However, following recommendations by a BITS funded consultant who evaluated the 1992 programme, the 1993 second phase was split into two parts where only the first part received funding. The reduction was substantial as only SEK 306 000 of SEK 2.8 million were allocated to the first part which was a direct continuation of the 1992 programme. In mid 1993 another consultant evaluated the programme and subsequently the implementation of the second phase was postponed.

The original project document is quite ambitious and is requiring a lot of time input from the ERA staff. The project document would have benefited from discussing whether that level of ERA input was realistic given the overall workload of the staff. There is no reporting requirement in the agreements.

Project Implementation

SweRoad has provided a short summary of the activities implemented. A course for top level management was carried out dealing with leadership, motivation and group work. The training of middle management was concentrated to economic analysis of road projects using the HDM model. The third component was carried out at the Technical Centre and was directed towards ERA staff responsible for training at the central level and at the district level.

Project Monitoring

Within ERA, the project was monitored by the Programme Director. It was not established how the project monitoring was carried out by ERA. SweRoad has produced short descriptions and evaluations of the project activities.

Project Evaluation

From the SweRoad reports and after talking to ERA staff it is concluded that the courses have generally been well received. Some staff felt that the HDM model training was premature. Compared to the original programme the courses have been shorter. This is particularly true for the top management training which was reduced to two days. The problem is that management can not divert themselves from the day to day business. It has not been established why the content of the middle management training was changed. The original programme seemed more appropriate as the ERA is geared towards maintenance rather than road investments. In addition, the Finnish Road Administration provided HDM training the following month.

3.2.2 EST1031 Institutional support to the Estonian Road Administration

Review

Following the evaluation report presented by Mr Bruzelius in 1993 the ERA and the SweRoad consultants reformulated their proposal for continued technical assistance. The new proposal was submitted to BITS on May 9th. The main difference from the 1993 proposal is that the support includes a study of the road sector together with the top management of the ERA which will result in a strategy document. However, it was not entirely new as this idea was presented already in the 1993 proposal, although at that time it was only given as an example of possible projects. The second component, training of middle management is very much reduced from the original proposal. The third component was to develop the training capacity of the ERA. The fourth component included study tours in Sweden focusing on maintenance.

Evaluation

Project Identification

The project was in essence formulated in 1993. The re-formulation resulted in a much more focused project proposal at a reduced budget. It also required less input from the ERA staff which is important given the overall workload of management.

Project Formulation

The project was formulated based on the four components. Objectives and activities are sufficiently described. Outputs are not clearly spelled out but can be deducted from the proposal. However, an additional output to be considered is course packages to be used by Estonian trainers, i.e. a focus more on training the trainers. The output could also have been described as what the participants are expected to know after the courses rather than what courses will be given. The outputs described in the GD Decision are more clear than in the Agreement. The reporting requirements are not clear. There are no requirements for course evaluations as recommended in Sida guidelines.

Project Implementation

The first component was carried out as one training seminar in Pernau and one study tour to the Swedish Northern Regional Road Administration. The strategy document has not yet been presented. The second component included a demonstration of bridge repair using Swedish Road Administration equipment and a traffic safety seminar in Tallinn. The third component has not yet been implemented. The study tours and on the job training in Sweden included one group of bridge specialists and one group of trainers. Each study tour was for one week.

Project Monitoring

Within ERA, this project was monitored by the Programme Director. The SweRoad consultants have produced summaries of each activity.

Project Evaluation

The general impression is that the activities have been well received. In discussing the training activities with the Technical Centre it was concluded that the training should focus on smaller groups and that training in Sweden is more useful. The reason is that an important part of the training initially after independence was to get away from old ways of thinking and this is more easily done in a foreign environment. Also the training should be more of the character "training the trainers".

For the first component, the training activities supported a discussion on the organization of road management which has been useful for ERA. However, part B in the Agreement regarding training in project documentation was not implemented. The strategy document should have been completed in 1994. In the summer of 1995 the Estonian Road Administration produced a document on their own which was translated by SweRoad from Estonian to Swedish. This document is an action plan for ERA up to year 2005 and covers all ERA activities.

For the second component about half the programme has been implemented. The one week course on traffic control devices and the theoretical part for bridge maintenance planning were omitted.

The third component has not been implemented.

Compared to the Agreement more study tours with less participants and shorter time were implemented. The study tours are well focused on relevant problems. Changes in work practice has been observed by the SweRoad consultant as a result of the training and it is believed that the study tours have contributed to the rate of change.

Although the reporting requirement is vague in the Agreement, the SweRoad Consultants have provided good documentation of all activities. The reporting language has been Swedish. The Strategy Document is very much delayed. The third component is planned to be implemented.

