

Implementation Arrangement

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CHAPTER 7 IMPLEMENTATION ARRANGEMENT

7.1 INTRODUCTION

Since its formation in 1967, ASEAN has made significant progress in forging major political accords that have contributed to regional peace and stability, and to its relations with other countries. Today, ASEAN has a total market of about 500 million people and a combined GDP of more than US\$ 700 billion. It is among the top five largest trading entities in the world. Notwithstanding the economic achievements, it must be recognized that ASEAN Member States (AMSs) are very diverse in many aspects of their economic structures and level of development. Together with resource constraints and differences in prioritization, this has made the development of effective modalities of intra-ASEAN economic cooperation a major challenge. Through its various Working Groups, major transport initiatives have been formulated and implemented. In view of the increasing faster pace of globalization in recent years, and the rapid changing regional and global economic situations, it is timely to examine the current institutional structures and mechanisms within ASEAN, and make recommendations to effectively address the new challenges.

This chapter describes the current institutional structures and mechanisms for monitoring and implementation of transport actions. The chapter based on the review of implementation of ATAP actions as were discussed earlier in Chapter-4 and understanding of the existing monitoring mechanism, highlighted certain issues that are to be addressed and considered for the improvement of the monitoring mechanism. It is to be noted that almost all transport ATAP actions are running behind the scheduled target time-frame and not yet been accomplished. For example, in the SKRL project, still no progress has been made for certain sections, similarly the ASEAN Highway already missed the deadline of upgrading all existing 'below Class 3' road sections. It is unfortunate that due to various reasons, the major among them is financial constraint; few actions were still not initiated. For example, 'The study on formulation of regional plan for cross border movement, formulation of regional policy framework for IWT and pursue the ASEAN Clean Seas Strategy is still at preparatory stages. To avoid such delays, it is necessary to improve the monitoring mechanism and seek for the solutions to overcome such issues. Thus, based on the review and assessment of monitoring and implementation mechanism, the chapter makes proposals to improve the institutional structures, implementation arrangements, and a monitoring mechanism to enhance its effectiveness.

7.2 CURRENT MONITORING & IMPLEMENTATION MECHANISM

The following section will describe the role of the ASEAN Secretariat (ASec) and working groups that are responsible for monitoring and reviewing the progress of implementation of transport actions. In general, the implementation of actions is mainly done by the concerned AMSs.

7.2.1 THE ASEAN SECRETARIAT

ASec plays an important role in the development of transportation network in ASEAN region. ASec is responsible for the overall management and coordination of the activities related to transport in ASEAN region. Following are some of the major contributing areas for the improvement of transportation system:

- 1) Preparation of "Transport Action Plan" and seeking its approval.
- 2) Coordination with AMS for the implementation of suggested actions.
- 3) Monitoring the implementation of transport related actions.

4) Support STOM/ATM to monitor the progress of implementation by compiling the information from AMSs and facilitating the discussion in working groups.

7.2.2 WORKING/SUB-WORKING GROUP

To monitor and coordinate the progress of implementation of transport actions in ASEAN, four working groups have been established for each transport sector, i.e. land, air, maritime and transport facilitation. In addition to these, five sub-working groups have been formulated to monitor and coordinate the specific actions, which require elaborate discussion to review the progress and related issues for the implementation of sub-projects. Following is the list of working groups and sub working groups that are currently in force:

- 1. Land Transport Working Group (LTWG)
 - a. ASEAN Highways sub-working group
 - b. Special working group on Singapore-Kunming Rail Link (SKRL) Project
 - c. Multi-sectoral Road Safety Special Working Group (MRSSWG)
- 2. Air Transport Working Group (ATWG)
 - a. Air Transport Economic Cooperation Sub working group (ATEC)
 - b. Air Transport Technical Cooperation Sub working group (ATTC)
- 3. Maritime Transport Working Group (MTWG)
 - a. There is no Sub working group in MTWG
- 4. Transport Facilitation Working Group (TFWG)
 - a. There is no Sub working group in TFWG

The below table provides a list of meetings held since 2008. It is to be noted that ASEAN Highways sub-working group didn't met since 2007 and Multi-sectoral Road Safety Special Working Group (MRSSWG), ATEC and ATTC has been newly constituted and met for the first time in 2010.

