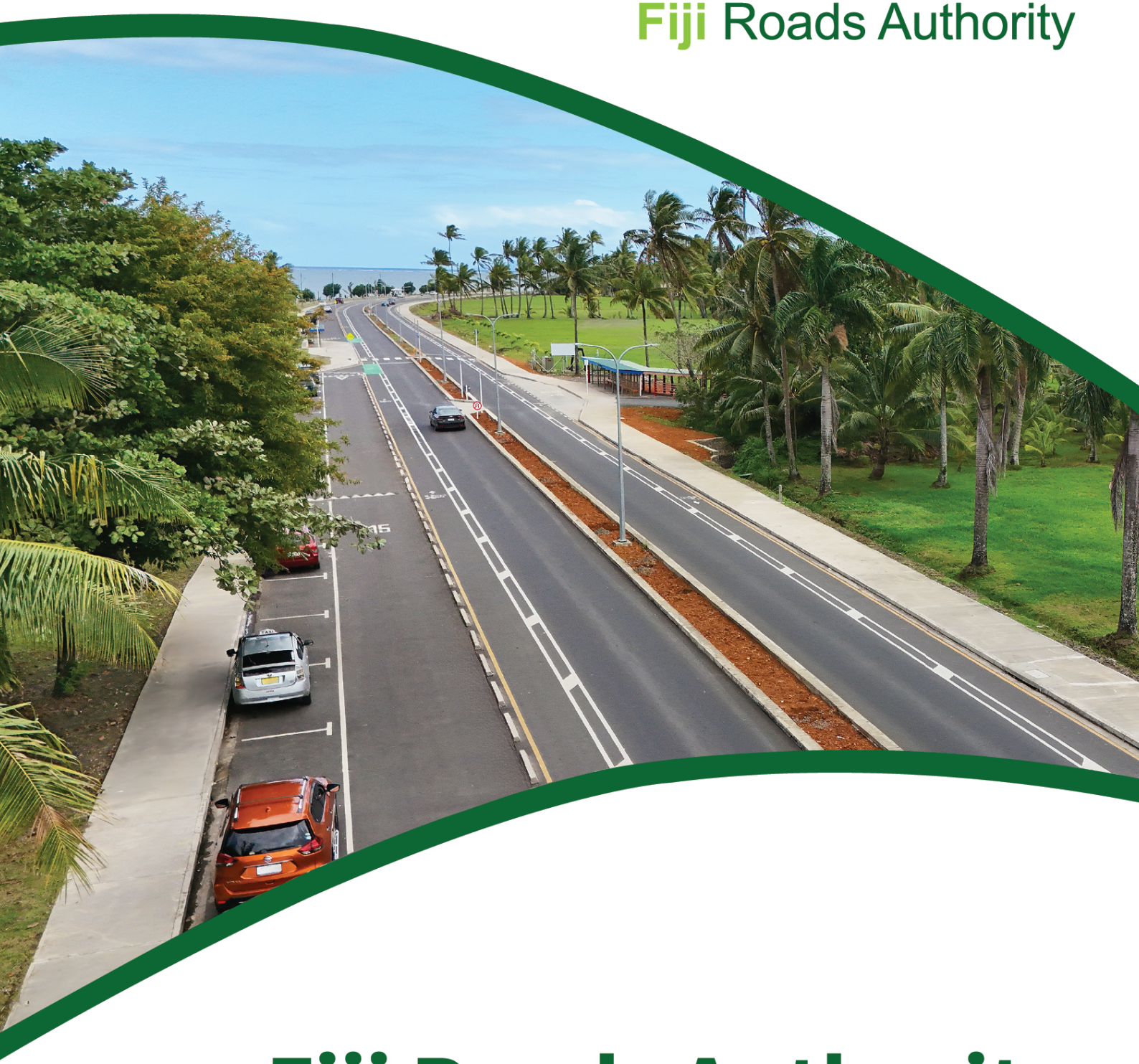
Fiji Roads Authority



Fiji Roads Authority

Strategic Plan

2024/25 – 2028/29

Contents

Abbreviations

ADB	Asian Development Bank
AIFFP	Australian Infrastructure Financing Facility for the Pacific
CAPEX	capital budget
CEO	chief executive officer
DFAT	Australian Department of Foreign Affairs and Trade
DNR	Department of National Roads
FRA	Fiji Roads Authority
GOF	Government of Fiji
GIS	geographic information system
HR	human resources
IT	information technology
km	kilometre
LTA	Land Transport Authority
MOF	Ministry of Finance
MWTPS	Ministry of Public Works, Transport & Metrological Services
OAG	Office of the Auditor General
OPEX	operating budget
KPI	key performance indicator
RAM	road asset management
RSPF	road sector partnership forum
SWOT	strengths, weaknesses, opportunities and threats
TA	technical assistance
VOC	vehicle operating costs
WAF	Water Authority of Fiji

Introduction

A. Introduction

1. Transport of goods and people plays a critical role in enabling social and economic development. Fiji's leading economic sectors—including tourism, agriculture and fisheries—rely upon the country's roads, bridges and jetties to provide efficient, convenient connections with markets and supply chains. This requires road, bridge and jetty assets to be maintained in good condition, with additional capacity provided when justified by growth in demand.

2. The Fiji Roads Authority (FRA) was established by the 2012 Fiji Roads Act. Under the Act, FRA is responsible for the management, maintenance and development of roads, bridges and jetties, reporting to the Minister of Public Works, Transport & Metrological Services. By mid-2024, assets under FRA responsibility included 1,790 kilometres (km) of sealed roads, 4,544 km of unsealed roads, 1,388 bridges and 32 jetties in active use.

3. FRA expenditure is financed from the government budget. Selected projects also receive financing support from development partners. On average, FRA's annual government budget allocation amounts to about 10% of Fiji's total government budget. This underscores the importance of roads, bridges and jetties, and points to the need for FRA to use its budget effectively, efficiently and sustainably.

4. After being appointed in April 2023, FRA's new board identified various problems with the way it has been performing that have negatively affected the condition of Fiji's networks of roads, bridges and jetties and the level-of-service they offer users. Some essential technical systems were no longer being used, and programming of FRA's annual expenditure on project works had become increasingly ad hoc. The board therefore began urgently taking steps to address the situation and identified the need to prepare a five-year strategic plan to guide the turnaround of FRA based on sound principles in line with its mandate and outsourced delivery modality[1].

5. FRA initiated a series of informal consultations with sector stakeholders, including FRA staff, relevant government ministries and agencies, contractors, consulting firms, road users and development partners. In the first quarter of 2024, it prepared an evidence-based situation analysis to review performance, develop a problem tree to examine the main problems and their causes, identify sector issues and opportunities to be addressed by the strategic plan, and identify sector priorities needed to realise FRA's potential contribution to national economic and social development (FRA 2024). Building upon the issues, opportunities and priorities identified by the situation analysis, FRA prepared this strategic plan in the second quarter 2024. A bibliography of principal documents consulted is in Annex A.

6. The strategic plan establishes a new FRA vision, mission and values, and sets medium-term goals and objectives for achieving the vision and mission over the five-year period from FY2024/25 to FY2028/29. It also establishes a monitoring framework and indicators to track FRA performance at outcome level. This is FRA's first strategic plan and supersedes previous strategic directions provided in FRA annual corporate plans and annual reports.

7. The strategic plan aligns and integrates FRA's institutional goals, functions, and actions to achieve medium- and long-term objectives. Asset management is established as FRA's core business, with success to be measured in terms of outcomes for users and asset condition (e.g. road roughness). Taking into account best practice approaches for road asset management and the programming of maintenance and capital works (Annexes B and C), the strategic plan introduces improved approaches to FRA operational activities, and identifies adjustments needed in FRA's governance, organisation structure, budgets and staffing to support improved delivery. The plan incorporates lessons from FRA's performance over the past decade, and takes into account the requirements of development partners assisting the road sector.

1 Advisory support for preparation of the strategic plan was provided by Australia's Department of Foreign Affairs and Trade (DFAT) through the Australian Infrastructure Financing Facility for the Pacific (AIFFP).

8. The strategic plan was prepared in accordance with the overall directions established by Fiji's framework of policies and plans for national development and transport sector development, including:

   - Fiji Updated Nationally Determined Contribution (GOF 2020)
   - Fiji Infrastructure Investment Plan, 2023–2034 (GOF 2023)
   - Maritime Transport Policy, Land Transport Policy and Sector Assessment (Ministry of Infrastructure and Transport 2015)
   - Greater Suva Transport Strategy 2015–2030 (FRA 2014a)
   - Fiji National Transport Sector Plan: Review and Policy Update (Ministry of Transport and Civil Aviation 2004).

9. FRA hosted national workshops in Suva to discuss the strategic plan with stakeholders. A workshop in March 2024 considered the situation analysis and a further workshop in May 2024 validated the draft strategic plan. In June 2024, FRA board members and management took part in a final workshop that reviewed the final draft of the strategic plan. These workshops were attended by more than 80 stakeholder representatives including:

   - FRA board members and staff, including staff from regions
   - Ministry of Public Works, Transport & Metrological Services (MWTPS)
   - Ministry of Housing
   - Ministry of Local Government
   - Land Transport Authority
   - Water Authority of Fiji
   - Municipal councils
   - Fiji Sugar Corporation Limited
   - Telecom Fiji Limited
   - road contractors
   - road engineering consultants
   - international development partners, including Asian Development Bank (ADB), DFAT and World Bank.

B. Findings of situation analysis

10. The situation analysis examined FRA's recent and past performance and identified the main problems affecting performance. Since there have been many inter-related problems, a problem tree was used to distinguish effects from their immediate, underlying and fundamental causes. This helped toward identifying which issues need to be addressed by the strategic plan to bring about sustainable improvements in FRA's performance. The problem tree is in Annex D.

11. Three dimensions of sector outcomes are needed for FRA to realise its potential contribution to Fiji's national economic and social development and ensure sustainability. These cover: (i) the condition of assets and level-of-service provided to users, (ii) the institutional capacity and resilience of FRA to manage sector activities, and (iii) the role of Fijian contractors and consultants in delivering sector activities.

12. Based on the situation analysis, FRA's main strengths, weaknesses, opportunities and threats (SWOT) are summarised in Figure 1.

13. The situation analysis found that the following sector issues need to be addressed to improve FRA performance of FRA and achieve better sector outcomes:

- Immediate causes of sector performance problems:
  - weaknesses in the quality of project preparation and execution
  - acute shortages of qualified engineers and technical specialists to perform FRA's technical functions
  - erosion of essential technical systems, including the RAM system
  - lack of support for development of Fijian contractors and consultants.
- Underlying causes of sector performance problems:
  - sustained lack of strategic direction
  - limited effectiveness of previous boards in tackling critical problems
  - human resource (HR) management issues
  - weak monitoring of project performance and budget utilisation.

