

Technical Assistance Report

PUBLIC

Project Number: 55336-001 Knowledge and Support Technical Assistance (KSTA) February 2022

India: Supporting New Infrastructure Development through Public–Private Partnerships and Implementation Monitoring of National Infrastructure Pipeline

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Asian Development Bank

CURRENCY EQUIVALENTS

(As of 8 December 2021)

Currency unit	_	Indian rupee/s (₹)
₹1.00	=	\$0.013
\$1.00	=	₹75.41

ABBREVIATIONS

ADB	_	Asian Development Bank
NIP	_	National Infrastructure Pipeline
NMP	_	National Monetization Pipeline
PPP	_	public-private partnership
TA	_	technical assistance

NOTES

- (i) The fiscal year (FY) of the Government of India ends on 31 March. "FY" before a calendar year denotes the year in which the fiscal year ends, e.g., FY2022 ends on 31 March 2022.
- (ii) In this report, "\$" refers to United States dollars.

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KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE

		LEDGE AND SUPPORT TECHN	ICAL AS	DISTANCE A		
1.	Basic Data				Project Number:	55336-001
	Project Name Nature of Activity Modality	Supporting New Infrastructure Development through Public–Private Partnerships and Implementation Monitoring of National Infrastructure Pipeline Capacity Development Regular	Departme	nt/Division Agency	SARD/INRM Department of Ecor Ministry of Finance	nomic Affairs,
	Country	India				
2.	Sector	Subsector(s)			ADB Financing	(\$ million)
1	Health Education Energy Transport Water and other urban infrastructure and services	Health care finance Education sector development Tertiary Renewable energy generation - biomas Transport policies and institutional deve Urban public transport Urban sewerage			·	0.30 0.15 0.05 0.25 0.25 0.25 0.25
	36111663				Total	1.50
3.	Operational Priorities		Climate C	hange Informati	ion	
1		poverty and reducing inequalities		ictions (tons per		0.000
1	Accelerating progress i			ange impact on		Low
1	Making cities more liva					
1		nce and institutional capacity	ADB Finar	•		0.00
1	Strengthening governa	nce and institutional capacity	Adaptation Mitigation (0.00 0.00
			Cofinanci Adaptation Mitigation ((\$ million)		0.00 0.00
	Sustainable Developm	nent Goals		quity and Mains		
	SDG 1.b		Some gene	der elements (SC	GE)	1
	SDG 3.c		D			
	SDG 4.a SDG 5.5		Poverty Ta		a) (ort)	
	SDG 5.5 SDG 7.2		General II	ntervention on Po	overty	-
	SDG 10.3 SDG 11.2, 11.6					
4.	Risk Categorization	Low				
5.	Safeguard Categoriza	tion Safeguard Policy Statement does	not apply			
6.	Financing					
	Modality and Sources			A	mount (\$ million)	
	ADB					1.50
		port technical assistance: Technical Assistance	stance			1.50
	Special Fund					
	Cofinancing					0.00
	None					0.00
	Counterpart					0.00
	None					0.00
	Total			I		1.50
	Currency of ADB Finar	ncing: US Dollar				

I. INTRODUCTION

1. The knowledge and support technical assistance (TA) for Supporting New Infrastructure Development through Public–Private Partnerships and Implementation Monitoring of National Infrastructure Pipeline will support policy and institutional advisory and capacity building in agencies responsible for infrastructure planning, infrastructure financing, implementation, monitoring, and evaluation of infrastructure programs through the Government of India's flagship National Infrastructure Pipeline (NIP) and National Monetization Pipeline (NMP) schemes.¹ The TA will also support ministries, departments, and agencies in the planning and structuring of new infrastructure projects through the public–private partnership (PPP) modality.

2. The TA is aligned with the country partnership strategy for India, 2018–2022 of the Asian Development Bank (ADB).² It supports the government in facilitating private participation in infrastructure investments by (i) boosting capacity to explore innovative financing and operational models, and (ii) supporting the development of systems for bolstering PPP operations. The TA is also consistent with operational priority 1 (addressing remaining poverty and reducing inequalities), operational priority 2 (accelerating progress in gender equity), operational priority 4 (making cities more livable) and operational priority 6 (strengthening governance and institutional capacity) of ADB's Strategy 2030 by providing knowledge and capacity building support.³

II. ISSUES

3. India's economic growth is projected to rapidly rebound to 9.5% in fiscal year (FY) 2021 and 8.5% in FY2022.⁴ Sustaining growth and making it inclusive across all segments of society will require massive infrastructure investments not only to bridge the infrastructure deficit but also to spur further economic activities. Realizing the importance of infrastructure development, the government announced a \$1.9 trillion investment for new infrastructure projects across 7 sectors⁵ and 35 subsectors during FY2019–FY2025 as part of the NIP initiative.⁶ ADB's knowledge-based support⁷ was instrumental in formulating the challenging and ambitious NIP program that seeks to increase the government's annual infrastructure outlay from 4% to 10% of gross domestic product and continue on an escalated trajectory until 2030. With increasing fiscal stress, the government is seeking increased private sector investments to bridge the infrastructure deficit.