Year	LTWG	ATWG	MTWG	TFWG	ASEAN Highway Sub WG	Special WG on SKRL	MRSSWG	ATEC	ATTC
2008	14^{th}	17 th ,	15 th ,	15^{th} ,		10^{th}	NA	NA	NA
		18 th	16^{th}	16 th					
2009	15 th ,	19 th ,	17 th ,	17 th ,		11 th	NA	NA	NA
	16^{th}	20^{th}	18^{th}	18^{th}					
2010	17^{th} ,	21 th ,	19 th ,	19 th ,		(12 th)	1^{st} (2 nd)	1st	1st
	(18^{th})	22^{th}	(20 th)	(20 th)					

 Table 7-2-1
 Schedule of Meetings

Note - the meetings in parenthesis are planned in second half of 2010.

NA- Not Applicable

It is to be noted that for better management purpose, few working group and sub-working group meetings are held back to back. For example, MRSSWG meeting and LTWG meetings are held back to back.

7.3 ISSUES RELATED TO MONITORING & IMPLEMENTATION

As mentioned above, ASec is responsible for the overall coordination and monitoring the progress of transport actions. For review purpose, ASec works in close coordination with the various working groups/ sub working groups and AMSs. To facilitate better monitoring and coordination, four working groups for each transport sector have been established. In addition, five sub-working groups were also established to coordinate and monitor the special actions such as Singapore Kunming Rail Link project, ASEAN Highways etc. However, there are certain issues related to monitoring at working group meetings, ASec and AMSs were observed and analyzed while reviewing the meeting reports and participating in the meetings and are as follows:

7.3.1 REPORTING AND MONITORING MECHANISM

1) Lack of uniform format of monitoring

- While reviewing the working group meetings reports, it has been observed that during working group meetings there is not a practice of following a uniform system of reporting progress and issues related to particular transport actions by AMS. Such different form or format of reporting mechanism leads to lot of confusion and it becomes extremely difficult to assess the actual achievements or progress made to that particular action. Thus, in the absence of such specific uniform format of reporting, currently there is no consistency while describing the progress by AMS. As a result, it is difficult to compare the progress of actions and to analyze which member state is struggling and left behind.
- The scope of transport actions are not same for all actions, they differs in terms of scale, regional influence, nature (study or project etc.) etc. Some actions are soft in nature with limited number of sub-projects/programmes while others have a very wide scope involving many sub projects and huge data to manage. It is to be noted that actions with wider scope will require a detailed data along with spatial information to discuss and monitor the progress during working group meetings. However, the case is not the same while discussing the wider scope actions during working group meetings. The detail data along with maps are often not presented by AMS. In the absence of such reliable and detail data along with maps especially for the project involving spatial information such as SKRL, ASEAN Highways etc., it becomes extremely difficult to have a common understanding among AMS and to monitor the actual progress in detail.
- As mentioned above, the transport actions include many soft actions, which will require an understanding of qualitative achievements. For such soft actions, the special format need to be constituted that can detail out the progress and issues in better way. It has also been observed that certain soft actions such as 'Exchange of Best Practices' is on volunteer basis and focuses on 'information exchange' without any specific steps to follow-up, adoption or measures to implement the 'best practices' in AMS. The progress of such soft actions needs to be discussed and reported in every working group meeting.