Figure 1: Summary analysis of FRA strengths, weaknesses, opportunities and threats

ADB =. Asian Development Bank, AIFFP = Australian Infrastructure Financing Facility for the Pacific, CEO = chief executive officer, FRA = Fiji Roads Authority, HR = human resources, IT = information technology, KPI = key performance indicator, RAM = road asset management.
Source: FRA 2024.

C. Priorities for strategic plan

14. Based on the situation analysis, five priorities are identified for inclusion in the FRA strategic plan:

1. **Establish clear strategic directions and a strategy implementation framework, based on a strategic plan with RAM as the core business**—with FRA's organisation structure, operations, staffing and budget to be aligned with the strategic plan; and meaningful tracking and reporting of results at outcome level.

2. **Build the core technical expertise FRA needs to deliver its functions**—by recruiting and retaining significantly more engineers and road sector professionals[2], providing capacity building and training to build up staff expertise and knowledge, and making more use of consultants for undertaking detailed technical tasks.

3. **Restore technical systems essential for efficient delivery**—including the RAM system, asset condition surveys and traffic counts, and addressing gaps in project preparation, materials testing capacity, procurement, supervision, the quality assurance function, and coordination with other agencies.

4. **Develop FRA into a high-performing road institution**—with a strong and stable staffing and a positive work culture.

5. **Implement a strategy to progressively increase the role of Fijian contractors and consultants in FRA's work without compromising delivery performance,** and track and report upon outcomes.

2 In the strategic plan, the term "road sector professional" is used to encompassed the various categories of engineers and technical specialists needed to delivery FRA's functions including geotechnical engineers, bridge designers, highway designers, pavement engineers; quantity surveyors; transport planners; transport economists; procurement specialists; and solicitors.

Strategic Vision, Goals and Objectives

A. Introduction

15. Building upon the findings of the situation analysis and the identified sector priorities, this chapter updates FRA's corporate vision, mission and values, and establishes a set of feasible sector goals, objectives and related tasks to address the critical problems affecting the performance of the road sector and realise its full potential.

B. Vision, mission, and values

1. Vision

16. *A well-maintained and resilient national network of roads, bridges and jetties that contributes to Fiji's economic and social development.*

2. Mission

17. *To manage, maintain and develop roads, bridges and jetties so as to optimise the level-of-service, efficiency and safety for the general public, keep assets in good condition and invest in additional capacity when economically justified by traffic growth.*

3. Values

18. **Serving the public.** We serve the public need for roads, bridges and jetties by optimising their level-of-service and safety within the available budget.

19. **Integrity**. Safety, honesty, fairness, transparency and accountability are fundamental to all our interactions and processes. We have the courage to be innovative and to make tough, informed decisions.

20. **Respect**. We value our employees and stakeholders and celebrate our unique knowledge, skills, and abilities. We treat everyone courteously and conduct ourselves professionally.

21. **Leadership**. Our leaders set strategic direction and oversee and manage delivery of outcomes, engaging with staff to explain overall directions, review ongoing FRA performance, and learn from staff about issues needing attention. Leaders at all levels of FRA meet regularly with staff to mentor, coach, inspire, motivate, advocate and appreciate, and create a work culture attractive to staff and new recruits.

22. **Collaboration**. We achieve success by enabling individuals, organisations, and stakeholders to engage effectively with each other.

23. **Diversity**. We develop and support a staffing that reflects the diversity of our country. We strive to be a model of diversity, equity and inclusion.

24. **Personal development**. Through the range of learning opportunities we provide for our staff, we nurture the development of leadership, technical, and professional skills needed by FRA and make it possible for all employees to pursue personal development opportunities.

25. **Family and work-life balance**. We support, respond to, and are empathetic to the needs of our staff and their families, and provide a range of work-life balance flexibilities to accommodate such needs.

C. Goals, objectives and indicators

1. Introduction

26. The strategic plan establishes five overall goals for FRA over the next five years. Goal 1 focuses on delivering better services to road users and the general public. Goals 2–5 concern raising the capacity of FRA and the Fijian road contracting and consulting industry to deliver improved services in future. Each goal is supported by a set of subsidiary objectives and activities to address the key challenges involved.

27. FRA is committed to continuously measuring performance to support evidence-based decision making. The accomplishment of each goal is tracked using KPIs. Progress toward meeting the subsidiary objectives of the goals is tracked using performance metrics. Data on FY2023/24 actuals is used as the baseline for the KPIs and performance metrics[3], with improvement targets set for the midpoint of the strategic plan in 2026/27 and at completion in 2028/29.

28. As discussed in the situation analysis, FRA has been operating with far fewer engineers and road sector professionals than needed, and various technical systems have become non-functional as a result. Against this background, the KPI targets and performance metrics (Annex E) set by the strategic plan seek to restore FRA capacity and improve performance outcomes as follows:
    - an overall redirection of FRA's work to focus on delivery of outcomes to road users and the general public
    - early progress in filling critical vacancies and restoring technical systems (including the RAM system, road condition surveys and traffic counts)
    - modest progress improving outcomes for road users and the general public during the first half of the plan period, followed by significant progress in the second half.

2. Strategic plan goals and KPIs

Goal 1: FRA transformed into a results-focused organisation that manages and develops the road, bridge and jetty networks to optimise measured outcomes for road users and the general public, with asset management as its core business

KPIs for Goal 1

- Average roughness of arterial road network
- Average incidence of potholes on arterial road network
- Annual closures of arterial roads and bridges
- Share of bridges and jetties in satisfactory condition or better
- Annual number of road fatalities
- Road resealing and rehabilitation works prioritised for inclusion in FRA annual work plan and budget using RAM system analysis, road condition surveys and traffic count data

29. Previously, FRA set corporate goals at outcome-level but did not develop indicators and targets to track and report upon outcome-level performance, or manage performance based on measured results. Key sources of outcome-level data were discontinued (national traffic counts, asset condition surveys, the RAM system), so that FRA had little reliable data about the condition and usage of many of the roads, bridges and jetties it is responsible for.

30. The strategic plan establishes road asset management as FRA's core business. Fiji's road network is already well-established, so the main way to improve asset condition, level-of-service and road safety is to maintain the road network well. FRA will give early priority to introducing regular national traffic counts and asset condition surveys, establishing an effective RAM system, and using it to programme major maintenance works.

31. While the strategic plan includes a KPI for road fatalities, it should be noted that road safety outcomes generally depend upon addressing a combination of behavioural, vehicle-related and infrastructure factors that lead to accidents. FRA has a direct influence on the safety of its road and bridge infrastructure while other institutions have important roles to play in addressing behavioural and vehicle-related factors that contribute to accidents. These include the Police, the Land Transport Authority (LTA), the Ministry of Health and the Ministry of Education. The National Road Safety Council, under the auspices of LTA, needs to play a greater role in coordination of the efforts of road safety institutions and stakeholders.

3 Where FY2023/24 data was not available, data from the most recent year available was used.

32. Under the strategic plan, FRA's board, management and staff will implement results-based management at all levels of the organisation:

- the strategic plan defines FRA's KPIs and performance metrics, and sets ambitious but achievable targets
- each quarter, FRA to incorporate fresh data on KPIs and performance metrics, submit a quarterly summary of measured performance ("management dashboard") to the board and management, and then make this information available to the staff
- board and management to determine need to refine the approach to selected strategic plan activities if measured performance against target is less than satisfactory
- each year, the board and management to report on annual measured performance against targets in the FRA annual report, and to indicate in the FRA annual corporate plan the planned actions to address performance shortfalls
- in conjunction with the midterm review and completion review of the strategic plan, an independent technical audit of the results framework will be conducted in 2026/27 and 2028/29 to verify its accuracy, reliability and transparency, and assess FRA's use of measured results against targets to refine activities to address measured performance weaknesses
- based on the findings of the midterm review in 2026/27, the board will decide on any changes in strategic plan targets for 2028/29, and set new targets for 2031/32.

Goal 2: FRA has the core technical expertise needed to deliver its functions

KPI for Goal 2

- Vacancy rate for engineers and road sector professionals

33. **Reducing vacancies.** As explained in the situation analysis, many of FRA's past problems were closely linked to the acute shortages of engineers and road sector professionals. Without enough qualified staff to guide and operate critical FRA technical systems, the systems have eroded. Under the strategic plan, FRA will give early priority to implementing augmented staff recruitment and retention programs, leading to significant reduction in the vacancy rate for such positions in 2024/25 and 2025/26, with vacancy rates of not more than 25% in 2026/27 and 20% in 2028/29.

34. **Human resources development plan.** FRA will prepare a human resources development plan that will estimate future staffing and skills requirements, formulate capacity building and training programmes to improve the performance of technical functions and, over the medium term, support progressive replacement of expatriate staff with well-qualified Fijians.

Goal 3: Core technical systems in place for efficient delivery of FRA's functions

KPI for Goal 3

- FRA's core technical systems restored, augmented and used

35. A road authority needs to utilise a range of technical systems for monitoring and managing the performance of its assets, and identifying, preparing and executing project works to be able to perform effectively and efficiently in line with established good practice. Many of FRA's technical systems are no longer functioning and urgently need to be restored. In the first two years of the strategic plan, FRA will restore and augment eleven core technical systems covering traffic counts, asset condition surveys, the RAM system, project preparation system, engineering inputs in procurement and contract management, supervison of works, routine and preventive maintenance system, emergency works, laboratory services, the geographic information system (GIS) portal, and technical qualify assurance (Objectives 3.1–3.11).

Goal 4: FRA is a stable, well-governed, high-performance road institution that continuously develops its staff and network of outsourced service providers

KPIs for Goal 4

- Strategic plan priorities consistently followed by FRA between 2024/25 and 2028/29
- Progress with building FRA capacity, systems and work processes confirmed by midterm and completion reviews of strategic plan

36. By implementing the strategic plan—including the new results-based approach—and tackling staffing shortages and restoring technical systems, within several years FRA will have the orientation, staffing and systems needed to become a high-performance road institution. To achieve this improvement, FRA will follow the strategic plan priorities consistently over the plan period.

37. To realise its full potential, FRA will address existing limitations with legislation and governance, build a positive organisational culture, improve information technology (IT) systems, and put in place a new operations manual providing a comprehensive set of staff instructions on how to perform each of FRA's main functions and work processes.

Goal 5: Fijian contractors and consultants play a greater role in FRA's work and generally perform well

KPIs for Goal 5

- Share of FRA CAPEX expenditure performed by Fijian consultants and contractors
- Number of Fijian companies qualified as FRA Tier 1 and Tier 2 contractors and consultants eligible for project work

38. FRA will establish baseline data on its use of Fijian contractors and consultants in 2023/24, develop mechanisms to expand their role without compromising delivery performance, set annual targets and initiate annual tracking of performance against targets, and make periodic adjustments of approach to achieve improved results.

3. Supporting objectives of the strategic plan goals

39. Implementation of each of the strategic plan goals is supported by a set of subsidiary objectives and activites to address priority areas for improvement. These objectives are explained below. Details of the performance metrics and targets adopted for each objective are provided in Annex E.

a. Supporting objectives of Goal 1

40. The two subsidiary objectives of Goal 1 are to realign FRA institutional structures and arrangements with strategic plan directions and to establish a comprehensive performance monitoring framework.