3.2.3 EST1041 Road Network Study

Review

The World Bank Highway Maintenance Project was approved by the Bank Board in April 1994. In previous discussions, BITS had expressed a willingness to fund a technical assistance component in the project. A request from the Estonian Government was subsequently received by BITS in May 1994. The BITS Decision to support the project was made in August and the Agreement with the consultants was signed in October 1994. The agreement based on the SweRoad proposal was somewhat more extensive than the World Bank requirements. The thrust of the World Bank study was to determine the financial requirements for road maintenance given classification, organization and technology. The Swedish proposal added the development of systems for planning and follow-up.

The project was reviewed by a BITS consultant in March 1995. It is also regularly reviewed by the World Bank missions. In March the project was only in its initial phase and the consultant did not encounter any specific problems. The project is ongoing and it is expected to be completed this year. The Project Budget is SEK 4 671 000.

Evaluation

Project Identification

The project was identified by the World Bank. It was recognized that the project depended on other assistance. The Finnish support is assisting in building up the road data bank, the Danish support would provide data for optimizing maintenance activities.

Project Formulation

The project was formulated as a study with six components:

1. Road classification review
2. Road network survey
3. Introduction of a Private Road Association (PRA)
4. Long term planning and follow-up systems
5. Organization and resource review
6. Follow-up of the project (evaluation)

The project is well formulated. However, the BITS decision only includes the first five components. Objectives, activities and expected results are clearly written. The time schedule is known. Each component, when completed will present a report. A final report summarizing the results from all sub-projects is scheduled for December 1996.

Project Implementation

In the initial phase, November 1994, a more detailed programme was developed for each one of the phases. These were presented during the March 1995 review.

When the project was reviewed in March 1995 the Consultant indicated that there was a problem with ERA resources as "suitable persons for this study also are required for other studies or projects". It was also acknowledged during this evaluation that the ERA staff can not devote sufficient time to the project. As a result, inventory work for example has been carried out with a greater input from the Swedish consultants than planned for. Draft reports have been produced for the sub-projects but could not be made available in time for this evaluation.

For road classification a proposal has been presented to the ERA. There is an agreement on the principles. A draft proposal is now available in English.

Three test areas have been selected for the project in Harju, Pärnu and Põlva counties. These test areas are used for analyzing specific areas of interest for the various sub-projects. They are chosen to represent a variety of rural and urban areas in Estonia.

For the Road Network Survey mapping and listing of all state roads have been done for each test area. Fifty somewhat used traffic counters and four new ones have been bought from the Swedish Road Administration. A training programme for traffic counting has been carried out in Estonia as part of the project and a traffic counting development plan has been established. The ERA plans to use own funds to buy traffic counters according to their specification.

The sub-project Private Road Association (PRA) has resulted in a manual on how to establish PRA and practical examples. Together with representatives from ERA the project team has selected a number of roads in the test areas and developed principles for testing of PRA in Estonia. A draft Manual and a draft report on PRA is available at present.

The long-term planning sub-project was started in 1995 in close connection with the road network survey. Since then, meetings have been held with ERA-representatives to discuss different components of the planning process. The draft report on long-term planning will be available in September 1996.

The organization and resource review has been started and a draft is available at present. However, this sub-project is partly dependent on the output from the other sub-projects. It will be completed later this year.

Project Monitoring

Within ERA, the project is monitored by the Programme Director. Part of the study is handled by the Technical Centre. SweRoad monitoring is done by the Project Director. There has thus far been no reports on the various components. The World Bank monitors the project through its missions but there is no formalized reporting to the World Bank.

Project Evaluation

The general impression is that this project is generally running in accordance with the outlined plans although not without difficulties. Some of the components have been delayed. From others the information is difficult to obtain.

The sub-project studied more in detail, the road network survey, which should have been completed in October 1995 has so far not contributed as expected. There seems to be a lack of understanding of the role of this component as part of the World Bank project and in relation to the other sub-projects. As viewed from available material the major new information obtained will be the traffic counts. The road data on the other hand are the same as those supplied by the local units for the new data bank. While the ERA clearly states their problems with the non-state roads the inventory is unfortunately so far limited to the state roads.

A basic idea of this sub-project has been that ERA staff should be responsible for all data collection and also be deeply involved in the whole project process. As expressed in the Agreement the ERA representatives will be running the project with the Consultants in a mere supporting role. The factual situation has however been that the ERA representatives have been overloaded with work due to the fact that they are involved in many other ongoing projects running simultaneously. Given this situation, the project would have benefited from being re-formulated so that the input by ERA staff could have been reduced.

There is no report yet on what the effect of the proposed classification will be in the three test areas. Similarly, it is difficult to assess how PRA's can be used in the test areas as there is no inventory of the non-state roads. The World Bank representative expresses concern that the delay of these sub-projects will also effect the progress of the other components in the World Bank project.

The consultants and the ERA staff have different views on how receptive Estonia is towards the idea of private road associations. The consultants seem to be less willing to go through with this component as they foresee problems in financing and are uncertain of the level of political support for the PRA idea.

The long-term planning project is very ambitious in scope. The expected result is a PC-based system for planning, budgeting and follow-up. Again, the Consultants were only supposed to give support and for this component to be successful it would have required a substantial input by the ERA staff.