2) Absence of 'Monitoring Guidelines' for working groups

- ➤ In the absence of clear and descriptive guidelines for monitoring purpose to various working groups, the style of reporting, monitoring and progress assessment differs from one working group to another. As all transport actions are to be monitored and later, the progress along with issues needs to be reported to STOM and ATM, it is essential to establish a common monitoring and reporting system that can be followed by each working group.
- In addition to above, the absence of an appointment of "Lead Coordinator" country for transport actions, the reported data and progress by AMS is disintegrated and noncomparative in nature. There is no clarity of actual progress due to the non-availability of

complete set of data in a uniform format. With such disintegrated and unorganized data, it is difficult to assess the progress. Thus, it becomes necessary to nominate a nation for coordination and for clear and comparative understating of actual progress achieved. The ASec can play a major role in facilitating this and can nominate "Lead Coordinator Country" for at least priority actions or actions that involve wide scope of works and data.

3) Weak linkages (monitoring) at national level

In the current monitoring system, the direct linkage for monitoring purpose doesn't exist between ASec and AMSs. Though each member state is having their own system of monitoring the progress of actions but the method and style differs among the member states. The member states differ in data collection system, capabilities, institutional arrangement and many others. As a result, the progress reporting system also differs during the working group meeting. Thus, the not a very strong linkages of monitoring system at country level resulted in weak coordination in progress reporting and implementation of actions. Such linkages need to be strengthened.

7.3.2 CONDUCT OF BUSINESS BY THE SECTORAL WORKING GROUPS

1) Incomplete /insufficient scope of monitoring

It was a bit strange to notice that in many cases, not all actions as described in the transport plans were discussed in detail during working group meetings. In certain cases, some of the actions are not even discussed. Thus, the practice of not discussing all transport actions will definitely have a negative impact in realizing the actions within the stated time-frame. Considering that not all actions are discussed during meetings, it becomes extremely difficult to follow the progress and assess the current status of the missed out actions.

2) Irregular meetings of working groups/sub or special working group

➢ For the special actions, special or sub working group has been constituted to monitor and assess the progress. However, despite constitution of such special or sub-working group, some of them do not meet on regular basis. As this is the platform for a descriptive discussion of the issues and progress related to a particular action, it hinders the progress and its assessment. As a result, the prime objective of facilitating the priority projects is diluted. For example, the ASEAN Highways sub-working group did not meet on regular basis and met last time in 2007. This had a major impact on the implementation and currently, the AH project is behind the scheduled target, despite the efforts by Thailand to coordinate and compile the information related to ASEAN Highways. For better management purpose, ASec may need to formulate the guidelines or standardize the process of meetings schedule of the constituted working/sub/special working groups.

3) Duplication of discussions during WG meetings

As integration of transportation system is of prime objective, it does involve certain actions that are relevant to two or three different working groups. It has been noted that the same reporting of progress and discussion takes place in both working groups. Thus to avoid such duplication and utilize the time and efforts in other activities, the action need to be included in the more relevant transport sector. For example, the actions related to agreements/protocols are discussed in both 'Land Transport' and 'Transport Facilitation' working group meetings. If the actions such as agreements, if are not directly linked to a particular sector, then report/discussion of the other working group that discussed the issues or progress may be communicated to working group members.

7.3.3 FINANCIAL MOBILIZATION EFFORTS TO IMPLEMENT THE TRANSPORT ACTION PLANS

1) Lack of financial mobilization efforts

It has been observed that most of transport actions are not able to keep the prescribed time-frame and running behind target time schedule. In majority of the cases, it is mainly due to the financial constraints especially the actions that involve construction works. Such issue of financial constraint is not discussed in detail during the working group meeting. Thus, without any further discussion during working group meetings on important issues such as establishing financial linkages or exploring the possibility of financial assistance or mobilizing resources, it will be difficult to implement the actions and progress further. It is sad to state that due to financial constraint, some of the actions or sub-actions were not even initiated in AMS. Thus, financial constraints have been noticed as a major hurdle in implementation of actions in many AMS.