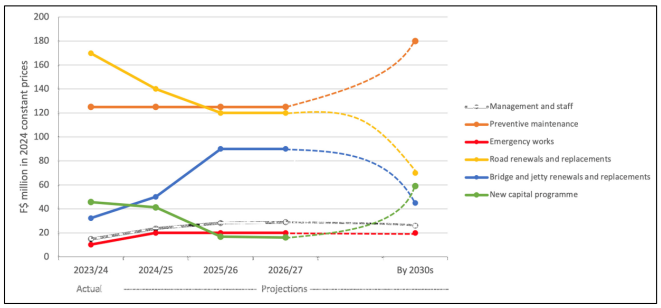
Objective 1.1: Align FRA's organisation structure, operational activities, staffing and budget with its outsourced delivery model and strategic plan priorities

41. **Organisation structure.** During 2024/25 FRA's new board will introduce a new organisation structure restoring FRA's technical orientation and aligning the organisation structure with the strategic plan, and simplifying and modernising organisational arrangements in line with good practice. The new structure will comprise three divisions reporting to the CEO:

    - *a planning and development division* responsible for planning, preparation, and design of all maintenance and capital works
    - *a maintenance and operational division* responsible for procurement, contract and project management, and quality assurance, and including the offices of the three regional managers
    - *a corporate services division* responsible for non-operational and support activities, including human resources and training, finance and accounting, business administration and customer services, communications and public relations, information technology and legal services.

42. **Annual expenditure.** Assuming a fixed annual FRA budget of F$400 million each year (2024 constant prices), Figure 2 summarises the broad changes in spending needed in FRA's six main spending categories to align annual expenditure with the strategic plan. During the first three years of strategic plan implementation, the composition of expenditure will be influenced by the need to restore capacity, systems and staffing; continuing needs for road renewals and replacements due to past maintenance backlogs; and higher spending on bridge investments as a result of the proposed ADB/World Bank-financed bridge replacement project. By the 2030s, FRA will be an accomplished asset manager with a strong staff and technical systems. Backlogs in major maintenance will have been significantly reduced so that most road assets will be in maintainable condition, leading to lower spending on costly road renewals and replacements and higher spending on preventive maintenance. By that time, FRA may also need to develop an expanded programme of new capital works to address traffic congestion and safety issues linked to traffic growth and urbanisation.

Figure 2: Aligning annual FRA expenditure with the strategic plan



43. The expected broad trends in expenditure under FRA's six main budget categories are summarised below. These cover the operating budget (OPEX) for management and staff, and use of the capital budget (CAPEX) and development partner lending for preventive maintenance, emergency works, road renewals and replacements, bridge and jetty renewals and replacements, and new capital works:

    - **Management and staff:** spending to increase by at least 100% to meet the cost of filling critical vacancies for engineers and road sector professionals, and significantly expand training and other capacity development from existing negligible levels. By early in the 2030s, staff costs may begin to reduce slightly as recruitment and capacity building programmes lead to Fijian staff replacing more-costly expatriate staff.
    - **Preventive maintenance:** existing spending is already quite high but value-for-money and sustainability are low due to shortcomings in the approach of the existing maintenance contracts; between 2024/25 and 2026/27 FRA will develop and roll out more effective approaches to preventive maintenance leading to immediate improvements in average road condition and level-of-service, and better preparedness of roads ahead of rainy season; after 2026/27, spending on preventive maintenance should be steadily increased to optimise road asset condition and level-of-service across the road network.
    - **Emergency works:** annual allocation should be sufficient to cover the additional costs of emergency works in most years; a fixed annual allocation of F$20 million is assumed.
    - **Road renewals and replacements:** from 2025/26 onwards, project works will be programmed based on the basis of expected economic returns estimated by RAM system using data from national traffic counts and road condition surveys to be undertaken in 2024/25. Due to lack of adequate maintenance in the past, it is likely the road condition survey will identify a substantial number of road sections that are no longer maintainable and need rehabilitation or resealing. This backlog could be proposed for funding by development partners with a view to bringing the majority of the arterial road network to maintainable condition.
    - **Bridge and jetty renewals and replacements:** higher spending expected in the five years from 2025/26 due to the proposed F$500 million ADB/World Bank Critical Bridges Replacement Project, with lower annual spending likely after the project is completed in the early 2030s.
    - **New capital programme:** calculated as a residual after making provision for the five other spending categories, with lower spending while FRA is implementing the proposed Critical Bridges Replacement Project from 2025/26, followed by increased spending on road capacity upgrading in the 2030s.

44. To support use of FRA's outsourced delivery model, FRA will separately itemise consulting services within each of the five main CAPEX and loan-financed spending categories. In line with international best practices, FRA will aim for engineering and other consulting services to account for 10% of such expenditure, and not less than 8%.

45. **Programming of major maintenance works and capital works.** To produce the best outcomes for road network condition, average level-of-service and safety, FRA will establish best-practice, objective systems for selecting project works that are technically and economically feasible, prioritised on the basis of estimated economic returns:

    - in 2024/25 and 2025/26 FRA will restore traffic counts, road condition surveys and the RAM system, and establish an improved system for preparing new capital works (para. 67)
    - from 2025/26 onwards, the RAM system will be used for selection of major maintenance works and the improved preparation system will be used for identification and preparation of new capital works.

46. **New capital works masterplan**. Although the strategic plan attaches highest importance to improving the performance of existing assets through better maintenance, FRA also needs invest periodically in new capital works to expand capacity asset in line with traffic growth. In 2028/29, FRA will prepare a new capital works masterplan to examine needs, assess feasibility and draw upon a priority set of new capital works projects for the period 2029/30–2033/34.

47. **Aligning corporate plans, and workplans with the strategic plan.** In its annual corporate plan, FRA will define its annual corporate performance objectives, KPIs and other targets for the year ahead. The corporate KPIs and targets will then be cascaded to form the basis of the annual work plans of the FRA divisions, work units and staff.

Objective 1.2: Continuously monitor performance, learn from implementation and identify and address implementation problems

48. FRA will conduct a midterm review of implementation of the strategic plan in 2026/27 and a completion review in 2028/29. The findings will be used to strengthen implementation performance and as an input for preparing the next FRA strategic plan.

b. Supporting objectives of Goal 2

49. Goal 2 has four supporting objectives covering staff recruitment, staff retention, capacity building and use of conslutants to supplement staff resources.

Objective 2.1: Develop an accelerated programme for recruitment of engineers and road sector professionals to fill vacant positions

50. FRA will establish an inter-divisional task force on recruitment and retention of core technical expertise. This will be comprised of senior engineers and road sector professionals representing FRAs technical functions, and the head of FRA's HR management unit, with intermittent support from an external recruitment consultant. The task force will (i) review existing approaches to recruitment and retention of engineers and professionals; (ii) identify effective options to accelerate recruitment and improve retention, (iii) oversee implementation; and (iv) continuously track vacancy, recruitment and retention rates, and introduce refinements of approach if vacancy rates are higher than targeted.

Objective 2.2: Improve staff retention by restoring lapsed HR management systems and making FRA an attractive place to work and have a career

51. An initial priority of the strategic plan is to improve staff retention by addressing the causes of attrition, notably by re-establishing lapsed HR management systems, addressing job security and salary-related concerns, and making FRA an attractive place to work.

52. FRA has not updated its staffing structure and salary structure for some years. Consequently, the allocation of staff among FRA's functions is likely to be less than optimal, with some staff having unreasonable workloads. Salaries for some positions may not be competive. To address this matter, FRA will commission two independent reviews:

- job review exercise to determine the numbers of staff and associated job descriptions, qualifications and skill sets needed to efficiently deliver FRA's functions
- salary benchmarking to ensure FRA salary levels are competitive.

53. One of the causes of staff attrition is FRA's use of 3-year contracts for staff. The associated lack of job security reduces staff morale and productivity, and causes hardship and stress for staff and their families. Under the strategic plan, FRA will replace the 3-year contracts with permanent contracts in 2024/25.

54. A major concern of staff is that some elements of FRA's HR staff management systems are no longer being used. During the initial years of strategic plan implementation, priority will be given to quickly restoring these systems, notably by providing:

- transparent salary bands
- staff supervision and mentoring
- annual staff performance evaluation review (PER)
- annual salary award linked to PER
- annual staff development plan
- staff recognition awards
- graduate orientation programme
- programme to support recruitment and development of female engineers and road sector professionals
- succession planning and continuity planning.

Objective 2.3: Continuously build staff expertise and knowledge by providing a well-funded capacity building and training programme with a strong technical focus aligned with the directions of the strategic plan

55. FRA will increase the scale of staff capacity development and training activities with a view to steadily building staff expertise in fields relevant for service delivery. It will develop a suite of staff capacity building and training programmes, with a strong focus on subjects relevant for FRA's technical functions. This will include leadership training for engineers and professionals, with a view to preparing staff for progression to mid and senior level roles. Most of the capacity development and training will be carried out in Fiji, including learning modules and on-the-job training. FRA will also establish a programme for overseas training of mid-level engineers and road sector professionals in Australia and New Zealand (e.g. on advanced technical methods).

56. A capacity development component will also be included in FRA contracts for consulting services and civil works that involve relevant technologies and methods that FRA engineers and road sector professionals are less familiar with (e.g. knowledge sharing seminar, attaching FRA staff to consultant team including for field work).

Objective 2.4: Establish a systematic approach to supplementing staff resources by using consultants for detailed technical tasks in accordance with FRA's outsourced delivery model

57. Using its outsourced delivery model, FRA will commonly engage consultants to perform detailed technical tasks. To guide staff on which tasks should be undertaken using consultants, the Board will approve a policy and procedures on use of consulting services at each of the stages of project identification, preparation and implementation, including for each of the main technical tasks required. As indicated in para. 44, the systemmatic use of consultants will be supported by an increased CAPEX budget allocation for consulting services that will be separately itemised in FRA's budget and tracked as a performance metric (Annex E).

c. Supporting objectives of Goal 3

58. The supporting objectives of Goal 3 refer to steps required to restore eleven essential technical systems needed for effective and efficient service delivery to road users and the general public.

Objective 3.1: Establish regular national traffic counts and road condition surveys to provide basic data for monitoring, planning, managing and developing the road network

59. For FRA to be able to manage and report upon the performance of the road network, it requires reliable, current data on road condition and traffic through the network. It is therefore essential to conduct regular national road condition surveys and traffic counts. FRA will recruit consultants to assist in preparing national traffic counts and a road condition survey in 2024/25, with a view to using this data to strengthen programming of major maintenance using a RAM system, and as an input for preparation of new project works. For the arterial road network, traffic counts will be conducted annually and road condition surveys conducted every two years.