There is a consensus that the ERA has not been able to support this project as planned. The project relies on regular staff who have full time positions and who can devote very little time to the project. At the same time the consultants need to take more seriously the Terms of Reference and the time schedule so that appropriate action can be taken when the project is being delayed.

The Agreement between the ERA and the consultants specifies that the client is responsible for data collection and most of the analysis. An alternative arrangement would have been that the consultants had liaised with a local partner in order not to tax the resources of the ERA.

In view of these problems and delays the payment schedule in the Agreement must be questioned. The payment is a lumpsum per month with no relation to performance. The final payment is in August this year. However, the billing from the consultants has not followed the Agreement and is instead according to time spent on the project.

3.3 Major Issues

A positive view of the BITS training activities

Among the Baltic States, the Estonian Road Administration has been the beneficiary of about half the BITS/Sida funds in spite of having the smallest population. This is largely due to the co-financing of the World Bank project. The problems connected with this project should not overshadow the fact that the training activities supported by BITS have been well received and contributed to the development of the ERA. As part of the World Bank component there has also been day to day activities with advice given by the Swedish consultants which have been useful.

The first courses laid the groundwork for much of the technical assistance later provided by a range of international financing institutions. These training activities came at a time shortly after independence when the staff were eager to be introduced to the western terminology.

A major issue is the re-organization of ERA in order to reduce the number of maintenance districts. In this respect, the Swedish support should be particularly valid, as the SweRoad experts had first hand experience from the recent major re-organization of the Swedish National Road Administration.

A major achievement in the ERA is that the Technical Centre is taking active part in developing the human resources. It is important that they can receive continued assistance from the Educational Centre of the SNRA. The support provided in project EST 1031 should be utilized.

Limited human resources is the bottleneck

The experience from credit financed projects is limited to the highway maintenance project financed jointly by the World Bank, Estonia, Finland, Denmark and Sweden. This project is progressing well as concluded by a recent World Bank mission. The management of this project is however demanding resources and so are bi-lateral and multi-lateral financed projects. In contrast to the other Baltic states it is not until now that the Ministry of Transport will be supported by PHARE co-ordination consultants. Hopefully, this assistance will be a help also for the ERA staff handling foreign funded projects.

Still, lack of human resources will remain a bottleneck for expanding the ERA activities. There are today a central ERA staff of about 70 people. This is more than in the other Baltic states but in Estonia the ERA is since 1995 also responsible for traffic safety. A limiting factor is also a lack of engineers who speak English which is required by the foreign financed projects.

Indications are that training courses have been effective.

It is not possible to measure the cost-effectiveness of training courses. There are however indicators that the BITS supported training has been effective. Firstly, the training has been put into use. For example the top management benefit from the Swedish experience in re-organizing the Swedish Road Administration when they discuss their own re-organization.

One issue raised in the Bruzelius report is whether it would be cost-effective to co-ordinate technical assistance between the Baltic states. This issue has been discussed with the senior staff of the Road administrations in all the three states and it is generally concluded that in practice this is hardly achievable. There is no reason to expect more co-ordination between the Baltic States than which will be found between for example the Nordic countries. However, institutions are in place for informal exchange of ideas such as for example the Baltic Road Council. A proposal is also under way to obtain PHARE support for a closer cooperation between the Baltic Road Council and the Nordic Road Association.

Another area of concern for the donor community is the co-ordination between the financing institutions. In this respect, PHARE will assume a role in Estonia as the PHARE programme provides for one expatriate consultant with the Ministry of Transport.

Transport Policy must form the basis for project identification

An important issue is project identification and the process for initiating and screening projects. While it is understandable that much of the initiatives in the past have been from external forces it is now expected that Estonia puts itself more in the drivers' seat. A good basis is provided by the ERA Strategic Plan up to Year 2005 which contains both policy and actions to be taken. For example the goal for road management has been formulated:

"to create, from the standpoint of the user, a road network which in terms of traffic is comfortable, economical and with minimized risk."

Future foreign assistance should be based on the ideas in this document. The document however does not mention foreign assistance.

Within the ERA Technical Centre a project is being prepared to be submitted to the PHARE programme 1996-2000. The TA would concern technical standards, specifications and manuals, quality control, pavement management system, road data bank, environmental protection, training.

4. CONCLUSIONS AND RECOMMENDATIONS

Since independence in 1991 The Estonian Road Administration has been in a stage of transition where the FSU institutions are transformed to suit the demands of the evolving market economy. Clearly, this is a step by step process and the ERA has identified and made considerable progress in the priority areas of human resource development, management, legislation and quality assurance. The BITS focus on institutional support has been well tuned to support the Estonian staff and the training activities carried out by the consultants have been well received.