2) Low financial resources

Lack of adequate financial resources were observed as a major barrier for the slow implementation of most of the ATAP's actions. For example, the action 'ASEAN Clean Seas Strategy' could not be initiated due to the financial constraint. Similarly, due to financial constraint the SKRL project will not be able to accomplish by the target year 2015. The ASEAN Highways also due to financial constraint is slow in implementation and currently running behind the target year. Apart from this, some studies also could not be initiated due to lack of financial resources. The lack of financial constraint is a major issue and without generation of adequate financial resources, the story of implementation of ASTP actions may be same as of ATAP. Thus, to ensure that ASTP actions will be implemented within the designated time-frame, it is deemed essential to strengthen the financial resource generation system. In addition, for the smooth implementation of ASTP actions, ASec will also need to enhance its capacity and will require further financial support for such institutional arrangements.

7.3.4 ENGAGEMENT WITH STAKEHOLDERS, INCLUDING THE PRIVATE SECTOR AND ACADEMIC RESEARCH INSTITUTIONS

1) Limited role of academic/research institutions

During the implementation of ATAP actions, it has been observed that there has been a very limited role and involvement of academic and research institutions in the implementation of transport actions. To facilitate the implementation, it is vital to strengthen the knowledge link between the academic/research institutions and AMSs. The utilization of available knowledge, research findings and facilities within respective nations may have accelerated the implementation process and may have provided solutions to overcome the long delays.

2) Limited efforts for the synchronization with ongoing initiatives

Considering that the synchronization of the actions with other ongoing initiatives, programmes and projects, the actions can be implemented with better outputs and optimum use of resources. However, during the ATAP duration, not much effort has been initiated or made to utilize the available resources in a optimal way. Such synchronization would have facilitated the implementation of ATAP actions and to certain extent may have also facilitated in mobilizing financial resources.

7.4 PROPOSED IMPLEMENTATION AND MONITORING MECHANISM

Based on the review of ATAP implementation and monitoring mechanism and assessment of issues, the following sections will propose the general recommendations to improve the implementation and monitoring mechanism.

7.4.1 REPORTING AND MONITORING MECHANISM

1) Develop a uniform reporting format and expand the AEC Scorecard

- For consistency and comparability, a 'uniform reporting format' for each Action needs to be developed and disseminated to all AMSs well in advance for the purpose of uniform reporting and easy understanding of each Action's progress. ASec may facilitate in developing such 'uniform reporting format'.
- It is suggested to formulate a "Monitoring Guidelines" to guide all working groups in monitoring and reporting progress of implementation. These guidelines may also be used by AMSs for monitoring and reporting at the national level.
- In addition to above, the practice of using a scorecard to assess the progress of implementation should continue. The existing AEC Scorecard will need to be expanded in accordance with the ASTP Actions.

2) Nominate 'Lead Country Coordinators' and establish 'Priority Centres', as appropriate

- 'Lead Country Coordinators' should be nominated to lead the coordination, monitoring and implementation of priority Actions. Although this is currently practiced for selected measures and in certain working groups, this can be further improved in terms of coordination and management.
- ➢ For the Actions and Measures which involve substantial processing data and spatial information and require significant monitoring at the regional level, it is suggested to establish dedicated centres or "Priority Action Centres". For example, it is suggested to establish an "ASEAN Highway Centre" with Geographic Information System (GIS) facilities for ASEAN Highways in Bangkok, Thailand, which will be responsible for overall coordination and data management, including spatial information related to ASEAN Highways. Similarly, a 'Road Safety Centre' may be established or a reputed institution may be made responsible for updating and managing road safety related data. Such priority centres should be established based on the scope of the action and its regional influence. As the operation of the Priority Centres require resources, the proposals from certain AMS to host and support the operation of these centres should be encouraged.

3) Enhance coordination at the national level

AMSs need to enhance the monitoring linkages at the national level. For this purpose, it is suggested that 'National Workshops/Meetings' be held annually within each AMS to discuss in detail the progress and issues related to transport Actions. This will bridge the existing reporting missing link between the working group and AMSs. Such process in addition to strengthening the monitoring system will also accelerate the implementation and will assist in resolving implementation issues.