Objective 3.2: Re-establish RAM system and database, and use for selection of all resealing and rehabilitation works based on expected economic returns

60. FRA will re-introduce a RAM system and, beginning in 2024/25, use it every two years to prioritise the annual resealing and renewal works for the next two years on the basis of economic returns:

- procure RAM software and hardware
- establish team of qualified staff to operate RAM system
- establish traffic and road condition databases using data from national traffic counts and road condition surveys
- prepare RAM system analysis to identify the optimal set of investments in resealing and renewals.

Objective 3.3: Introduce improved approach to preventive maintenance contracting and supervision that incentivises frequent visits by the contractor to ensure drainage is clear of obstructions and repair potholes and minor defects soon after they appear

61. As explained in Annex B, preventive maintenance of the road network—routine maintenance, preventive maintenance and corrective maintenance—performs an essential role in keeping the roadway and drainage free of vegetation, and repairing minor defects (potholes, cracks) soon after they occur while the cost of repair is low. This improves the level-of-service provided to the public, preserves asset condition and reduces life-cycle costs.

62. Under FRA's existing major road maintenance contracts, contractors have had responsibility for both preventive maintenance and major maintenance works. In some cases, they have had little incentive to perform normal preventive maintenance as their remuneration is not linked to achieving a target asset condition or level-of-service. They may find it more profitable to wait for defects to become larger works than to routinely identify and repair them. In the other parts of the road network that are not covered by these contracts, it seems there are also gaps in the coverage and quality of preventive maintenance.

63. FRA will review the effectiveness of its existing approaches to preventive maintenance. When the existing road maintenance contracts end in December 2024, it will introduce an improved approach to preventive maintenance contracting that requires the contractor to check condition and drainage, and encourages early correction of defects. It will also look into options for involvement of communities in preventive maintenance, especially for non-arterial roads in more remote locations.

Objective 3.4: Establish system for conducting regular bridge and jetty condition surveys

64. For FRA to manage and report upon the performance of the bridge and jetty road network, and ensure safety, it requires reliable, current data on the condition of bridge and jetty structures.

65. FRA manages a total of 1,391 bridges, with 1,388 in active use. The last national-level general inspection of the majority of these bridges was conducted in 2016 (1,139 bridges). In the absence of further inspections, there is a lack of data on bridge condition and some bridges may be in critical or serious condition. In 2025/26, FRA will conduct an inspection of all bridges to update the national bridge database and establish a baseline for bridge condition. Based on this initial inspection, bridges in critical condition may need further detailed (principal) inspections to determine rehabilitation plans. Following the initial inspection, FRA will conduct general bridge inspections every two years, with principal inspections every six years. Additionally, during a major flood event, additional bridge inspections may be needed to assess the condition of bridges impacted by flooding.

66. FRA has 32 active jetties and five jetties of "closed" status. Among the active jetties, only nine have been inspected (28%). After many years, some are likely to be in critical or serious condition. In 2025/26, FRA will conduct an initial inspection of all jetties to update the national jetty database and establish a baseline for jetty condition. Based on this initial inspection, jetties in critical or serious conditions will be inspected every six months or annually depending on condition, and the inspections will be used to determine rehabilitation plans. The remaining jetties will be inspected every four years. Additionally, during a major cyclone, additional inspections may be necessary to assess the condition of any jetties impacted by cyclones.

Objective 3.5: Similar to other road authorities, establish a system for preparing new project works with screening of project proposals, assessing technical and economic feasibility, conducting detailed technical surveys, preparing detailed design and examining and mitigating adverse impacts (e.g. environmental and social impacts)

67. To address existing problems with the completeness and quality of project proposals, FRA will establish a checklist of tasks to be completed in preparation of all major maintenance works and new capital works (project readingness filters), and FRA management will review compliance before authorising commencement of procurement of project works. Staff instructions covering each of the stages of project preparation will be included as a section of the new FRA operations manual (Objective 4.4).

Objective 3.6: All civil works procurement and contract management to be supported by an experienced engineer (staff or consultant)

68. As documented in the OAG Special Audit Report, recent project implementation delays and contract variations were partly due to weaknesses in the scope of works specified in the tender documents and shortcomings in tender evaluation. Due to staff shortages, tender documents and tender evaluations were sometimes conducted without sufficient inputs from engineers (OAG 2024). To ensure that engineering considerations are adequately addressed in future procurement of works, FRA will ensure that in all cases at least one engineer will assist in formulation of the technical requirements for tender documents and in the evaluation of tenders.

Objective 3.7: Provide adequate supervision of all project works

69. When FRA supervises project works in-house, its supervision team does not always include an engineer and some projects may be supervised by technicians without necessary engineering knowledge and contract management expertse. Through the strategic plan, FRA will strengthen its approach to project supervision. In future, most FRA projects will be supervised by engineering consultants. When in-house supervision is used, FRA will include at least one engineer in the project supervision team.

Objective 3.8: Establish a systematic approach to emergency works that optimises preparedness by scheduling routine and preventive maintenance of vulnerable road sections prior to rainy season, and gradually reduces the scale of annual emergency works by designing economically feasible solutions for road sections prone to outage and flooding and at risk due to climate change

70. FRA will establish a schedule of pre-rainy season routine and preventive maintenance tasks to be carried out each year on flood prone road sections, and this will be incorporated into maintenance contracts and supervision arrangements.

71. FRA will implement a flood-proofing programme by identifying road sections prone to outage and flooding, and at risk due to climate change; and designing and executing economically feasible investments to remove or greatly reduce vulnerability to outage and flooding e.g. improved drainage, raising the carriageway.

Objective 3.9: Develop FRA's GIS portal as a centralised repository of technical data on the road network

72. FRA's corridor access team will work with its GIS portal team to establish a systematic approach to ensuring that technical data—including road inventory data, survey data, project plans and masterplans—is consistently incorporated in the GIS portal in formats that promote ease of use.

Objective 3.10: Augment available laboratory services to support project development work and contract management

73. FRA has been relying on the private sector to provide laboratory services for material testing but the available services are limited and insufficient for purposes of supporting FRA's project development work and contract management. FRA will therefore establish an in-house materials laboratory to meet its requirements.

Objective 3.11: Establish technical quality assurance system for the dual purposes of ensuring the technical completeness, quality, and feasibility of project proposals, and introducing a new mechanism within FRA for operational staff to regularly exchange technical knowledge and ideas

74. Technical quality assurance is needed to ensure the technical completeness, quality and feasibility of FRA project proposals. Due to the acute shortage of mid and senior levels engineers and road sector professionals, FRA's internal processes for technical review of project proposals have eroded. This had led to unforeseen technical problems being discovered during execution of works, leading to contract management issues, delays and contract variations. Once FRA has recruited more mid and senior level engineers and road sector professsionals, it will:
    - introduce improved supervision of staff responsible for technical aspects of project development
    - formalise processes to review the technical completeness, quality and feasibility of project proposals
    - introduce a mechanism to raise awareness about the engineering and other technical approaches used in project works by sharing information from review of project proposals among the wider community of FRA engineers and professionals e.g. technical peer review meetings, "brown bag" presentations of project proposals.

d. Supporting objectives of Goal 4

75. The seven supporting objectives of Goal 4 refer to critical steps needed to develop FRA into a stable, well-governed, high performance road institution that continuously develops its staff and network of outsourced service providers. The objectives cover improvements in legislation, governance, the capacity and application of IT systems, FRA's organisational culture, and communications and outreach with stakeholders and the general public.

Objective 4.1: Prepare updated regulation and FRA internal policy and procedures on performance of its technical functions

76. To address identified shortcomings, FRA will:

- prepare a regulation defining the functional hierarchy of the road network, either by updating the existing regulation under the Roads Act or by passing a new regulation under the FRA Act, subject to approval of the higher government authorities.
- in accordance with its powers under Section 7 of the FRA Act[4], prepare an internal policy and procedures on the performance of FRA's technical functions—including technical standards and procedures, defining RAM as FRA's core business, mandatory traffic counts and asset condition surveys and requirements for taking over roads built by other organisations (e.g. sugar cane roads) to ensure these meet technical standards and are in maintainable condition when taken over.

Objective 4.2: Address limitations in FRA governance practices

77. Each year FRA will prepare an annual work plan and procurement plan that will provide the basis for FRA's annual budget request. Quarterly porfolio review meetings will track project peformance and budget utilisation. FRA's three board subcommittees will meet regularly with a view to strenthening board engagement and oversight.

Objective 4.3: Equip FRA with the IT facilities that staff need to perform efficiently and effectively

78. A road authority requires an efficient, modern IT network connected to all its offices, with sufficient capacity to meet the IT needs of staff performing FRA's work, including videoconferencing, email, internet, data storage, and use of specialised technical applications such as the RAM system and GIS portal. In 2024/25, FRA will implement a major upgrading of the hardware in its IT network. With inputs from FRA engineers and road sector professionals, it will also develop a programme to select and introduce relevant new IT applications that can enhance FRA's technical functions and reduce staff workload.

Objective 4.4: Prepare a comprehensive overhaul of FRA's operations manual to instruct staff on how to perform FRA's main functions and work processes

79. The existing FRA operations manual does not establish clear rules and instructions for staff to conduct FRA's functions covering all the important steps in delivery, and appears to not be widely used by staff. Drawing upon examples of operations manuals used by road authorities in other countries, FRA will prepare a comprehensive overhaul of the operations manual.

Objective 4.5: Transform FRA's organisational culture to emphasise results delivery, technical excellence, collaboration, and continuous learning, attaching high value to the staff and their advancement

80. FRA will build an organisational culture based on having a valued, motivated staff who aim to produce the best outcomes for the general public, a culture that continuously harnesses knowledge to support improved solutions in future. The starting point for establishing a positive organisational culture will be for FRA staff to feel comfortable communicating their ideas and opinions to foster free-flowing, open communication at all levels of the organisation.

4 "The Authority shall have all such powers as may be reasonably necessary or convenient for the purpose of carrying out its functions under this Act and regulating its own procedure, including the power to determine and levy fees and charges, and to make an enforce by-laws." (GOF 2012)

81. The board and management will lead the culture change process:
    - grounding the culture in mutual trust—so that staff, regardless of seniority, feel safe, welcomed and encouraged to share their ideas and opinions
    - regularly discussing FRA's values (paras. 18–25), strategic plan directions and measured performance results with staff
    - providing staff with the capacity building and training support needed to equip them for success
    - nurturing a sense of belonging
    - regularly showing staff they are valued
    - inspiring staff to become tomorrow's leaders.

82. To obtain the views of staff about their jobs and FRA's organisational culture, FRA will commission independent HR consultants to conduct a staff engagement survey in 2024/25 and in 2026/27. This will measure staff engagement, commitment, motivation and satisfaction and identify measures to raise engagement in future. The first survey will establish a baseline on staff engagement early in strategic plan implementation. The second survey will include measurement of changes in engagement achieved by the midpoint of the strategic plan, and will provide an input to the midterm review (para. 48). The survey findings will be shared with staff.

Objective 4.6: As in the case of government oversight of other statutory bodies (e.g. WAF), MWTPS will establish a director-level staff position to support the minister in overseeing and regulating FRA

83. To enhance accountability to the minister, and augment liaison with MWTPS on FRA matters, MWTPS is expected to establish a director-level position responsible for FRA.

