Project Number: 52123-001

Knowledge and Support Technical Assistance (KSTA)

September 2018

Implementing Trade Facilitation Initiatives under the South Asia Subregional Economic Cooperation Program

This document is being disclosed to the public in accordance with ADB's Public Communication Policy 2011.

Asian Development Bank

ABBREVIATIONS

ADB – Asian Development Bank

ECTS – electronic cargo tracking system

MVA – Motor Vehicle Agreement

SASEC – South Asia Subregional Economic Cooperation

SPS – sanitary and phytosanitary
TA – technical assistance
TBT – technical barriers to trade

WTO TFA – World Trade Organization Trade Facilitation Agreement

NOTE

In this report, "\$" refers to United States dollars.

Vice-President	Wencai Zhang, Operations 1	
Director General	Hun Kim, South Asia Department (SARD)	
Director	Ronald Antonio Butiong, South Asia Regional Cooperation and	
	Operations Coordination Division, SARD	
Team leader	Rosalind McKenzie, Senior Regional Cooperation Specialist, SARD	
Team members		
	Ana Benoza, Senior Operations Assistant, SARD	
	Aileen Pangilinan, Senior Regional Cooperation Officer, SARD	

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KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE

		LEDGE AND SUPPORT TECHN	OAL ASSISTANC		
1.	Basic Data			Project Number: 52	2123-001
	Project Name	Implementing Trade Facilitation Initiatives under the South Asia Subregional Economic Cooperation Program	Department/Division	n SARD/SARC	
	Nature of Activity Modality	Capacity Development Regular	Executing Agency	Asian Development E	Bank
	Country	BAN, BHU, IND, MLD, MYA, NEP, SRI			
2.	Sector	Subsector(s)		ADB Financing (\$	
1	Industry and trade	Industry and trade sector development			0.25
		Trade and services			0.25
				Total	0.50
2	Ctratagia Aganda	Cubaamnananta	Climata Changa Infe	armatian	
ა.	Strategic Agenda Inclusive economic	Subcomponents Pillar 1: Economic opportunities,	Climate Change Info Climate Change impa		Low
	growth (IEG)	including jobs, created and expanded		act of the Froject	LOW
	Regional integration	Pillar 1: Cross-border infrastructure			
	(RCI)	Pillar 2: Trade and investment			
	(****)				
4.	Drivers of Change	Components	Gender Equity and I		
	Governance and capacity development (GCD) Knowledge solutions (KNS)	Institutional development Knowledge sharing activities	No gender elements	(NGE)	1
_	,				
5.	Poverty and SDG Targ Geographic Targeting		Location Impact		
	Household Targeting	No No	Regional		High
	SDG Targeting	Yes			
	SDG Goals	SDG8, SDG10			
_					
6.	Risk Categorization	Low			
7.	Safeguard Categoriza	tion Safeguard Policy Statement does	not apply		
8.	Financing				
	Modality and Sources			Amount (\$ million)	
	ADB				0.50
		oort technical assistance: Technical Assis	stance		0.50
	Special Fund				
	Cofinancing				0.00
	None				0.00
	Counterpart				0.00
	None				0.00
	Total				0.50
			•		

I. INTRODUCTION

- 1. The regional knowledge and support technical assistance (TA) will support continued trade facilitation activities for the seven participating countries of the South Asia Subregional Economic Cooperation (SASEC) program,¹ focusing on modernizing and harmonizing customs, strengthening standards and conformity assessment, facilitating cross-border transport, and building institutional capacity. The TA will provide studies and analytical work needed to bring trade facilitation initiatives closer to implementation and ensure effective knowledge sharing and capacity development of SASEC trade-related agencies.
- 2. The TA is fully aligned with key strategic priorities laid out in the SASEC Operational Plan 2016–2025, approved in June 2016, and the SASEC Trade Facilitation Strategic Framework 2014–2018, approved in March 2014.² The governments asked the SASEC secretariat to continue support for trade facilitation initiatives and activities at the sixth SASEC customs subgroup meeting in June 2017 in Thimphu, Bhutan; at the SASEC workshop on sanitary–phytosanitary (SPS) and technical barriers to trade (TBT) national and regional diagnostic studies held 11–13 April 2018 in New Delhi, India; and at the meeting of SASEC nodal officials and working groups held in March 2018 in Singapore.³