7.4.2 ROLES AND FUNCTIONS OF SECTORAL WORKING GROUPS

1) Active functioning of the Working Groups

The Working Groups will need to actively and continuously pursue follow-up action in between their regular meetings in order to assist in progress evaluation and to facilitate the implementation. This will complement the adoption of the suggested 'uniform reporting format' and will render meetings more effective and shorten the time of resolving implementation issues.

2) Better coordination and management

- Should similar issues require discussion in at least two working groups, the coordination and management of issues prior to the conduct of meetings can be improved through prior information sharing and consultation between working groups. A mechanism for coordination between the Chairs of the working groups can be explored and instituted accordingly.
- The regular activity involving sharing and implementation of best practices need to be better managed and organized. Currently, AMS present the best practices on a voluntary basis during working group meetings without much emphasis on implementation mechanism, which can facilitate other AMS to adopt these practices as a pilot projects in their respective countries. Thus, it is important that 'Best Practices' with a general implementation details need to be presented and planned in advance.
- All actions and implementation issues need to be thoroughly discussed by the members of the working groups. In the absence of such discussion, it becomes extremely difficult to assess, follow progress of implementation and resolve outstanding issues.

3) Review the roles and responsibilities of the Working Groups

- Considering the increasing complexity of the issues in all modes of transport and the emerging demand for collaborative action among these three sectors in the context of transport facilitation and an integrated transport system, the roles and responsibilities of the various transport working groups may need to be reviewed. This is with a view to streamlining and rationalizing the division of work among these working groups.
- One of the goals of the ASTP and the Master Plan on ASEAN Connectivity is to develop multimodal transport systems and corridors. The scope of the Transport Facilitation Working Group's (TFWG) will thus need be widened to cover the actions and measures related to the development of such system, such as the
 - (i) Conduct of studies on potential multimodal transport corridors to enable parts of ASEAN to function as land bridges in global supply routes, and
 - (ii) Conduct of a comparative study between EU & ASEAN for the development of efficient transport system by 2013 and its adoption.

7.4.3 FINANCIAL MOBILIZATION TO IMPLEMENT THE ASTP

1) Emphasis on mobilizing financial resources during WG meeting

The working groups also need to discuss the resource requirements and funding options for the implementation of the actions and measures under the ASTP since this is a major issue that hinders implementation progress. Feasible options need to be discussed and be elevated to STOM and ATM for further decision and action. Currently, issues related to funding options and financial constraints are not discussed in detail at the working group level.

2) Mobilize and generate financial resources

Enhancing linkages with private agencies and promotion of Public-Private Partnership (PPP) is essential for the realization of ASTP's actions. If required, respective country policies need to be reviewed and revised for the promotion of private sector involvement in the transportation projects. To overcome the financial constraint, the private organizations and industries need to be mobilized to sponsor or assist in cash or kind for the implementation of transport actions.

- 'Special Fund Raising/Mobilizing Team' may be constituted within ASec to mobilize resources and raise funds for the implementation of the ASTP actions. The role of this team will be to mobilize resources by establishing linkages with industries and organization in AMSs. This team will also promote and encourage industries to sponsor or support in cash or kind for the implementation of at least national projects/programmes related to ASTP. In addition, the team will also be responsible for coordinating with dialogue partners, international agencies, financial institutions, donor agencies and others for financial mobilization.
- The need is to integrate the ongoing efforts of "Initiative for ASEAN Integration (IAI)" with ASTP actions. Under this framework, funds may be made available for the technical cooperation and implementation of ASTP actions. In consultation and coordination with AMSs, the ASec plays a major role in facilitating and directing IAI funds to AMSs that are financially struggling or finding difficult to implement the ASTP actions from their own resources. Such arrangements will provide a well-established regional platform to help and enhance the capacity of national government to implement ASTP actions.
- Similar to arrangements in other sectors (e.g., ASEAN ICT Fund, ASEAN Energy Endowment Fund), it is suggested to constitute an "ASEAN Transport Fund" to be administered by ASec for the purpose of assisting the implementation of priority regional actions. In addition, efforts may be initiated by AMS as well as by ASec to explore and further raise funds from Dialogue Partners and other International organisations.