¹ The TA first appeared in the business opportunities section of the Asian Development Bank (ADB) website on 6 January 2022.

² In particular, the TA is in line with the country partnership strategy's pillar 1 (boosting economic competitiveness by expanding infrastructure networks for transport and energy) and pillar 2 (providing inclusive access to infrastructure networks and social services by improving the infrastructure bottlenecks in lagging regions). ADB. 2017. <u>Country Partnership Strategy: India, 2018–2022</u>—Accelerating Inclusive Economic Transformation. Manila.

³ ADB. 2018. <u>Strategy 2030: Achieving a Prosperous, Inclusive, Resilient, and Sustainable Asia and the Pacific.</u> Manila.

⁴ International Monetary Fund. 2021. <u>World Economic Outlook, October 2021: Recovery during a Pandemic—Health</u> <u>Concerns, Supply Disruptions, and Price Pressures</u>. Washington, DC.

⁵ The seven sectors (and their share of total investments) included in the NIP program are (i) transport (40.6%), (ii) logistics (2.6%), (iii) energy (24.5%), (iv) water and sanitation (14.6%), (v) communication (0.8%), (vi) social infrastructure (12.6%), and (vii) commercial infrastructure (4.1%).

⁶ Government of India, Ministry of Commerce and Industry, Department for Promotion of Industry and Internal Trade. India Investment Grid, National Infrastructure Pipeline.

⁷ ADB. 2018. <u>Technical Assistance to India for Strategic Interventions for Economic Transformation—Strengthening Knowledge for Enhancing Development Outcomes</u>. Manila. Through this TA project, ADB supported the NIP task force in project identification, stakeholder consultations, development of NIP governance frameworks, and finalization of monitoring mechanisms.

4. The \$81 billion NMP⁸ is one of the flagship initiatives launched by the government for attracting private investments in managing brownfield public infrastructure projects. Under this 4-year program, the government intends to tap revenues and increase operational efficiency of public assets across sectors. A range of monetization⁹ options, including PPPs, real estate investment trusts,¹⁰ and infrastructure investment trusts,¹¹ could be used by the government, depending on the characteristics of the assets and operational requirements. Structuring of the appropriate monetization options, having a balanced risk profile, and effective implementation are key challenges that need to be addressed to meet the government's objective of increased private sector participation in infrastructure development.

5. India attracted 22% of infrastructure outlay from private sector investments during the Tenth Five-Year Plan, 2002–2007 and 37% during the Eleventh Five-Year Plan, 2007–2012. However, private sector investments decreased to 30% during 2013–2019. The issue of declining private investments is further aggravated by emerging challenges leading to new investment demands. For example, with growing urbanization and increased awareness on the impacts of climate change, there has been high demand for municipal, health, education, and climate adaptation projects. To bridge the infrastructure deficit and meet the emerging infrastructure requirements, increasing private investments through sector-specific strategies for promoting PPPs and de-risking investments by establishing novel rating mechanisms, ¹² including for greenfield infrastructure projects, are crucial. With controlled tariffs for water, electricity, and sanitation services, additional government support is equally critical for attracting PPPs in untapped sectors like urban, health, education, and agri-infrastructure.

6. Existing PPP investments are also markedly limited to a few sectors and states. A 2015 review of the progress of infrastructure PPPs in India revealed that the practice of adopting a one size fits all approach using predefined concession agreements without adequate due diligence undermines appropriate risk allocation among key stakeholders, thereby hindering private sector investments through PPPs.¹³ Developing large-scale infrastructure PPP projects requires a tailormade approach backed by strong sector expertise and adequate due diligence to ensure the success of contracts. Lack of requisite expertise leads to poorly structured PPP investments and failure of projects, which decreases interest in new PPP projects. Ensuring the success of PPP projects through strong support at the project appraisal stage is thus pivotal for ensuring longterm private sector engagement in the government's infrastructure development programs. Upstream knowledge support and capacity building programs for various agencies at the central and state levels are crucial to institutionalize the necessary expertise for developing PPP alternatives suited to meet the government's development objectives.¹⁴ Enhancing the capacity to plan for climate- and disaster-resilient infrastructure assets from an early stage and undertaking adequate due diligence are critical to ensure that risks are identified and properly allocated among

⁸ Government of India, National Institution for Transforming India Aayog. <u>National Monetisation Pipeline</u>.