II. ISSUES

3. The SASEC program recognizes that transport and trade facilitation are crucial for regional economic integration and competitiveness. The subregion is one of the least-integrated regions in the world for trade,4 and studies have shown that inefficient, unpredictable, and opaque customs procedures are among the primary nontariff barriers in developing countries-contributing to high trade costs, poor business climate, and inability to integrate into global value chains. 5 By allowing goods and services to be traded on time and with low transaction costs, trade facilitation could provide greater outsourcing potential for cost competitiveness, increase participation by South Asian business and trade in regional and global value chains, and enhance SASEC countries' competitiveness. However, trade facilitation in South Asia faces major bottlenecks, including cumbersome customs procedures, inadequate trade- and border-related infrastructure, weak capacity to implement standards and technical regulations, and inadequate cross-border transport arrangements.⁶ In line with efforts to improve their economies' competitiveness and ease of doing business, government agencies related to trade facilitation in the seven participating SASEC countries recognize the value of working together under the SASEC framework to jointly address the key bottlenecks to cross-border trade.

The SASEC program brings together Bangladesh, Bhutan, India, Maldives, Myanmar, Nepal, and Sri Lanka in a project-based partnership to promote regional prosperity, improve economic opportunities, and build a better quality of life for the people of the subregion. The SASEC program started in 2001 with Bangladesh, Bhutan, India, and Nepal as participating countries. Maldives and Sri Lanka joined in 2014 and Myanmar in 2017. The Asian Development Bank (ADB) serves as main financier and secretariat.

² ADB. 2016. South Asia Subregional Economic Cooperation Program (SASEC) Operational Plan, 2016–2025. Manila; and ADB. 2014. SASEC Trade Facilitation Strategic Framework 2014–2 018. Manila.

³ The TA first appeared in the business opportunities section of ADB's website on 15 August 2018.

⁴ ADB. 2017. Asian Economic Integration Report 2017: The Era of Financial Interconnectedness. Manila.

World Trade Organization (WTO). 2016. Trade costs and inclusive growth: Case studies presented by WTO chair-holders. Geneva; International Trade Centre. 2016. SME Competitiveness Outlook: Meeting the standard for trade. Geneva; and WTO. 2016. World Trade Report 2016: Levelling the trading field for SMEs. Geneva.

⁶ The SASEC Strategic Framework on Trade Facilitation, 2014–2018, which has been incorporated in the SASEC Operational Plan, 2016–2025, defines the strategic thrusts and operational priorities to overcome these obstacles.