7.4.4 ENGAGEMENT WITH STAKEHOLDERS, INCLUDING THE PRIVATE SECTOR AND RESEARCH INSTITUTIONS

1) Enhance linkages with academic/research institutions

- It is important to enhance the linkages between ASec, the AMS and academic and research institutions (in host AMS or neighbouring countries). The ASEAN University Network may be utilized to assist the AMS in the implementation of ASTP actions. An Institute/University may also be assigned to handle data management of few selected actions.
- In addition, linkages should also be established with academic and research institutions in Dialogue Partner countries. Special technical support may also be sought from these institutions. In addition, these institutions may also be invited to share best practices related to transport development.

2) Synchronizing ASTP with ongoing or planned initiatives and programmes /projects

It is essential to synchronize and align the ASTP activities with the other ongoing initiatives, projects and programmes at regional and national level. This will help reduce resource constraints in implementation. For example, the Greater Mekong Sub region (GMS) is implementing many transport related projects and many of the actions/measures as proposed in ASTP will overlap with the projects/programmes in GMS. Two other examples are the GMS programmes supported by ADB on railway development and facilitation of cross-border traffic and passenger travel. Efforts need to be initiated to synchronize and align with such projects/programmes in the region to provide benefits in terms of cost reduction, time savings and synergy.

7.4.5 STRENGTHENING THE ASEAN SECRETARIAT TO MONITOR AND FACILITATE THE IMPLEMENTATION OF TRANSPORT COOPERATION

Considering the issues discussed in the earlier sections, it is of prime importance to strengthen the capacity of ASec to efficiently support the implementation of the ASTP, in terms of human and financial resources. The mandate of ASec in respect of supporting ASEAN transport cooperation includes: (i) providing strategic policy and technical advice and recommendations on sectoral activities; (ii) facilitating technical discussions and negotiations among Member States; (iii) developing, implementing and evaluating programmes in support of sectoral activities; (iv) monitoring progress against the ASTP and the AEC Blueprint; (v) managing, coordinating and assisting in project implementation by providing technical guidance and inputs into projects; (vi) assisting in resource mobilisation for project activities; (vii) monitoring and following-up on compliance with agreements; (viii) liaising with a wide range of international organisations and with Dialogue Partners; (ix) providing technical and advisory support to related ASEAN transport entities; and (x) servicing meetings of ASEAN transport bodies.

Clearly, the breadth of such mandate will require sufficient resources and significant effort to strengthen ASec. The following are some of the recommendations to implement this:

- Enhance the human resource capacity through the recruitment of competent professionals and personnel;
- Provide appropriate technical training to strengthen its advisory and analytical capability; and,

Provide adequate financial support to manage the coordination and monitoring of ASTP actions.

The Figure 7.4.1 highlights the schematic flow of activities and suggested coordination and implementation mechanism for ASec.