There are however still challenges ahead and some of these deserve mentioning. Firstly, the ERA is discussing altering the organization towards reducing the number of districts and using tendering procedures in a higher degree. Secondly, in the longer term the ERA will face up to investments in the highway network in order to respond to the economic development and the rise in car ownership. Thirdly, the ERA need to develop technology to overcome the disadvantage of having poor road construction material. Fourth, with more taxes and fees coming from the transport sector, the ERA has to develop liaison with the political level and develop information systems which illustrate the needs for road funding. Fifth, traffic accidents are by all accounts at an unacceptable level and strong measures must be taken to curb these trends.

Certainly, there is scope for continued foreign assistance to support the Road Administration which is facing these challenges. As recommended in the Bruzelius report such support should be based on the needs of the ERA and each proposal should require a well prepared project document according to the guidelines of respective financing institution.

In planning future technical assistance, the Government should also assess some strategic questions.

- How will the Regional and Municipal levels of road administration benefit from technical assistance?
- How can technical assistance be obtained in areas which require long term commitment, e.g. traffic safety?
- What is an appropriate mix of long term and short term Consultants?
- How can the Government and its institutions develop its capacity to prepare and implement technical assistance projects?

If Sida decides to continue its involvement in the road sector in Estonia, there are some specific recommendations below regarding the project identification, project formulation, project implementation and project evaluation.

Project identification should be tied to the existing efforts by the Estonian government to formulate policy and programmes. In this respect dialogues at the Ministry of Transport level may be more appropriate than identifying projects at the road administration level. Estonian policy documents, such as the Strategy Document developed by the ERA are important for identifying priority areas. However, it must be recognized that at the ERA level the priorities may be different than those at the Ministry level and it is important that differences are resolved before the final formulation of the project.

The development in the Baltic states is rapid and projects quickly become obsolete. It is therefore paramount that once the project is identified the project moves quickly into the implementation phase. In the formulation process, related projects financed by other institutions must be identified and the co-ordination arrangements clarified. The PHARE supported Department for Strategic Planning at the Ministry of Transport is the co-ordinating agent of all foreign assistance to the transport sector and should therefore be an important dialogue partner in the formulation phase.

It must always be recognized that a major constraint is that each new foreign assisted project is taxing the limited human resources in the road administration. The macro-economic strategies puts a cap on government staffing. Therefore it can be difficult for the road administration to live up to the expectations in the project documents. Alternatively, staff will be pulled from their main activity to support the project or to take part in training. Sida should therefore discuss with the government various solutions such as circumventing the cap on staffing, using local consultants, increasing the share done by foreign experts or increasing the efficiency by staff using for example IT-strategies.

The major problem in project implementation is delays. In order to achieve a more efficient and timely implementation, the agreements signed should be more clear on reporting requirements and time schedules. The Estonian project director should also be provided with more guidance regarding his role in the implementation.

Evaluation procedures should be formulated so that these are spelled out in the agreements on which the implementation is based. If possible, performance indicators should be identified in the agreements. The consultants should be aware of the evaluation procedures so that they allow sufficient time and also produces the documents which will be needed by the evaluation team.

While initial training has had the character of "eye-openers" introducing the road administration to new insights, future training will be less general and more of the character "training of trainers". This re-orientation will require that training provided includes complete sets of training materials including teacher's aid, overhead slides, calculation examples etc. all in Estonian language. The agreements should be specific on what is expected to be delivered at the end of the training. Consultants should also be encouraged to co-operate with local consultants and institutions. A higher quality of the training activities will be reflected on the cost of the courses.

More care should be given in naming the projects. The same project name and ID number should be used by all parties. Confusion is created by the same project named differently in the agreement the ERA is signing with the consultants on one hand and in the confirmation letter from BITS on the other. Adding to the confusion, SweRoad is also carrying out preparatory work for the World Bank, BITS multi-country training (RTM course) and activities financed directly by the Swedish Road Administration. While this may have several advantages regarding coordination, continuity and flexibility it makes project monitoring difficult. The impression given during the evaluation mission was that the ERA Foreign Relation Division is focused on the individual activities rather than the projects. Sida should consider more comprehensive programmes and not rule out the use of long term consultants. Sida should also consider giving more training to the project directors in project implementation.

5. LESSONS LEARNED

The fact that BITS technical assistance was mobilized very quickly after independence is a major factor why it has been well received. Not only did this create a goodwill, it also provided an open field for targeting the most important needs. The fact that the Swedish Road Administration had recently gone through a period of re-organization and changes created an excellent background for discussing important institutional issues with the Estonian Road Administration.

The environment for technical assistance is being transformed as more and larger projects are coming on line. An effect is that BITS financed activities are increasingly being delayed as the capacity of the road administration has to be shared between the foreign assisted projects.

As a result Sida will be required to devote more time to project preparation and project monitoring than in the initial post-independence period.

Projects requiring large staff inputs should be carefully discussed in order to find alternative ways to achieve the objectives.