- 4. Since 2012, the Asian Development Bank (ADB) has helped SASEC countries address these bottlenecks to effective trade through technical and financial assistance for Bangladesh, Bhutan, and Nepal to accede to the World Customs Organization Revised Kyoto Convention, formulate the required legal and regulatory reforms, and develop automated customs systems.⁷ In these efforts to enhance customs modernization and reform, ADB has shared knowledge and expertise in risk management and audit-based controls, advance rulings, coordinated interventions among border agencies, and optimizing automation. ADB is helping Maldives to develop a national single window system to link border agencies' processes through automation and assisting Nepal in modernizing customs procedures to comply with the provisions of the World Trade Organization Trade Facilitation Agreement (WTO TFA). In partnership with relevant international agencies, including the World Customs Organization, the Korea Customs Service. and India's National Academy of Customs and Indirect Taxes, ADB is helping build capacity regionally in customs, including international standards and best practice, based on SASEC countries' priority needs. While significant policy actions in customs reform have been initiated, implementation frameworks and systems are still evolving at different stages in the SASEC countries and require practical, grounded steps to become fully operational. Constraints include insufficient use of automated customs systems, lack of capacity in customs and other border agencies, and the inherent complexity of introducing and managing change.
- The lack of effective compliance with SPS and technical standards is another major bottleneck to trade in South Asia. Technical regulations, standards, and conformity assessment procedures vary among SASEC countries; this variation is compounded by the lack of a harmonized approach to applying standards and conformity assessment procedures to ensure compliance. Without harmonized approaches, the development and use of mutual recognition agreements is severely impaired. In 2016, following a series of national consultations and workshops, ADB initiated national diagnostic studies on SPS and TBT that identified SPS- and TBT-sensitive products and commodities; legislative and institutional arrangements, capacities, and constraints; and specific SPS- and TBT-related nontariff measures. The studies also provided recommendations to address these issues. Based on the findings of the national diagnostic studies and in consultation with SASEC SPS- and TBT-related officials, a regional diagnostic study is underway to identify the common challenges and possible collaborative actions among SASEC countries. Moving this initiative forward will require upgrading quality standards, identifying requisite laboratory equipment and instruments, and enhancing the capacity of border agencies involved in SPS and TBT implementation. The availability to traders of transparent upto-date information on SPS and TBT measures at both national and regional levels will also be crucial in effectively reducing the application of nontariff measures.
- 6. To fully achieve the subregion's trade potential, SASEC countries recognize that customs modernization efforts should be accompanied by measures to expedite the movement of cargo, vehicles, and passengers within SASEC. In June 2015, Bangladesh, Bhutan, India, and Nepal signed the Motor Vehicle Agreement (MVA), which provides a subregional framework on cross-border traffic arrangements. Negotiations on the MVA protocols are making steady progress among countries that have ratified the MVA.8 In parallel, ADB has conducted feasibility studies

ADB approved the SASEC Trade Facilitation Program in November 2012 and provided a combination of loans and grants totaling \$48 million to Bangladesh, Bhutan, and Nepal. (ADB. 2012. Report and Recommendation of the President to the Board of Directors: Proposed Policy-Based Loans and Grants: South Asia Subregional Economic Cooperation Trade Facilitation Program. Manila.) ADB approved a follow-on loan to Nepal in November 2017. (ADB. 2017. Report and Recommendation of the President to the Board of Directors: Proposed Policy-Based Loan to Nepal for the South Asia Subregional Economic Cooperation Customs Reform and Modernization for Trade Facilitation Program. Manila.)

⁸ Bangladesh, India, and Nepal have ratified the Bangladesh, Bhutan, India, and Nepal MVA.

on applying electronic cargo tracking systems (ECTS) under the SASEC framework, together with successful trial runs on Bhutan–India and India–Nepal routes, including off-border clearances in India. The studies and trial runs have confirmed the viability of using ECTS in the subregion, as well as its benefits in reducing time and costs for trade and improving regulatory control. Encouraged by these results, the SASEC countries have requested more trial runs and an expansion of ECTS initiatives in other SASEC countries.

- 7. To optimize sustainable benefits, reform and modernization of trade procedures should be linked to investments in transport infrastructure, information and communication technologies, and broader trade-supporting services. Trade-related border infrastructure in SASEC suffers from inadequate facilities for warehousing, parking, and storage. Access roads and last-mile approaches to border crossings are absent or need rehabilitation to facilitate access to customs control zones. Improving cross-border facilities in the SASEC countries would include enhanced access to e-commerce facilities and more efficient cargo handling and logistics services at the ports.
- 8. Recognizing the governments' strong commitment to trade facilitation, ADB should provide continuing support to sustain, deepen, and expand ongoing customs reform processes. Moreover, the conclusion in December 2013 of the groundbreaking WTO TFA has made trade facilitation a binding global commitment and opened up new opportunities for ADB and other development partners to respond to developing member countries' need for technical and financial support to meet their commitments under the WTO TFA. A survey conducted in 2017 by the ADB SASEC secretariat identified areas where SASEC countries require capacity building and TA to meet their commitments under the WTO TFA. These include advance rulings, national single window, post-clearance audit, and establishment and publication of average release times. ¹⁰