Objective 4.7: FRA will expand outreach to share information with its stakeholders and the general public and increase its visibility and engagement.

83. To support this objective, FRA will:
    - project and promote FRA service delivery
    - conduct engagement and advocacy with FRA stakeholders and the public
    - enhance public engagement and dissemination of accurate information (i.e. media release, advisory, success stories, newsletters, etc.)
    - use communications and social media channels to promote FRA visibility.

83. FRA will conduct annual opinion surveys of public satisfaction with its services.

e. Supporting objectives of Goal 5

Objective 5.1: Jointly with the road contracting and engineering consulting industries, and other key FRA stakeholders, FRA will establish a new road sector partnership forum (RSPF) to meet twice-yearly to exchange information on the forward pipeline and related tender requirements, and engage in dialogue on road sector development and advancement of Fijian contractors and consultants

84. The RSPF will be used to build a stronger working relationship between FRA and the private road contracting and consulting industries. RSPF meetings will provide an opportunity to:
    - obtain stakeholder feedback on developments and trends affecting road the sector
    - share information on upcoming tenders and the forward work pipeline
    - share information on contract performance issues and solutions
    - discuss tender provisions to help increase the role of Fijian contactors and consultants in FRA's work
    - provide stakeholders with the opportunity to raise other issues affecting road sector performance and development.

85. Each year, a meeting of the RSPF will be convened after government approval of the FRA annual budget. The meeting will include presentation of FRA's annual procurement plan to the industry. A second RSPF meeting will be held about six months later. This will include review of progress with implementation of the annual procurement plan.

Objective 5.2: Implement a strategy to use FRA domestically-funded road works—particularly resealing and renewals—to expand the role of Fijian contractors and consultants in FRA's work

86. Domestically-funded works include many resealing and renewal projects that are less technically complex and can be undertaken by capable domestic contactors. When preparing its annual procurement programme for domestically-funded resealing and renewal works, FRA will update its information on the capacity of domestic contactors and consultants, and prepare contract packaging and consultant recruitment options, and tender provisions, to encourage particiption by domestic companies.

Objective 5.3: Introduce tender provisions to encourage increased use of Fijian contractors and consultants in FRA's work without compromising delivery

87. Drawing upon examples available from development partners and other sources, FRA will develop and implement:
    - a domestic preference scheme that provides qualified Fijian-owned contactors and consultants with a modest margin of preference in the tender evaluation scheme
    - options for requiring foreign bidders to form joint ventures or subcontract arrangements with Fijian contractors or consulting firms.

88. FRA will engage in dialogue with development partners on the use of contract packaging and contract provisions to increase the role of Fijian contractors and consultants in externally-financed road, bridge and jetty projects in Fiji:
    - agree overall principles for using procurement packaging and contract provisions to encourage the use of qualified Fijian contractors and consultants in externally-financed projects
    - incorporate these principles in the strategic procurement plan agreed between the development partner/s and FRA at the initial stages of preparing an externally-financed project, and ensure these are reflected when the project procurement plan is prepared.

89. When encouraging increased use of Fijian contractors and consultants, FRA will generally avoid use of very small contract sizes as this is usually inefficient and requires higher inputs for supervision and contract management.

Implementation Arrangements

A. Accountability

90. FRA's board will be responsible for guiding and overseeing implementation of the strategic plan, accountable to the responsible minister. FRA management and staff will be responsible for implementation.

91. To support enhanced ministerial oversight and liaison on FRA matters, it is expected that MWTPS will assign a director-level position within the ministry to be responsible for day-to-day FRA oversight and liaison on roads, bridges and jetties.

B. Support for Implementation

92. To support implementation of the strategic plan, FRA management will set up:
    - a 3–4 person multidisciplinary strategic plan support team (SPST) to track performance, and assist FRA divisions and work units in developing their approach to addressing strategic plan goals and objectives[5]
    - an inter-divisional task force on recruitment and retention of core technical expertise, comprised of senior engineers and road sector professionals representing FRAs technical functions and the head of FRA's HR management unit, with intermittent support from an external recruitment consultant
    - a new road sector partnership forum (RSPF) for FRA to meet twice-yearly with the road contracting and engineering consulting industries and other key stakeholders
    - an independent staff engagement survey to be conducted in 2024/25 and in 2026/27
    - an annual opinion survey of public satisfaction with FRA's services.
    - independent technical audit of the results framework in 2026/27 and 2028/29

C. Monitoring and evaluation

93. Over the five year strategic plan implementation period, the following monitoring and evaluation activities will be conducted:
    - monthly updating of results framework indicator data
    - quarterly board and management review of measured performance against KPIs and performance metrics
    - FRA annual report to provide annual data on measured performance against KPIs and performance metrics
    - FRA annual corporate plan to report on steps to refine activities to address observed shortcomings in measured performance against KPIs and performance metrics
    - midterm review of strategic plan in 2026/27
    - completion review of strategic plan in 2028/29.

5 This will be a part-time role.

Annex A

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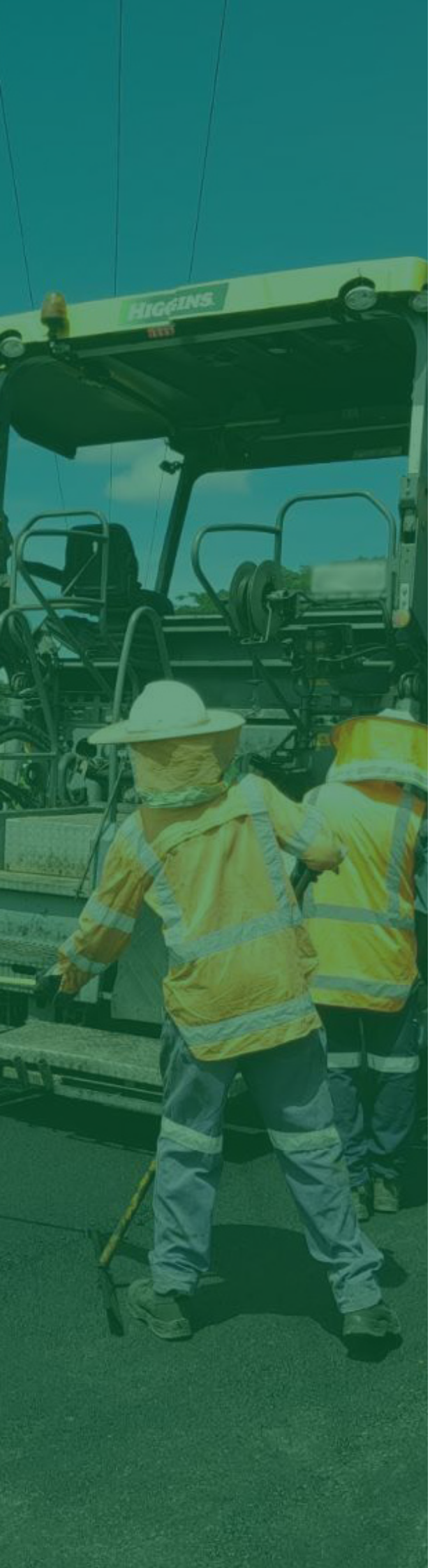
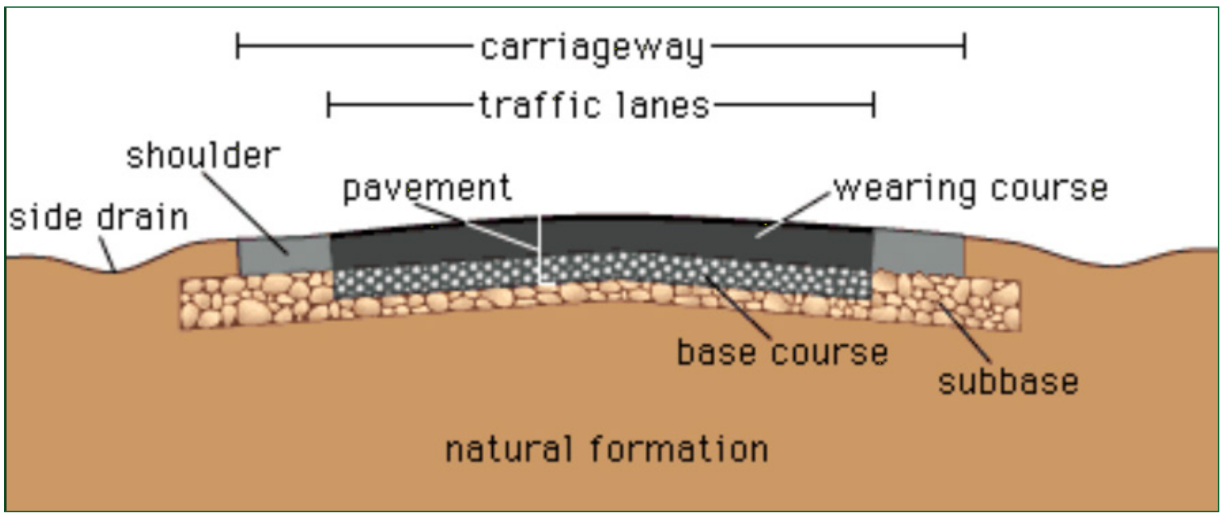


Annex B

Types of road works required for road asset management

1. In countries that have an established road network, the core business of the road authority is to maintain the existing roads to preserve the road assets and provide a satisfactory level-of-service across the road network. Level-of-service across the network is commonly measured in terms of the average roughness of the road pavement. Other relevant measures include the incidence of potholes and frequency or duration of road outages due to flooding.
2. It is useful to briefly outline the factors that can cause damage to a road, and the role of different kinds of road maintenance in preventing and repairing damage.
3. A modern, engineered road consists of carriageway of several layers of materials set in the natural formation. Figure B1 shows a road cross-section for a flexibile pavement. The road foundation is comprised of subgrade and subbase, upon which is laid the pavement comprised of the sub-base, the base, the binder course and the surface course layers. The foundation and pavement are desiged to provide enough strength to carry expected traffic. The main threat to the road is penetration and damage by water. Road camber, side drains and other drainage structures are designed to remove water from the carriageway.
4. Five different categories of road maintenance are commonly distinguished. These are routine maintenance, preventive maintenance, corrective maintenance, emergency maintenance and seasonal maintenance. A further relevant category is road rehabilitation. This is required if sections of the road need to be rebuilt due shortcomings in past design, construction or maintenance. The main categories of maintenance and rehabiltiation work are discussed in Box B1.

Figure B1: Schematic cross-section of a flexible pavement road



Source: Encyclopedia Britannica 1999.

Annex C

Systems for programming road maintenance and capital works

1. Engineers and economists have developed a variety of systems for screening, appraising, prioritising, and selecting technically and economically feasible road investment projects. Two widely-used systems are particularly relevant for the situation analysis of FRA. These are the road asset management (RAM) system for programming major maintenance works and the system of identifying, screening, assessing feasibility and designing new capital projects.