A general observation is also that activities where there is a common understanding between BITS and the ERA about the need for the activity is fairly easily implemented. However, it is also quite clear that these changes would have come about also without the Swedish support albeit later. However, in areas where this mutual understanding has not existed from the beginning but grown out of a sometimes lengthy and difficult process of discussions and hard work by both the ERA staff and the Consultants, the impact has most likely been more profound. Examples of the latter kind are the proposal for private road associations and for decreasing the number of maintenance districts.

From the point of the donor support it is therefore a choice between low-risk activities with less impact or high-risk activities with higher impact. As shown in the following the BITS support to the Road Sector in Estonia produces an interesting mix of both and as such provides lessons for the future for all parties involved.

6. APPENDICES

6.1 List of Persons Interviewed

14/5	Sven Hansson	Deputy Project Director, Estonia	SweRoad
20/5	Juri Riima	Former Director General	ERA
20/5	Riho Sörmus	Director General	ERA
20/5	Alexander Kaldas	Programme Director	ERA
20/5	Tiit Grunbaum	Director Planning and Budget	ERA
21/5	Tiit Rokk	Head of Register Section	ERA
21/5	Raul Rom	Head of Traffic Safety Division	ERA
21/5	Kalju Kutsar	Head of Maintenance Section	ERA
21/5	Rain Hallimäe	Maintenance Section	ERA
21/5	Jaak Liivaleth	Project Manager	Technical Centre
21/5	Juri Kirotam	Director	Technical Centre
21/5	Andrus Aavik	Research and Development Manager	Technical Centre
21/5	Märt Puust	Traffic Monitoring	Technical Centre

6.2 List of References

6.2.1 General

"Transport and Communications in the Baltic States
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ERA Statistik 1995 (in Estonian)

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"Estonian T² Centre - Development and Present Situation", Technical Centre

"Training of the Personnel of Estonian Road Administration", Technical Centre

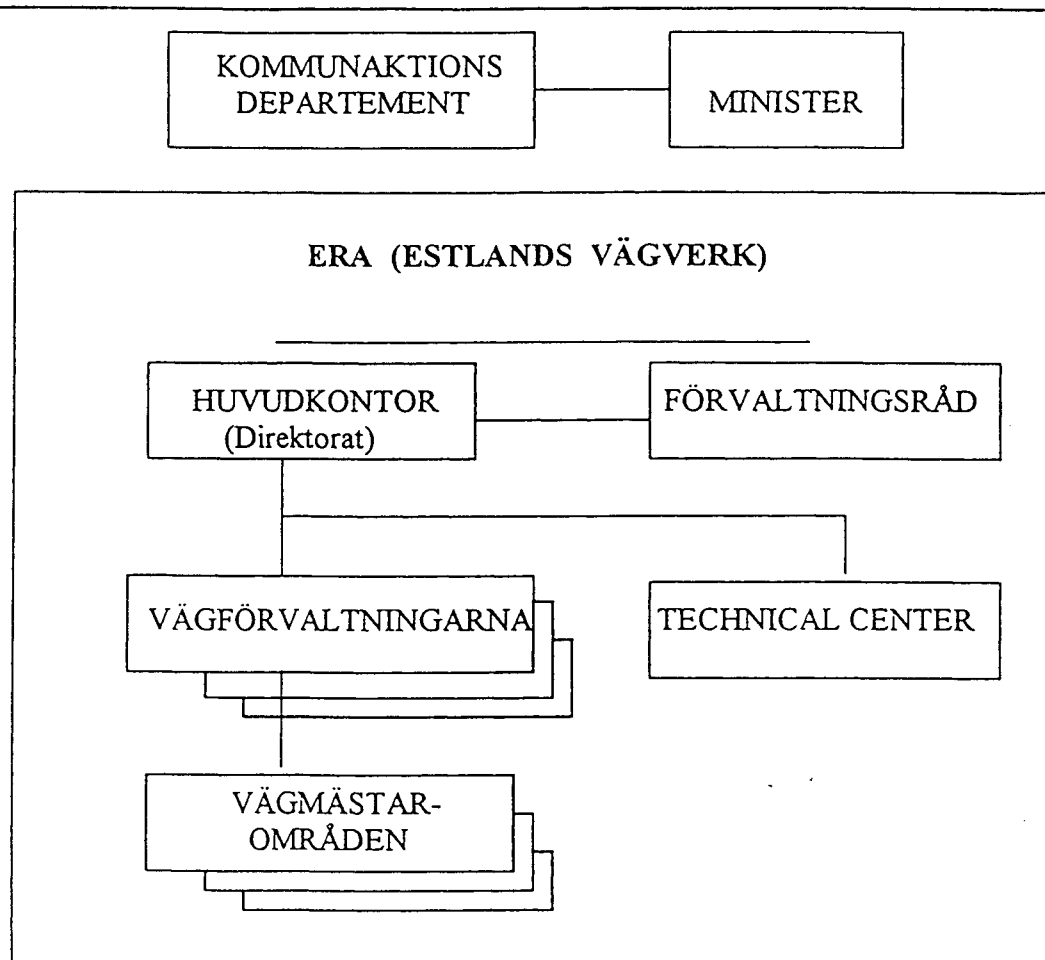
6.3 Terms of Reference

See overleaf.