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

9. The TA is aligned with the following impact: international trade and transport for SASEC countries made faster, cheaper, and more predictable, while maintaining the security of the supply chain and promoting the effectiveness and efficiency of the institutions involved. The TA will support the momentum and effective realization of SASEC countries' trade facilitation initiatives, thereby further promoting closer economic cooperation among them, as well as between South Asia, and Southeast and East Asia. The TA will have the following outcome: trade facilitation measures to address key bottlenecks adopted by SASEC countries.¹¹

B. Outputs, Methods, and Activities

10. Output 1: Implementation frameworks, blueprints, and road maps in modern customs administration completed. The TA will support SASEC customs administrations by facilitating the sharing of knowledge, experience, and expertise to help apply modern customs procedures and develop necessary capacities to implement the provisions of the WTO TFA. The

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⁹ ADB. 2017. Program Completion Report: Bangladesh, Bhutan, Nepal: South Asia Subregional Economic Cooperation (SASEC) Trade Facilitation Program. Manila. The report recommended a follow-up program to maintain a high degree of continuity of ADB support to Bangladesh, Bhutan, and Nepal.

¹⁰ These areas are marked as needing capacity building assistance by at least four SASEC countries. These areas are included in categories B and C, as notified to the World Trade Organization.

¹¹ The design and monitoring framework is in Appendix 1.

TA will focus on areas where country-specific follow-on work is critical and will provide implementation frameworks, blueprints, and road maps in areas such as trusted traders or authorized economic operators' schemes, pre-arrival processing, advanced rulings, post-clearance audit, risk management, automation, and national single windows. ADB's value addition will hinge on earlier initiatives it has supported in these areas at the national level, and its sponsorship since 2013 of the SASEC customs subgroup as the regional platform to promote dialogue, knowledge sharing, and concerted action on customs reforms and modernization.

- 11. Output 2: Tools to enhance transparency of standards in sanitary and phytosanitary and technical barrier to trade developed. Building on the completed national diagnostic studies and the ongoing regional study, the TA will carry out a detailed inventory of SPS- and TBT-related infrastructure in priority locations in the SASEC subregion, including an assessment of quarantine, laboratory, testing, and metrology facilities and standard operating procedures. This will help the governments better understand critical gaps in soft and hard infrastructure and prioritize infrastructure investments accordingly. The TA will assist in building a database of SPS and TBT information and making it available to the trading community for enhanced transparency and predictability through mechanisms such as trade portals.
- 12. Output 3: Cross-border transport facilitation studies along key South Asia Subregional Economic Cooperation routes and border crossing points completed. The TA will support an analytical study of a broad spectrum of trade and transport issues, including concerns of regulatory authorities, along selected routes and border points. The issues could include customs, logistics, SPS and TBT measures, and facility improvement. The TA will also assist in a feasibility study on applying ECTS in India and Bangladesh to further develop SASEC transport facilitation arrangements. This study will benefit from trial runs previously conducted on India—Bhutan and India—Nepal routes.

C. Cost and Financing

13. The TA is estimated to cost \$500,000, which will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF 6).¹² The key expenditure items are in Appendix 2. A future increase in the TA amount is highly likely as new preparatory studies and analyses and knowledge-sharing opportunities are expected to be identified by the SASEC countries during national and subregional meetings.

D. Implementation Arrangements

14. ADB will administer the TA through the Regional Cooperation and Operations Coordination Division, South Asia Department. ADB will engage individual consultants for the implementation of TA activities. The implementation arrangements are summarized in the table.

Implementation Arrangements

Aspects	Arrangements		
Indicative implementation period	September 2018–August 2021		
Executing agency	Asian Development Bank (ADB)		
Implementing agencies	ADB's South Asia Department		
Consultants	To be selected and engaged by ADB		
	Individual: Individual selection	International expertise (27 person-months)	\$310,200

¹² The TA will use ADB's Technical Assistance Special Fund allocated to the South Asia Department.

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Aspects	Arrangements			
	Individual: Individual	National expertise	\$110,000	
	selection	(25 person-months)		
Procurement	To be procured by ADB as the executing agency			
	Shopping	Computers and small	\$1,000	
		office equipment		
Disbursement	TA resources will be disbursed following ADB's <i>Technical</i> Assistance Disbursement Handbook (2010, as amended from time			
	to time).			
Asset turnover or disposal	Equipment will either be turned over to the governments or			
arrangement upon technical	disposed as per national laws and/or regulations upon completion of			
assistance (TA) completion	the TA.			