2. Road asset management system. The most costly types of road maintenance work are periodic resealing of roads in maintainable condition and rehabilitation if they are not. The optimal selection, scope and timing of such treatments should take into account the actual condition of the road and the traffic level. This is accomplished using a RAM system supported by annual or biennial road condition surveys and traffic counts. The RAM system makes it possible to estimate the economic returns of all possible works and treatments, and prepare an annual resealing and rehabilitation programme consisting of the works offering the highest economic returns that can be obtained within the available annual budget. If, instead, works are determined based on ad hoc judgement, this will improve average level-of-service significantly less and will raise the overall annual cost of producing a target level-of-service.

3. System for preparing new capital projects. Since Fiji's land area is small and much of the road network is already in place, new capital projects refer mainly to investments to expand the capacity of the existing road network to carry increased traffic. There are fewer needs for building completely new roads.

4. Road authorities generally follow well-proven approaches to identifying, screening, assessing feasibility and designing new capital projects to ensure they will be technically and economically successful. These include:
   - screening of project proposals—based on alignment with both national and sectoral plans and the road authority's strategic plan; and an initial assessment of need based on data from available road condition surveys and traffic counts;
   - assessing the technical and economic feasibility of screened projects—including engineering studies, preparing the project scope, investment cost estimation, traffic projections based on counts and historic data, and cost-benefit analysis;
   - conducting detailed technical surveys—including soil investigations, geotechnical surveys, drainage surveys and materials investigations;
   - preparing detailed design—including detailed engineering drawings and cost estimates, road safety audit, and plan for procurement of contractors;
   - examining and mitigating wider project impacts—including land acquisition, involuntary resettlement, environmental impacts, and social impacts.

5. If the road authority expects many new capital projects to be undertaken, a useful preliminary step is to prepare a medium-term investment masterplan to select and prioritise projects based on initial technical and economic analysis.

Annex D

Problem Tree

Impact

Contribution to Fiji's economic and social development is below potential

Outcome

Poor performance of road network

- Level of service to users of roads, bridges and jetty assets
- Vehicle operating costs
- Road fatalities and injuries
- Condition of assets — roughness, potholing, rainy season outages
- Many poorly maintained roads and bridges need costly rehabilitation

Limited capacity and systems to execute FRA's mandate

- Clarity of strategic direction
- Critical systems — including for surveys, asset management, project development, procurement, supervision
- Having enough qualified and motivated staff to perform main functions — especially engineers, road sector professionals

Limited role of Fijian contractors and consultants

- Share of FRA works performed using Fijian consultants and contractors
- Performance of Fijian contractors and consultants — completed as specified, on schedule, within budget

Immediate causes

Quality of project preparation and execution

- Adequacy and frequency of routine and preventive maintenance
- Lack of systematic approach to selecting and appraising major maintenance and capital works
- Programmes fragmented into small projects, often weakly-prepared, unappraised, difficult to supervise
- Delays and contract variations e.g. due to unforeseen work (e.g. structural defects), poor coordination of utility relocation
- Repeated flooding of some road sections each year
- Road safety and climate adaption not always addressed in design
- Limited, ad hoc support for rural access, bridges and jetties

Essential technical systems to manage and develop network

- Maintenance contracts have flawed approach to routine and preventive maintenance
- Lapsed RAM system, annual road condition surveys and traffic counts
- Bridge and jetty condition not monitored or maintained
- Gaps and missing steps in project preparation
- Lack of materials testing capacity
- Weak procurement and supervision functions e.g. no engineer
- No guidance on use of consultants in planning, surveys, and project development and implementation
- Gaps in coordination e.g. LTA (axle-limits) and WAF (utilities relocation)
- Weak quality assurance function

Technical expertise needed for delivery

- Lack of qualified engineers and technical specialists — limited recruitment and high attrition due to salary, lack of career path
- Contrary to outsourced model, consultants often not used (e.g. surveys, feasibility, design, procurement support, supervision) which adds to workload of FRA engineers and technical specialists
- Lack of measures for advancing the careers of women engineers and other professional females in FRA

Steps taken to develop Fijian contractors and consultants

- Foreign firms still play leading role in works delivery
- No clear plan for advancing role of Fijian contractors and consultants
- Little use of mechanisms used successfully elsewhere — domestic preference tender provisions, having foreign companies joint venture with or subcontract to Fijian ones
- Lack of regular dialogue between FRA and Fijian road contracting and engineering industries

Underlying causes

Transition from DNR to FRA

- Few Fijian staff in initial years
- Relied on change management consultant firm that for some years performed most management and technical roles
- Ending of consultant contract led to shortage of qualified staff to perform FRA functions which remains a problem

Budget and financial management

- Budget is vulnerable to cuts when fiscal conditions are tight
- Outsourced delivery model requires higher provision for staff costs and consulting services
- Hard to budget for annual emergencies
- Lack of regular reviews of project performance and budget utilisation, including tracking of compliance with authorised budget appropriations

FRA strategic direction

- Early corporate plans emphasised RAM, later ones were more ad hoc
- No strategic plan or tracking performance of corporate goals
- Organisation structure changes gave more emphasis to support functions, less to technical functions
- No work programme or procurement plan prepared in some years
- Operations manual does not provide clear rules and instructions for staff conducting FRA functions, may not be widely used

Performance of board and CEO

- Incremental changes in strategic emphasis and organisation structure
- Boards often had no engineer
- Weak use of KPIs
- Problems with risk management and control
- Responsiveness of boards to critical issues
- Some boards try to micromanage which undermines CEO and management
- No regulation passed

HR management issues

- Number of engineers and technical specialists remained well below the minimum needed
- Little supervision and mentoring of junior engineers
- Some HR practices stopped in COVID pandemic — transparent salary bands, staff performance reviews, increments, staff development plans, periodic job review, salary benchmarking
- Little budget for training
- No succession planning or contingency planning

Fundamental causes

Funding arrangement

- FRA depends on government budget allocation
- Past road fund proposals using earmarked fuel tax were not agreed by the government

FRA Act

- Silent on how to manage and develop the network
- Essential technical systems not mentioned
- Board not required to include an engineer
- No regulations to give effect to Act provisions

Government directions

- National and sector development plans give broad directions for transport sector
- Lack of a national policy and costed programme on rural access improvement
- Changes of government led to changes of the FRA board

COVID pandemic

- Economy-wide budget tightening due to fall in tourism revenues
- Challenging for staff morale and HR management
- High staff attrition, especially engineers

Pacific-wide migration of qualified staff

Geography, soils, climate and weather

Box B1: Categories of road maintenance and road rehabilitation needed to manage road assets

Road maintenance is needed to keep road assets is good condition. If a road is not well built or maintained, its underlying foundation and base course may become damaged and require rehabilitation to restore the level-of-service. The main categories of maintenance and rehabilitation work are summarised below.

Routine maintenance refers to a routine of regularly conducting simple, low-cost activities to keep roads in good condition and safe for use by vehicles and pedestrians. Routine maintenance includes (i) patching potholes soon after they occur, (ii) clearing debris such as leaves, branches and other objects that create a hazard for drivers, (iii) replacing damaged signs and markings, (iv) cleaning drainage systems such as gutters and culverts that become clogged with debris, preventing proper water drainage from the road surface; and (v) repairing or replacing damaged guardrails.

Preventive maintenance concerns identifying and addressing potential issues before they become major problems that would disrupt traffic flow and would be costly to repair. This includes (i) sealing cracks on the road surface to stop water penetrating and causing damage to the substructure; (ii) surface treatment (resealing) by applying a thin layer of asphalt or other materials to the road surface to protect it from weathering and wear; (iii) patching to repair localised areas of damage, such as potholes or cracks, to prevent them from spreading; (iv) drainage maintenance to ensuring the drainage system is functioning properly to prevent water accumulating on the road surface; (v) keeping the roadside clear of vegetation, debris, and other obstructions; and (vi) keeping pavement markings visible to drivers.

Corrective maintenance refers to road repair and restoration work to fix damage, wear and tear, or safety hazards that can arise through erosion, weather damage, aging, heavy traffic and other factors. Work includes pothole repair, crack sealing, patching, resurfacing and spot reconstruction. This requires timely and regular inspection of road conditions to identify and prioritise areas needing repair. Road managers and/or contractors must also have the necessary resources to carry out repairs quickly and efficiently, such as materials, equipment, and personnel.

Emergency maintenance refers to work that must be done immediately to restore the road to a safe and usable condition, and limit damage due to severe weather conditions, such as flooding. Repairs may involve patching the road surface, replacing damaged or collapsed structures, clearing debris, or any other necessary work. Particularly in countries that, like Fiji, have a season of heavy rainfall and experience regular cyclones, it is common for road authorities to put in place emergency response plans to ensure they can respond quickly when emergencies occur.

Seasonal maintenance refers to routine and preventive maintenance undertaken to prepare roads to withstand difficult seasonal weather conditions, cope with specific weather conditions during the season (e.g. freezing temperatures and snow). In countries that experience a season of heavy rainfall and cyclones, during the months preceding rainy season the road authority seeks to protect vulnerable road sections by ensuring drainage ditches and culverts are clear of blockages and by repairing minor damage such as potholes that could lead to water penetration.

Road rehabilitation. If a road is not well designed or built, or is poorly maintained, the foundation and base course may become permanently weakened leading to deterioration in the level-of-service. Once a road reaches this condition, the level-of-service declines and cannot be restored through maintenance work. A full or partial rebuild is needed to restore level-of-services and make it possible to manage asset condition through normal maintenance activities.

Source: CEP Engineering Portal 2023

5. If a road is well designed and built as specified, it should generally remain in good condition over its expected design life, as long as it receives regular routine and preventive maintenance, and occasional corrective maintenance. Maintenance issues are addressed soon after they occur and before they worsen. At intervals of perhaps 6–8 years, the road is resealed to renew its protection from water penetration and other types of damage. Resealing is a relatively costly type of maintenance due to the high cost of surfacing materials, notably bitumen. If the road has a sound structure and drainage when resealed, and then receives regular routine and preventive maintenance, it should remain protected from serious damage for another 6–8 years when resealing is again required.

6. If a road is not well-designed or built, or is poorly maintained, water may eventually penetrate through cracks, potholes and from the sides, causing permanent damage to the aggregate materials in the foundation and pavement layers. When this occurs, the only solution to restore level-of-service is to rehabilitate the road. Rehabilitation typically involves replacing the damaged foundation and pavement layers, and resurfacing. Since much of the road has to be rebuilt, this costs much more than other asset management works, not much less than the cost of new construction. For this reason, rehabiltation is generally treated as a capital budget item rather than a normal maintenance (recurrent) budget item.

7. There have been many national and international studies of how to optimise the level-of-service of the road network and sustain road assets. These underscore the importance of conducting regular routine and preventive maintenance which, if conducted competently and frequently enough, offer the lowest cost solution to managing the road assets. In the case of the more costly types of maintenance, notably periodic resealing and rehabilitation, the optimal timing of works should be decided taking into account the surveyed condition of the road and the traffic levels served. Annual prioritisation of such works should be based on analysis using a RAM system that uses data from annual road condition surveys and traffic counts to identify the maintenance treatments expected to produce the highest economic returns.