⁹ In the proposed monetization scheme, the government intends to transfer revenue rights to investors for a specific period in return for up-front money.

¹⁰ A real estate investment trust is a company that owns, operates, or finances income-producing real estate.

¹¹ An infrastructure investment trust is a company registered with the market regulator that owns, operates, and manages operational infrastructure.

¹² While established ratings mechanisms exist for attracting investments through the bond market, the lack of robust frameworks and rating mechanisms for assessing risks associated with greenfield infrastructure projects is a bottleneck for attracting new direct investments for infrastructure development.

¹³ Government of India, Ministry of Finance, Department of Economic Affairs. 2015. <u>Report of the Committee on Revisiting and Revitalising Public Private Partnership Model of Infrastructure</u>. New Delhi. Recommendations include additional support to project-sponsoring agencies and developing a more rigorous project screening process.

¹⁴ ADB. 2021. <u>Technical Assistance Completion Report: Preparing the Public–Private Partnerships Pilot Projects</u> <u>Initiative (Mainstreaming Public–Private Partnerships) in India</u>. Manila.

the public and private stakeholders. Identifying early-stage risks and appropriate allocation of identified risks can significantly increase the value for money for municipal and social PPPs.

7. While promoting private investments through PPPs for infrastructure development is critical, it is also equally important to ensure judicious and effective utilization of limited public resources. As noted in a recent government survey, 479 public infrastructure projects (with each sampled project cost estimate exceeding \$20 million)¹⁵ under implementation have witnessed cumulative cost overruns of \$59.45 billion,¹⁶ broadly on account of poor planning and financial structuring, ineffective design, and improper project governance systems. The current challenge is centered around capacity, institutional mechanism for effective monitoring, early identification of operational issues delaying projects, and timely resolution of issues identified. To address these challenges, government implementation monitoring systems through the Pro-Active Governance and Timely Implementation platform¹⁷ as well as ministerial and state-level reviews need to be further strengthened and integrated. This can be achieved with the support of sector experts, digital program governance systems through real-time updates, project-specific issues across different stakeholders.

8. The TA will thus support the government's NIP and NMP initiatives by advising on knowledge-based solutions. Project monitoring advice through sector experts and data analytics-backed project monitoring tools will be provided to aid the implementation of the NIP program. Knowledge-based support will be extended for effective monetization of assets to meet the government's overall development objective under the NMP program. The TA will also focus on building capacity for undertaking rigorous due diligence necessary for developing new infrastructure projects through PPPs. Expertise will be extended for designing novel PPP alternatives across sectors and states. New PPP models in untapped sectors will be encouraged through the TA.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

9. The TA is aligned with the following impact: equitable access to infrastructure accelerated and achieved (footnote 6). The TA will have the following outcome: private sector investments in infrastructure expanded and accelerated.¹⁸

B. Outputs, Methods, and Activities

10. **Output 1: Effective implementation of the National Infrastructure Pipeline and the National Monetization Pipeline programs supported.** This output will support the government's efforts in implementing the NIP and NMP programs. Specifically, the TA will assist in establishing a program monitoring unit to monitor, support, and advise on the progress of the NIP program, including planning, preparation, and implementation, through (i) mobilization of project management and sector experts, and (ii) development of advanced data analytics-based real-time monitoring dashboards for faster redressal of project-specific issues. Further, the TA will facilitate infrastructure agencies to forge partnerships with private investors for monetization of

¹⁵ Projects selected for survey had a minimum threshold of estimated cost exceeding \$20 million.

¹⁶ Business Standard. 2021. 479 infrastructure projects show cost overruns worth Rs 4.4 trillion. 1 August.

¹⁷ Pro-Active Governance and Timely Implementation is the centralized project review platform of the Government of India.

¹⁸ The design and monitoring framework is in Appendix 1.

public assets through in-house and external experts under the NMP program. Sector experts will provide capacity building aid, advice, and technical support on (i) effective implementation of the NIP program, and (ii) structuring of asset monetization options across different sectors through a balanced risk approach between public and private entities.