6.4 Organization

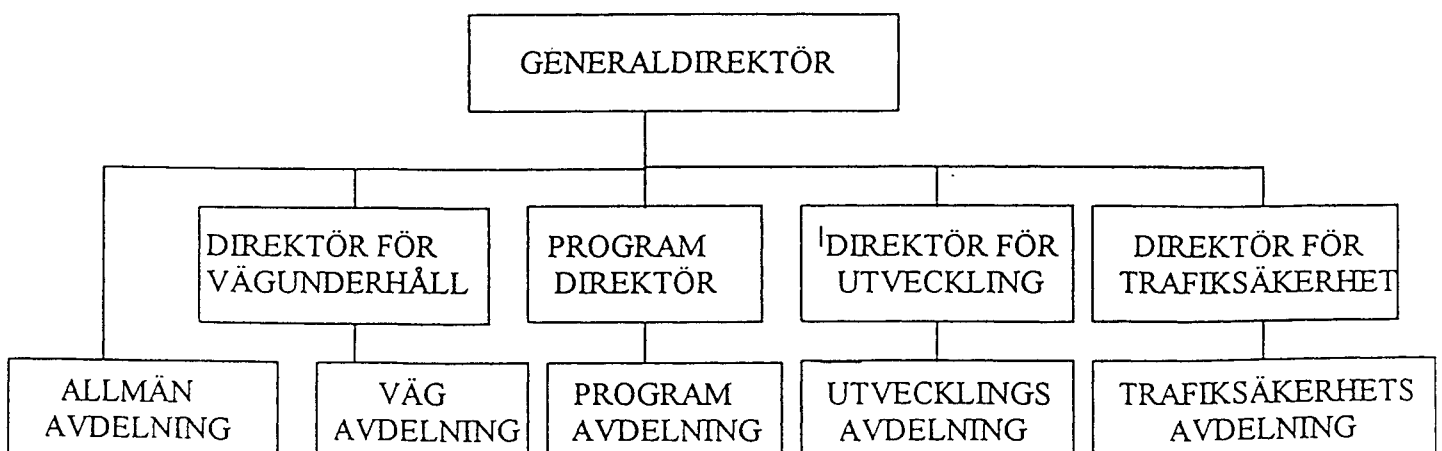
See overleaf.

ERA:s ORGANISATION OCH LEDNINGSSTRUKTUR



Bilaga 4.2

STRUKTUR FÖR ERA-s HUVUDKONTOR (DIREKTORATET)