8. An influential World Bank study of road maintenance in Africa in the 1980s and 1990s, estimated that nearly a third of the value of road networks in Africa had already been lost due to neglect of routine and preventive maintenance. Based on experience in many different countries, the study estimated that each dollar spent on timely routine and preventive maintenance produces a much larger reduction in the vehicle operating costs (VOC) borne by road users (examples showed benefit/cost ratios from 3.4 to 22.1). When there is a shortfall in maintenance, each dollar of shortfall results in an increase in total road user VOC of at least three dollars. Unrepaired potholes had an especially negative impact on VOC. Based on a case study, badly-potholed roads were found to raise VOC by at least 17%. The study also demonstrated that when a road has been poorly maintained and requires rehabilitation, this more than triples the long-term average cost of maintaining the road compared with conducting appropriate preventive maintenance each year (Heggie 1995).

Annex E

Key Performance Indicators and Performance Metrics

A. Key performance indicators (KPIs)

1. FRA uses KPIs to measure and report upon its overall performance in (i) delivering services to road users and the general public, and (ii) raising the capacity of FRA and the Fijian road contracting and consulting industry to deliver improved services in future.

Table E1: Key performance indicators

No.	Goal	Indicator	Baseline	Targets		Sources of verification	Key assumptions and risks
			2023/24[a]	2026/27	2028/29		
1	FRA transformed into a results-focussed organisation that manages and develops the road, bridge and jetty networks to optimise measured outcomes for road users and the general public, with asset management as its core business	Measured performance of the services FRA provides to users and the general public:					Asset condition surveys conducted Asset maintenance systems used to select works Adequate budget for asset maintenance Satisfactory performance by contractors and consultants
		- Average roughness of arterial road network (international roughness index [IRI])	Based on road condition survey in 2024/25	5% less than baseline[b]	20% less than baseline[b]	FRA road condition survey reports	
		- Average incidence of potholes on arterial road network (potholes per km)	Maximum of 10 potholes per km	Less than 5 potholes per km[b]	Less than 3 potholes per km[b]	FRA road condition survey reports	
		- Annual closures of arterial roads and bridges (sum of number of days of all closures in year)c	66%	2.5% less than baseline	5% less than baseline	FRA road status dashboard	
		- % of bridges and jetties in satisfactory condition or better	Based on bridge condition survey in 2025/26	2.5% more than baseline[d]	5% more than baseline[d]	FRA bridge and jetty survey reports	
		- Annual number of road fatalities	13%	2% less than baseline	5% less than baseline	Fiji Police Force reports	FRA adopts safe road design and construction using road safety audit Behavioural and vehicle related risks addressed by other sector agencies
		Road resealing and rehabilitation works prioritised for inclusion in FRA annual work plan and budget using RAM system analysis, road condition surveys and traffic count data	No	Yes	Yes	FRA RAM analysis report FRA corporate plan	Surveys and traffic counts conducted RAM system used to prioritise works

No.	Goal	Indicator	Baseline	Targets		Sources of verification	Key assumptions and risks
			2023/24[a]	2026/27	2028/29		
2	FRA has the core technical expertise needed to deliver its functions	Vacancy rate for engineers and road sector professionals	44%	No more than 25%	No more than 20%	FRA HR management unit	Competitive remuneration package HR systems restored Work culture improved
3	Core technical systems in place for efficient delivery of FRA's functions	Number of FRA's core technical systems restored, augmented and used (see 3.1–3.11)	0	11	11	FRA annual report New FRA operations manual	Vacancies filled for mid and senior level engineers and road sector professionals Restoration of systems adequately funded
4	FRA is a stable, well-governed, high-performance road institution that continuously develops its staff and network of outsourced service providers	Strategic plan priorities consistently followed by FRA between 2024/25 and 2028/29	No	Yes	Yes	FRA annual report FRA annual corporate plan Audited annual accounts	Board and management pursue strategic plan priorities
		Progress in building FRA capacity, systems and work processes confirmed by midterm and completion reviews of strategic plan	No	Yes	Yes	Midterm review report Completion review report	Board and management midterm and completion review conducted
5	Fijian contractors and consultants play a greater role in FRA's work and generally perform well	% of FRA CAPEX expenditure performed by Fijian contractors	28%	10% above baseline	20% above baseline	FRA audited accounts	Board and management consistently seek to increase role of Fijian contractors and consultants
		% of FRA CAPEX expenditure performed by Fijian consultants	3%	10% above baseline	20% above baseline		
		Number of Fijian companies qualified as FRA Tier 1 and Tier 2 contractors eligible for project work	5	6	10	Project supervision reports Quarterly project reviews	FRA regularly updates the qualified Tier 1 and 2 contractors

CAPEX = capital budget, FRA = Fiji Roads Authority, HR human resources, KPI = key performance indicator, RAM = road asset management.

a Baseline data refers to 2023/24 or the most recent year for which data is available.

b Drawing upon baseline data to be provided by road condition surveys and RAM analysis to be conducted in 2024/25 and 2026/27, FRA will set updated targets for average road roughness and incidence of potholes as part of the midterm review of the strategic plan in 2026/27.

c Closures of less than a full day count as one day.

d Drawing upon baseline data to be provided by bridge and jetty condition surveys to be conducted in 2025/26, FRA will set updated targets for bridge and jetty condition as part of the midterm review of the strategic plan in 2026/27.

B. Performance metrics

2. FRA's performance metrics are additional indicators that we report upon each year to demonstrate our performance and track implementation of activities to accomplish our five strategic plan goals.

Table E2: FRA performance metrics

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
Goal 1: FRA transformed into a results-focussed organisation that manages and develops the road, bridge and jetty networks to optimise measured outcomes for road users and the general public, with asset management as its core business							
1.1	Align FRA's organisation structure, operational activities, staffing and budget with its outsourced delivery model and strategic plan priorities	New organisation structure approved in 2024/25 to restore technical orientation needed for service delivery	Previous structure in place	New structure in place	New structure in place	Minutes of board meeting	New structure implemented
		Share of management and staff costs in total FRA annual expenditure (%)	4%	7%	7%	FRA audited accounts	Increased budget approved for management and staff costs
		Consulting services separately itemised in the FRA CAPEX budget	Not itemised	Itemised	Itemised	FRA annual budget	Budget separately itemised
		Share of consulting services in total FRA annual CAPEX expenditure (%)	2%	5%	8%	FRA annual accounts	Increased budget approved for consulting services
		Share of FRA annual budget spent on preventive maintenance, resealing and rehabilitation	49%	At least 60%	At least 75%	FRA annual budget FRA annual accounts	FRA exercises control over composition of expenditure in line with SP
		Corporate KPIs cascaded into the annual work plans of work units and performance evaluations of work units and staff	No	Yes	Yes	Annual work plans and performance evaluations of work units and staff Midterm review report	Work plans prepared incorporating corporate KPIs

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
1.2	Continuously monitor performance, learn from implementation and identify and address implementation problems	Measured performance of KPIs and performance metrics disclosed each year in annual report and annual corporate plan	No	Yes	Yes	FRA annual report FRA annual corporate plan Midterm review report	Performance monitoring conducted.
		Reviews conducted of strategic plan at midpoint in 2026/27 to identify midterm improvements and at completion in 2028/29 to provide an input to the next FRA strategic plan	No	Midterm review conducted	Completion review conducted	Midterm review of strategic plan Completion review of strategic plan	Board and management adopt corrective measures when needed
Goal 2: FRA has the core technical expertise needed to deliver its functions							
2.1	Develop an accelerated programme for recruitment of engineers and road sector professionals	Time taken to fill vacancies for engineers and road sector professionals (average number of days from position becoming vacant to newly recruited staff reporting for duty)	160 days	80 days or less	60 days or less	FRA HR management unit FRA annual report	Competitive remuneration offered

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
2.2	Improve staff retention by restoring lapsed HR management systems and making FRA an attractive place to work and have a career	Staff attrition rate (% of staff leaving FRA employment in the period):					
		- Overall	15%	No more than 15%	No more than 10%	FRA HR management unit	FRA made more attractive place to work and spend career
		- Engineers and road sector professionals	10%	No more than 10%	No more than 5%	FRA HR management unit	
		Independent job review exercise in 2024/25 used to determine numbers of staff and associated job descriptions, qualifications and skill sets needed to efficiently deliver its FRA's functions	Not applicable	Yes	Yes	Report of job review exercise FRA annual report	Reputable consultant recruited
		Independent salary benchmarking conducted within the last three years	No	Yes	Yes	Salary benchmarking report FRA annual report	Reputable consultant recruited
		Existing 3-year contracts for staff below management level replaced with permanent contacts in 2024/25	No	Yes	Yes	Staff employment contracts FRA annual report	Government support for contract change
		Missing HR staff management systems restored and used[b]	No	Yes	Yes	FRA HR management unit FRA	Oversight by board subcommittee on human resources
2.3	Continuously build staff expertise and knowledge by providing a well-funded capacity building and training programme with a strong technical focus aligned with the directions of the strategic plan	Total cost of annual capacity building and training activities	F$30,000	At least F$100,000	At least F$200,000	FRA HR management unit FRA annual report	Priority consistently attached to capacity development
		% of annual capacity building and training expenditure on engineering, technical and professional subjects	0%	At least 50%	At least 70%	FRA HR management unit FRA annual report	Programme developed with strong technical focus

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
2.4	Establish a systematic approach to supplementing staff resources by using consultants for detailed technical tasks in accordance with FRA's outsourced delivery model	Board-approved FRA policy and procedures in place on use of engineering and other consultants to support planning, surveys, project development and project implementation	No	Yes	Yes	Approved FRA policy paper and procedures Minutes of board meeting	Sufficient budget for consulting services
Goal 3: Core technical systems in place for efficient delivery of FRA's functions							
3.1	Establish regular national traffic counts and road condition surveys to provide basic data for monitoring, planning, managing and developing the road network	Road condition surveys undertaken:					
		- All arterial roads surveyed every two years, starting in 2024/2025	No	Yes	Yes	FRA road condition survey reports	Adequate survey budget
		- 50% of non-arterial FRA roads surveyed every two years, starting in 2026/2027	No	Yes	Yes	FRA road condition survey reports	Survey conducted by qualified experts
		Traffic counts undertaken:					
		- Annual counts for arterial roads, starting in 2024/25	No	Yes	Yes	FRA traffic count reports	Adequate budget for traffic counts
		- Counts for a representative sample of non-arterial FRA roads conducted every two years, starting in 2026/27	No	Yes	Yes	FRA traffic count reports	Counts conducted by qualified experts
3.2	Re-establish RAM system and database, and use for selection of all resealing and rehabilitation works based on expected economic returns	Starting in 2024/25, and using traffic count and road condition survey data (see 3.1), RAM analysis prepared every two years to analyse condition and trends in the network and identify priority resealing and rehabilitation projects for inclusion in the work plan and budget for the following two years	No	Yes	Yes	FRA RAM analysis reports	Surveys and counts available FRA has expertise needed to conduct RAM analysis