Source: Asian Development Bank.

15. **Consulting services.** ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated staff instructions. Consultants will be recruited individually because (i) they will operate in different countries; (ii) the timing of engagement will differ between countries; (iii) consultants will work and generate outputs independently of one another; and (iv) consultant management will be performed by staff of the Regional Cooperation and Operations Coordination Division, South Asia Department.

IV. THE PRESIDENT'S DECISION

16. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$500,000 on a grant basis for Implementing Trade Facilitation Initiatives under the South Asia Subregional Economic Cooperation Program, and hereby reports this action to the Board.

¹³ Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 3).

¹⁴ Use of output-based (lump-sum) contracts for consulting services will be considered as appropriate.

DESIGN AND MONITORING FRAMEWORK

Impact the Technical Assistance is Aligned with

International trade and transport for SASEC countries made faster, cheaper, and more predictable, while maintaining the security of the supply chain and promoting the effectiveness and efficiency of the institutions involved.^a

involved. ^a			
	Performance Indicators with	Data Sources and	
Results Chain	Targets and Baselines	Reporting Mechanisms	Risks
Outcome Trade facilitation measures to address key bottlenecks adopted by SASEC countries	By 2021: a. Provision for pre-arrival processing to be incorporated in legislation drafted and submitted to relevant authorities by at least one additional SASEC country (2018 baseline: 0) b. Implementing guidelines for the initial implementation of a systems-based post-clearance audit issued by at least one additional SASEC country (2018 baseline: 0) c. Web-based national SPS and TBT database included in the trade portal or an equivalent national website of at least one SASEC country (2018 baseline: 0) d. Circular or instruction for the initial implementation of the ECTS along two SASEC routes or border crossing pairs issued by governments in at least two relevant SASEC countries (2018 baseline: 0)	a-d: Official government reports and publications and summaries of proceedings of the SASEC customs subgroup meetings	Delay in legislation approval constrains adoption of reforms Competing government priorities limit resources to implement trade facilitation reforms
Outputs 1. Implementation frameworks, blueprints, and road maps in modern customs administration completed	By 2021: 1a. Road map or implementation framework to establish Trusted Traders Program or Authorized Economic Operators Program completed in at least three SASEC countries. (2018 baseline: Trusted Traders Program implemented in India) 1b. Pre-arrival processing enabling requirements developed and tested by customs administrations in at least two SASEC countries (2018 baseline: Pre-arrival processing implemented in India)	1a-1e TA consultants' progress and completed reports in print and online in ADB, SASEC country, and other regional websites	Resistance to reforms by some vested groups

	Performance Indicators with	Data Sources and	
Results Chain	Targets and Baselines	Reporting Mechanisms	Risks
	1c. Risk management framework developed in at least five SASEC countries (2018 baseline: Risk management framework in place for India and Maldives)		
	1d. Systems-based post-clearance audit piloted by at least two SASEC countries (2018 baseline: Systems-based post clearance audit procedures implemented in India)		
	1e. Institutional framework for implementing an NSW developed for at least four SASEC countries (2018 baseline: Framework for implementing NSW in place for India and Maldives)		
2. Tools to enhance transparency of standards in SPS and TBT developed	2a. By 2019, inventory of SPS- and TBT-related infrastructure completed in at least three SASEC countries (2018 baseline: 0) 2b. By 2021, structure for a webbased national SPS and TBT database developed for at least three SASEC countries (2018	2a and 2b TA consultants' progress and completed reports in print and online in ADB, SASEC country, and other regional websites	
3. Cross-border transport facilitation studies along key SASEC routes and border crossing points completed	baseline: 0) 3a. By 2020, studies identifying border- and route-specific issues along two key SASEC routes or border pair completed (2018 baseline: 0) 3b. By 2021, feasibility study or modality on use of ECTS application for at least three SASEC border crossings completed (2018 baseline: Feasibility study for the use of ECTS along India—Bhutan corridor completed; b modality for the use of ECTS between India and Nepal	3a and 3b TA consultants' progress and completed reports in print and online in ADB, SASEC country, and other regional websites	