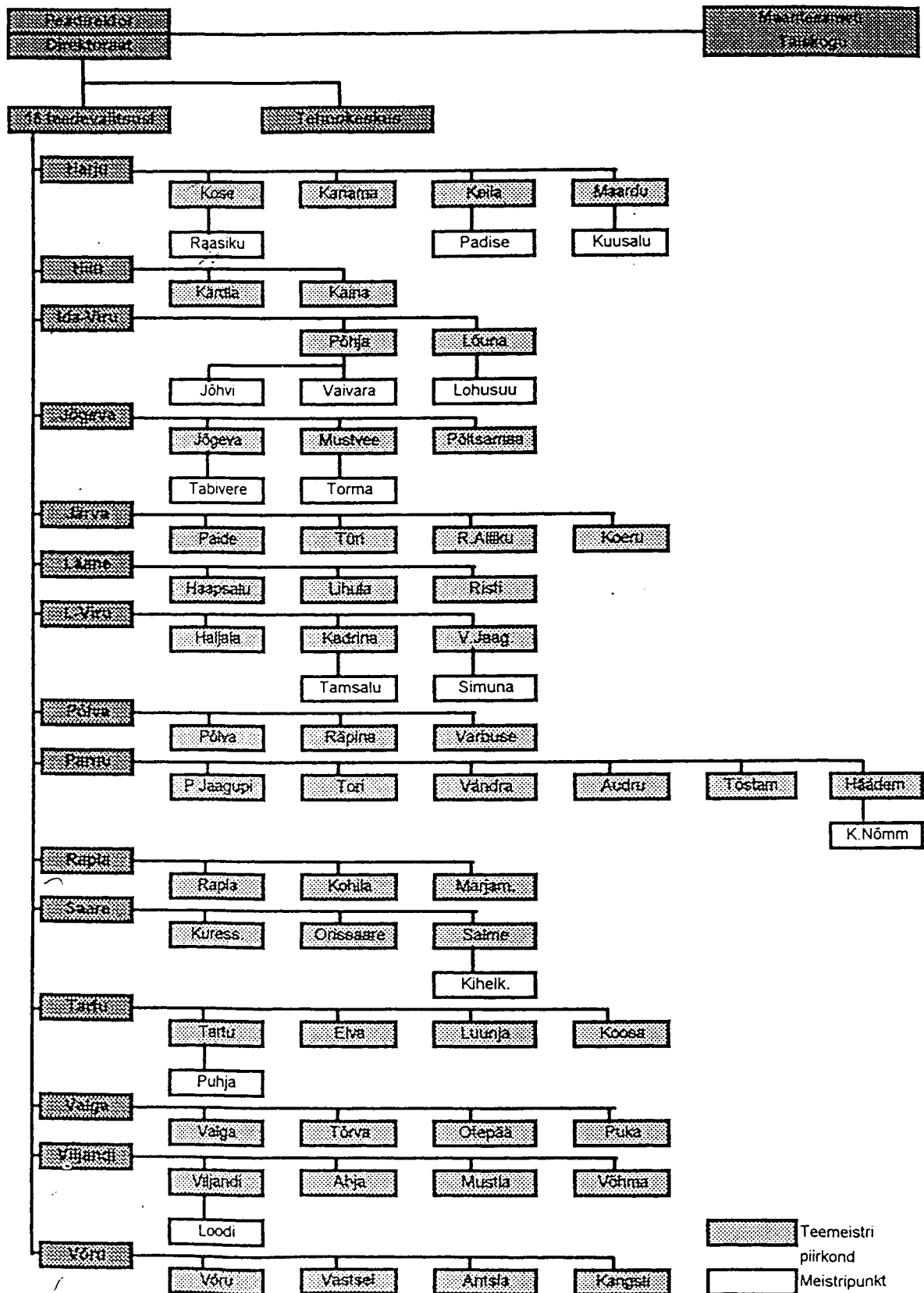


RIIGI MAANTEEAMETI STRUKTUUR

Teede- ja Sideminister

Ministeerium

Riigi Maanteeamet



TERMS OF REFERENCE

Evaluation of BITS/Sida's Support to the Development of the Road Sector in the Baltic States

Background

BITS/Sida has been providing support to the development of road sector in Estonia, Latvia and Lithuania (the Baltic States) since 1993. The lead Swedish consultant has been SweRoad AB. By the end of 1995, the support implemented through SweRoad had come to comprise nine projects at a total cost of approximately SEK 13 million. A complete list of projects is found below.

The recipients of this aid have been the Ministries of Transport and the national Road Administrations in the respective countries. The overall aim of the projects has been to provide institution building assistance to the Road Administrations in each one of the three Baltic countries.

In view of the large number of projects to the development of the road sector in the Baltic States, Sida has decided to undertake a review and evaluation of the achievements to date. To undertake this evaluation, Sida intends to recruit an independent consultant (the Consultant). These terms of reference will guide the work to be performed by the Consultant.

Purpose

The purpose of the evaluation exercise is to evaluate the relevance, impacts, cost-effectiveness, sustainability and effects of the Swedish support so far provided to the road sector in the Baltic States.

Scope of work

The scope of work will include, but will not necessarily be limited to, the following:

1. A brief background description for each country concerning road administration, comprising i.a. the current institutional structure, current legal framework, other donor's support etc;
2. Identify the role played by BITS/Sida's support within the overall development of the road sector in the three countries with regard to institution building and the development of the sector at large;

3. Review each of the projects funded so far by BITS/Sida, identify their specific roles, their objectives, and any performance indicators specified for the projects. Evaluate the projects against these roles, objectives and performance indicators; and
4. Identify major issues with regard to the execution of the BITS/Sida support, the manner in which it has been implemented both with respect to the provision of technical assistance services and the arrangements and absorptive capacity on the sides of the recipient countries including the efficiency of the concerned institutions in the Baltic States and in Sweden. Assess the cost effectiveness and the sustainability of the support provided.
5. Provide recommendations for the future and discuss lessons learned from the activities.

Method of work and reporting

To collect the required material, the Consultant will review relevant policy and project related documentation at Sida and make a visit to SweRoad. He will then visit Tallinn, Riga and Vilnius for approximately 10 days for fact finding. The visits should be made before 10 June, 1996.

After the visits to the three capital cities, the Consultant will submit first draft reports to each of the Baltic counterparts concerned and to SweRoad for their review. After having received the counterparts' and SweRoad's comments, draft final reports for each country will be submitted within five working days to Sida. A final report, including findings for each country and conclusive assessment, is estimated to be presented to Sida no later than 28 June, 1996.

All reports should be written in English. The reports should be outlined in accordance with Sida Evaluation Report - A Standardized Format (Annex A, Evaluation Manual for Sida) with a comprehensive Newsletter Summary in accordance with the enclosed guidelines (Annex B). Furthermore, the Sida Evaluation Data Worksheet (Annex C) should be filled in and returned to Sida. The final report should be presented in two copies as well as in a diskette version.

Undertakings

The Consultant will be responsible for practical arrangements in conjunction with the missions to the Baltic States and other visits. Sida will make available or cause to make available all written material (reports, project preparation documents, project completion reports, etc.) deemed to be of relevance to the evaluation exercise by the Consultants and Sida.