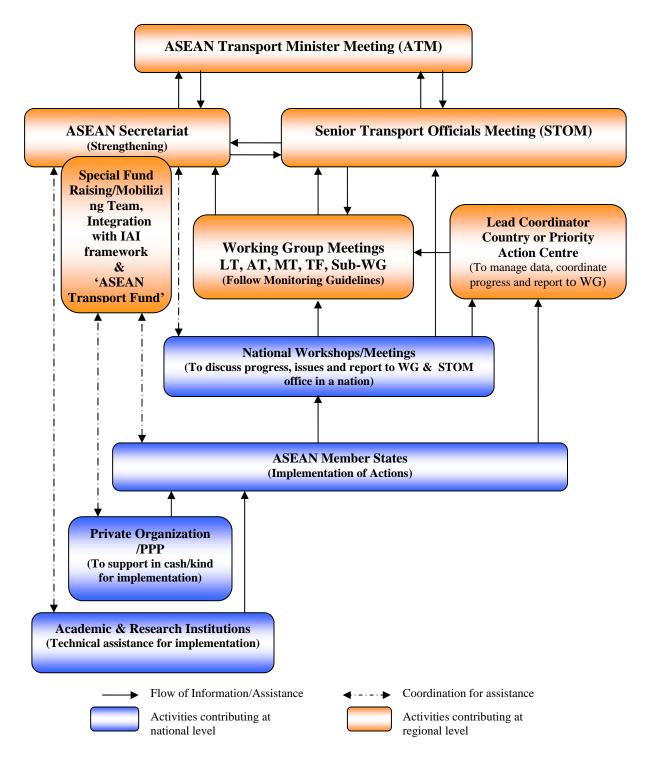


Figure 7-4-1 Proposed Implementation & Monitoring Mechanism for ASEAN Secretariat

7.5 SUMMARY

The general review of the current (ATAP actions) implementation and monitoring mechanism of transport related actions highlighted certain issues that were hindering the implementation and review process. The major among them are the absence of uniform reporting system, the financial constraint to implement the projects/programmes, weak reporting link between the ASec and AMSs and the limited involvement of national academic and research institutions.

To overcome these hurdles and to improve the monitoring and implementation mechanism, it is suggested to improve the reporting and monitoring mechanism at working group meetings by adopting a uniform reporting format for the purpose of progress reporting by AMS. In addition, for better understanding of issues and progress, it is suggested to organize national workshops/meetings in AMSs. This will provide an ideal platform to discuss the related issues in detail and later reporting the outcome to STOM office and WG meetings for further decision and actions. It has also been observed that the priority projects that involve lot of data and subprojects were not very well documented and monitored. It is thus suggested to establish "Priority Centres" or at least nominate "Lead Country Coordinators" for such priority actions/projects to coordinate and manage huge related data with AMSs.

To assist the Member States that are struggling to implement the projects due to technical or any other reasons other than financial and political reasons, it is suggested to enhance and establish the linkages with academic and research institutions. Such institutions during implementation can assist in overcoming the difficulties arising due to technical and other issues. In addition, with an objective of better output and optimum utilization of resources and efforts, it is suggested to synchronize the ASTP actions with other ongoing initiatives in ASEAN especially in Greater Mekong Subregion.

To overcome the financial constraints, which has been a major issue for slow implementation of actions during ATAP, it is suggested to further strengthen ASec by constituting a "Special Fund Raising Team" within ASec and integrating the "Initiative for ASEAN Integration (IAI)" framework with ASTP. In addition, learning from the example from other sectors like ICT, Energy and others, it is suggested to constitute a "ASEAN Transport Fund" in contribution from AMSs and others. With such institutional arrangements in place, it will facilitate ASec in facilitating and directing the funds to the financially struggling nations to implement the ASTP actions. In addition, the fund raising team will need to mobilize resources by establishing linkages with industries, organizations, donor agencies and financial institutions to ensure that actions are implemented within the ASTP time-frame.

Considering the emerging challenges and demands, it is suggested to expand the mandate of Transport Facilitation Working Group (TFWG). The actions such as 'To establish multimodal transport system' that will be integrating the other three modes of transport i.e. land, air and maritime transport need to be coordinated and monitored by TFWG.

To ensure that ASTP actions will be implemented smoothly and the actions will be accomplished within the specified time-frame, it is deemed necessary to further strengthen the ASec especially in terms of human and financial resources. It is suggested to strengthen ASec through further financial support, enhancing human resource capacity, constitution of special team within ASec for resource mobilization, integration of IAI framework and constitution of an 'ASEAN Transport Fund' for the implementation of ASTP actions.