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
3.3	Introduce improved approach to preventive maintenance contracting and supervision that incentivises frequent inspection visits by the contractor to ensure drainage is clear of obstructions and repair of potholes and minor defects soon after they appear	More effective preventive maintenance contracts introduced when existing road maintenance contracts end in December 2024	No	Yes	Yes	New preventive maintenance contracts	New contracts prepared with inputs from maintenance contracting expert
3.4	Establish system for conducting regular bridge and jetty condition surveys and inspections	National general inspection of bridges conducted in 2025/26 and then every two years, with principal inspections every six years	No	Inspections conducted as scheduled	Inspections conducted as scheduled	National bridge inspection reports	Adequate inspection budget Inspections conducted by qualified experts
		National inspection of all jetties conducted in 2025/26 and then every four years	No	Inspections conducted as scheduled	Inspections conducted as scheduled	National jetty inspection reports	
3.5	Similar to other road authorities, establish system for preparing new project works, including screening of project proposals, assessing technical and economic feasibility, conducting technical surveys, preparing design, road safety audits of all road projects, and examining and mitigating environmental, social and other impacts	Project readiness filters introduced and used to ensure all necessary preparation work completed before initiating procurement of project works	No	Yes	Yes	Appraisal under public sector investment programme (PSIF) New FRA operations manual	Readiness of project works checked before initiating procurement
		Section of new FRA operations manual to provide staff instructions on how staff should carry out the tasks required at each of the stages of project preparation (see 4.4)	No	Yes	Yes	New FRA operations manual	New FRA operations manual prepared MOF processes for appraisal of PSIF projects followed

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
3.6	All civil works procurement and contract management supported by at least one experienced engineer (staff or consultant)	All tender documents and specifications, and tender evaluations prepared with inputs from an experienced engineer	No	Yes	Yes	Tender evaluation reports	FRA checks all procurement and contract management supported by engineer
3.7	Provide adequate supervision of all project works	% of annual CAPEX expenditure supervised by engineering consultants (expenditure on projects supervised by engineering consultants divided by total project expenditure)	50%	75%	90%	Supervision consultant contracts Project expenditure records	Adequate budget for consulting services
		At least one engineer included in supervision team for each project supervised by FRA	No	Yes	Yes	FRA engineer assignment	FRA checks all supervision teams supported by an engineer
3.8	Establish a systematic approach to emergency works that optimises preparedness by scheduling routine and preventive maintenance of vulnerable road sections prior to rainy season, and gradually reduces the scale of annual emergency works by designing economically feasible solutions for road sections prone to outage and flooding and at risk due to climate change	Pre-rainy season routine and preventive maintenance carried out on all flood prone road sections	No	Yes	Yes	Road maintenance contracts	Effective contractual arrangements in place for routine maintenance

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
3.9	Develop FRA's GIS portal as centralised repository of technical data on the road network including survey data, project plans and masterplans	Systematic approach established for incorporating technical data on roads, including road inventory data, survey data, project plans and masterplans	No	Yes	Yes	FRA annual report New operations manual	Adequate GIS expertise available
3.10	Augment existing laboratory services to support project development work and contract management	FRA materials laboratory established and providing services	No	Yes	Yes	FRA annual report	Laboratory quickly established and operational
3.11	Establish technical quality assurance system for the dual purposes of ensuring the technical completeness, quality, and feasibility of projects proposals; and creating a new mechanism for FRA operational staff to regularly exchange technical knowledge and ideas	When additional mid and senior level engineers and road sector professionals are recruited (see 2.1), introduce improved system of technical quality assurance for preparation of project works	No	Yes	Yes	New operations manual FRA annual report	Sufficient engineers and road sector professionals available to contribute to quality assurance system

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
Goal 4: FRA is a stable, well-governed, high-performance road institution that continuously develops its staff and network of outsourced service providers							
4.1	Prepare updated regulation and FRA internal policy and procedures on performance of its technical functions	Submit for approval of higher government authorities an updated regulation defining the functional hierarchy of road network and responsibilities for construction, operation, maintenance and financing—either as an amendment of the existing regulation under the Roads Act or by passing a new regulation under the FRA Act	Not prepared	Regulation submitted and passed	Regulation remains in place	Draft regulation Parliamentary record	Submission supported by higher government authorities
		Prepare internal FRA policy and procedures on performance of its technical functions—including technical standards and procedures, defining RAM as FRA's core business, mandatory traffic counts and asset condition surveys, approach to road safety, and introduction of charging for certain services (e.g. fees for placement of roadside advertisements, charging for maintenance of institutional or private roads), and defining requirements for taking over roads built by other organisations (e.g. sugar cane roads) to ensure these meet technical standards and are in maintainable condition.	Not prepared	Policy approved by Board and incorporated in operations manual	Policy remains in place	Approved policy document	FRA forms a strong multidisciplinary team to prepare the policy and procedures

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
4.2	Address limitations in FRA governance practices	Annual work programme and procurement plan prepared by April each year as the basis for the annual budget request	No	Yes	Yes	Annual work programme and procurement plan FRA budget request	Board and management ensure proposals prepared on time each year
		Project portfolio review meetings held between management and staff each quarter to review implementation performance and budget utilisation of all project works, identify problems and decide corrective actions	No	Yes	Yes	Minutes of quarterly review meetings	Review meetings held
		Regularity of meetings of the three board subcommittees to support board engagement and oversight on (i) audit, finance & risk; (ii) technical (procurement & technical); and (iii) human resources (including remuneration) (number of board subcommittee meetings per annum).	Monthly	At least 4 meetings per subcommittee each year	At least 4 per subcommittee each year	FRA annual reports Minutes of subcommittee meetings	Board attaches importance to role of subcommittees
		Risk management and control systems in place, with internal audit reporting to the board audit, finance & risk subcommittee	No	Yes	Yes	Internal audit reports FRA annual reports	
		Issues identified by internal audit addressed by the board	No	Yes	Yes	Internal audit reports Minutes of board meetings	

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
4.3	Equip FRA with the IT facilities staff need to perform efficiently and effectively	High quality internet, data storage and videoconferencing available to all staff	No	Yes	Yes	Staff engagement surveys	FRA forms a strong multidisciplinary team to support upgrading of IT in line with the needs of FRA's main functions
		Internal IT platform developed to support additional functions including as a repository of information on technical methods and standards, traffic and road condition data, real-time and historic data on KPIs, the operations manual, and information for staff on HR and other matters	No	Yes	Yes	FRA website	
		Review prepared of IT methods and applications used by comparator road authorities, with the most promising options then introduced for use at FRA	No	Yes	Yes	Report of review of IT methods and applications	
4.4	Prepare a comprehensive overhaul of FRA's operations manual to instruct staff on how to perform FRA's main functions and work processes	Review prepared of operations manuals used by selected comparator road authorities and outline for proposed new operations manual prepared	No	Yes	Yes	Review report and operations manual outline	FRA forms a strong multidisciplinary team to prepare the policy and procedures
		New operations manual prepared by interdivisional task force working closely with FRA divisions and work units	No	Yes	Yes	New operations manual	
		New operations manual approved by board	No	Yes	Yes	Minutes of board meeting	

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
4.5	Transform FRA's organisational culture to emphasise results delivery, technical excellence, collaboration, and continuous learning, attaching high value to the staff and their advancement	Annual number of open, townhall-type meetings between the board or management and the staff	Monthly	Quarterly	Quarterly	FRA annual report	Board and management support for meetings
		Staff engagement survey findings indicate improvements in job satisfaction, career prospects and organisational culture at FRA	No	Yes	Yes	Staff engagement surveys	Reputable consultant recruited to undertake survey
4.6	As in the case of other statutory bodies (e.g. WAF), MWTPS to establish director-level staff position to support the minister in overseeing and regulating FRA	MWTPS to assign director-level position to be responsible for day-to-day oversight of roads, bridges and jetties	No	Yes	Yes	MWTPS	MWTPS supports appointment of director-level position
4.7	FRA will expand outreach and visibility to share information with its stakeholders and the general public and increase its visibility and engagement	Annual opinion survey confirms increase in public satisfaction with FRA's services	No	Yes	Yes	Annual opinion survey findings	Annual opinion survey conducted by qualified professionals

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
Goal 5: Fijian contractors and consultants play a greater role in FRA's work and generally perform well							
5.1	Jointly with the road contracting and engineering consulting industries and other key FRA stakeholders, establish a new road sector partnership forum (RSPF) to meet twice-yearly to exchange information on the forward pipeline and related tender requirements, and to engage in dialogue with on the road sector development and advancement of Fijian contractors and consultants	Number of RSPF meetings per annum	0	At least 2	At least 2	RSPF meeting records	RSPF supported by FRA stakeholders
5.2	Implement a strategy to use FRA domestically-funded road works—particularly resealing and renewals—to expand the role of Fijian contractors and consultants in FRA's work	% of FRA domestically-funded CAPEX and maintenance expenditure performed by Fijian consultants and contractors	70%	80%	90%	FRA audited accounts	Fijian contractors and consultants capable of performing the works required
		% of above contracts performed satisfactorily	50%	60%	75%	Project supervision reports Quarterly project reviews	

No.	Objective	Indicator	Baseline	Targets		Sources of verification	Key risks and assumptions
			2023/24[a]	2026/27	2028/29		
5.3	Introduce tender provisions to encourage increased use of Fijian contractors and consultants in FRA's work without compromising delivery	% of annual domestically-financed CAPEX tenders that include provisions to expand role of Fijian contractors and consultants	25%	50%	80%	Tender documents Tender evaluation reports	Fijian companies willing to use joint ventures and subcontracting
		% of annual externally-financed tenders that include provisions to expand role of Fijian contractors and consultants	0%	50%	75%	Tender documents Tender evaluation reports	Fijian companies willing to use joint ventures and subcontracting

ADB = Asian Development Bank, CAPEX = capital budget, FRA = Fiji Roads Authority, GIS = geographic information system, HR human resources, IT = information technology, KPI = key performance indicator, MOF = Ministry of Finance, MWTPS = Ministry of Public Works, Transport & Metrological Services, PER = (staff) performance evaluation review, PSIF = Public Sector Investment Programme, RAM = road asset management, RSPF = road sector partnership forum, WAF = Water Authority of Fiji.

a Baseline data refers to 2023/24 or the most recent year for which data is available.

b These are to include (i) transparent salary bands; (ii) staff supervision and mentoring (drawing upon additional engineers and road sector professionals recruited under Objective 2.1); (iii) annual staff performance evaluation review; (iv) annual salary award linked to PER; (v) staff development plan; (vii) staff recognition awards; (vii) graduate orientation programme; (viii) programme to recruit and develop women engineers and professionals; and (ix) succession planning and continuity planning.