List of projects to be evaluated

Completed projects:

Estonia:

EST0711	SEK 306 000	Decision 93-03-12
Training programme in the road sector		

Latvia:

LVA0501	SEK 334 000	Decision 93-03-12
Road management and maintenance programme for Latvian Road Department		

Lithuania:

LTU0321	SEK 181 000	Decision 93-01-22
Adaption of the Lithuanian norms for road- and bridge building, prestudy		

LTU0351	SEK 342 000	Decision 92-02-12
Training program in the road sector		

On-going projects:

Estonia:

EST1031	SEK 1 799 500	Decision 94-06-14
Institutional support to the Estonian Road Administration		

EST1041	SEK 4 671 000	Decision 94-08-02
Road Network Study		

Latvia:

LVA0502	SEK 1 592 000	Decision 94-03-21
Training and consultancies on road management and maintenance		

Lithuania:

LTU0352	SEK 1 733 000	Decision 94-05-06
Institutional support to the Lithuanian Road Administration		

LTU0353	SEK 2 552 000	Decision 95-06-28
Continued institutional support to the Lithuanian Road Administration		

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- 95/2 Agitators, Incubators, Advisers - What Roles for the EPU's? Joel Samoff
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- 95/3 Swedish African Museum Programme (SAMP). Leo Kenny, Beata Kasale
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- 95/4 Evaluation of the Establishing of the Bank of Namibia 1990-1995. Jon A. Solheim, Peter Winai
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- 96/1 The Beira-Gothenburg Twinning Programme. Arne Heileman, Lennart Peck
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- 96/2 Debt Management. (Kenya) Kari Nars
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- 96/3 Telecommunications - A Swedish Contribution to Development. Lars Rylander, Ulf Rundin et al
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- 96/5 Democratic Development and Human Rights in Ethiopia. Christian Åhlund
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- 96/6 Estruturação do Sistema Nacional de Gestão de Recursos Humanos. Júlio Nabais, Eva-Marie Skogsberg, Louise Helling
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- 96/7 Avaliação do Apoio Sueco ao Sector da Educação na Guiné Bissau 1992-1996. Marcella Ballara, Sinesio Bacchetto, Ahmed Dawelbeit, Julieta M Barbosa, Börje Wallberg
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- 96/8 Konvertering av rysk militärindustri. Maria Lindqvist, Göran Reitberger, Börje Svensson
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- 96/9 Building Research Capacity in Ethiopia. E W Thulstrup, M Fekadu, A Negewo
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- 96/10 Rural village water supply programme - Botswana. Jan Valdelin, David Browne, Elsie Alexander, Kristina Boman, Marie Grönvall, Imelda Molokomme, Gunnar Settergren
Department for Natural Resources and the Environment
- 96/11 UNICEF's programme for water and sanitation in central America - Facing new challenges and opportunities. Jan Valdelin, Charlotta Adelstål, Ron Sawyer, Rosa Nunes, Xiomara del Torres, Daniel Gubler
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- 96/12 Cooperative Environment Programme - Asian Institute of Technology/Sida, 1993-1996. Thomas Malmqvist, Börje Wallberg
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- 96/14 Twinning Programmes With Local Authorities in Poland, Estonia, Latvia and Lithuania. Håkan Falk, Börje Wallberg
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- 96/16 Swedish Support to Botswana Railways. Brian Green, Peter Law
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- 96/17 Cooperation between the Swedish County Administration Boards and the Baltic Countries.
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- 96/18 Swedish - Malaysian Research Cooperation on Tropical Rain Forest Management. T C Whitmore
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- 96/19 Sida/SAREC Supported Collaborative Programme for Biomedical Research Training in Central America. Alberto Nieto
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- 96/22 Svenskt stöd till Vänortssamarbete med Polen, Estland, Lettland och Litauen. Håkan Falk, Börje Wallberg
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- 96/23 Water Supply System in Dodota - Ethiopia. Bror Olsson, Judith Narrowe, Negatu Asfaw, Eneye Tefera, Amsalu Negussie
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- 96/24 Cadastral and Mapping Support to the Land Reform Programme in Estonia. Ian Brook
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- 96/25 National Soil and Water Conservation Programme - Kenya. Mary Tiffen, Raymond Purcell, Francis Gichuki, Charles Gachene, John Gatheru
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- 96/26 Soil and Water Conservation Research Project at Kari, Muguga - Kenya. Kamugisha, JR, Semu, E
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- 96/27 Sida Support to the Education Sector in Ethiopia 1992-1995. Jan Valdelin, Michael Wort, Ingrid Christensson, Gudrun Cederblad
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- 96/28 Strategic Business Alliances in Costa Rica. Mats Helander
Department for Infrastructure and Economic Cooperation
- 96/29 Support to the Land Reform in Lithuania. Ian Brook, Christer Ragnar
Department for Central and Eastern Europe
- 96/30 Support to the Land Reform in Latvia. Ian Brook, Christer Ragnar
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