Key Activities with Milestones

- 1. Implementation frameworks, blueprints, and road maps in modern customs administration completed
- Prepare framework for the implementation of Trusted Traders Program or Authorized Economic Operators 1.1 Program (Q4 2018-Q4 2020).
- Develop pre-arrival processing enabling requirements (Q4 2018–Q4 2020). Develop risk management framework (Q3 2019–Q4 2021). 1.2

- 1.4 Prepare road map for implementing system-based post-clearance audit (Q2 2019–Q4 2020).
- 1.5 Prepare institutional framework for implementing NSW (Q3 2019–Q3 2021).

2. Tools to enhance transparency of standards in SPS and TBT developed

- 2.1 Prepare inventory study on SPS- and TBT-related infrastructure in SASEC region, identifying priority and time-phased investments (Q4 2018–Q2 2019).
- 2.2 Conduct study on design and development of national and regional SPS and TBT measures databases (Q2–Q3 2019).
- 2.3 Develop the structure for a small-scale national web-based database of SPS and TBT measures for SASEC countries (Q4 2019–Q4 2021).

3. Cross-border transport facilitation studies along key SASEC routes and border crossing points completed

- 3.1 Conduct analytical studies to identify issues faced by trade and transport sectors as well as concerns of regulatory authorities at selected SASEC routes and border points (Q3 2019–Q4 2021).
- 3.2 Prepare feasibility study on ECTS application in participating SASEC countries (Q4 2018–Q3 2019).
- 3.3 Conduct trial run of ECTS application in participating countries (Q3 2019–Q4 2020).
- 3.4 Formulate road maps to replicate successful ECTS application as potential project (Q3 2020–Q4 2021)
- 3.5 Organize awareness forums on customs and transport facilitation for public and private sectors (Q3 2020–Q4 2021).

Inputs

ADB: \$500,000

Assumptions for Partner Financing

Not applicable

ADB = Asian Development Bank, ECTS = electronic cargo tracking system, NSW = national single window, Q = quarter, SASEC = South Asia Subregional Economic Cooperation, SPS = sanitary and phytosanitary, TA = technical assistance, TBT = technical barriers to trade.

- ^a Defined by the project.
- ^b Along the Kolkata–Jaigaon–Phuentsholing route.
- c Along (i) Kolkata-Birgunj via Raxaul (road); (ii) Kolkata-Birgunj inland container depot via Raxaul (rail); (iii) Kolkata-Biratnagar via Jogbani; and (iv) Kolkata-Bhairahawa via Sonauli and vice versa.
 Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN

(\$'000)

Item	Amount
Asian Development Bank ^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	329.7
ii. National consultants	110.0
 b. Out-of-pocket expenditures 	
i. International and local travel	32.5
ii. Reports and communications	2.0
iii. Miscellaneous administration and support costs ^b	2.0
2. Goods (purchase) ^c	1.0
3. Training, seminars, workshops, forum, and conferences	
a. Venue rental and related facilities	4.0
b. Participants	7.0
c. Representation ^c	0.5
4. Contingencies	11.3
Total	500.0

Note: The technical assistance is estimated to cost \$500,000, of which contributions from the Asian Development Bank (ADB) are presented in the table above.

Source: Asian Development Bank estimates.

^a Financed by ADB's Technical Assistance Special Fund (TASF 6).

b Includes printing of publications and reports.

^c Goods to be purchased will consist of computers and small office equipment. These will either be turned over to the governments or disposed as per national laws and/or regulations upon completion of the technical assistance.

^d Administered by ADB. Includes entertainment expenses such as alcoholic beverages and other expenses relevant to holding meetings.

LIST OF LINKED DOCUMENTS
http://www.adb.org/Documents/LinkedDocs/?id=52123-001-TAReport

1. Terms of Reference for Consultants