11. **Output 2: Development and structuring of new public-private partnership investments enhanced.** The output will assist infrastructure and financing agencies in the strategic planning and preparation of road maps, and advise on appraisal and financial structuring of new types of PPP projects, including expanding PPP investments in nontraditional sectors such as municipal, health, education, climate change adaptation, and logistics. Specifically, the TA will (i) assist upstream strategic analyses to provide policy advice on sector PPP policy and institutional framework; (ii) advise on feasibility studies, including financial structuring of the selected PPP investments; (iii) develop comprehensive risk rating frameworks for infrastructure projects (greenfield and brownfield) for attracting new direct investments from the private sector; and (iv) support downstream capacity building of project implementing agencies, equity investors, and commercial banks to underwrite climate- and disaster-resilient PPPs and nontraditional PPPs for the promotion of resilient PPP investments in nontraditional sectors. The output will leverage ADB's knowledge, partnerships, and finance for pipeline development for nontraditional sectors.

C. Cost and Financing

12. The TA financing amount is \$1,500,000, which will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-other sources). The government will undertake designated counterpart activities that the TA will advise on, such as implementation planning of the NIP and NMP at the national, sector, and state levels; preparatory studies of PPP projects; and establishment and operation of NIP monitoring systems. The government will provide counterpart support in the form of counterpart staff, workshop venues, office and housing accommodation, office supplies, secretarial assistance, domestic transport, and other in-kind contributions.

D. Implementation Arrangements

13. The TA will be implemented over a period of 3 years, from February 2022 to February 2025. The executing agency of the TA will be the Department of Economic Affairs, Ministry of Finance, Government of India. ADB will administer the TA through the India Resident Mission. ADB will select, supervise, and evaluate consultants. All activities, including consultations, trainings, and workshops, will be organized in coordination with ADB's India Resident Mission. Implementation arrangements are summarized in the table.

Aspects		Arrangements	
Indicative	February 2022–February 2025		
implementation period			
Executing agency	Department of Economic Affairs, Ministry of Finance		
Implementing agencies	Line departments and agencies in state and central governments		
Consultants	To be selected and engaged by ADB		
	Firm: Quality- and	Project monitoring unit for National	\$800,000
	cost-based	Infrastructure Pipeline and National	
	selection (90:10) Monetization Pipeline implementation		
		(156 person-months, cumulative)	
	Expertise: project management, transport		
		and/or energy and/or urban and/or health	

Implementation Arrangements

Aspects	Arrangements			
		sector experts, data analytics and information and communication technology		
	Individual: Individual selection	International and/or national expertise (180 person-months, cumulative) Expertise: capacity development, asset monetization, public–private partnership project structuring, project finance and appraisal, public–private partnership techno-legal experts	\$700,000	
Disbursement		Disbursement of technical assistance resources will follow ADB's <i>Technical Assistance Disbursement Handbook</i> (2020, as amended from time to time).		

ADB = Asian Development Bank. Source: ADB.

14. **Consulting services.** ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated project administration instructions and/or staff instructions. The TA will engage a consulting firm as well as individual experts.¹⁹ Based on indicative activities, a total of 336 person-months of consulting services is estimated, including 180 person-months of international and/or national inputs by individual consultants and 156 person-months of national inputs by a consulting firm to tap into different sector, project management, information and communication technology, PPP, and project and financial appraisal expertise.

IV. THE PRESIDENT'S DECISION

15. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$1,500,000 on a grant basis to the Government of India for Supporting New Infrastructure Development through Public–Private Partnerships and Implementation Monitoring of National Infrastructure Pipeline, and hereby reports this action to the Board.

¹⁹ Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 3).

DESIGN AND MONITORING FRAMEWORK

Impact the TA is Aligned with Equitable access to infrastructure accelerated and achieved ^a				
Results Chain	Performance Indicators	Data Sources and Reporting Mechanisms	Risks and Critical Assumptions	
Outcome Private sector investments in infrastructure expanded and accelerated	By 2025: At least five projects or programs that demonstrate novel PPP investments in the sector and/or state endorsed for financing. (OP 6.1.2) (2021 baseline: Not applicable)	Government reports, ^b surveys, and review mission reports	R: Change in the priorities of the government may affect downstream support	
Outputs 1. Effective implementation of the National Infrastructure Pipeline and the National Mobilization Pipeline programs	By 2025: 1a. Project monitoring unit with advanced data analytics- based real time dashboard established (2021 baseline: Not applicable)	1a. Government websites, government reports on project and program monitoring, and published information	R: New COVID-19 outbreaks and reimposition of prolonged lockdowns	
supported	1b. At least 50 staff (of which 20% are female) from project executing and implementing agencies demonstrate enhanced knowledge on effective project implementation or modalities for effective asset monetization (OP 1.1.1; OP 2.3.1; OP 6.1.1) (2021 baseline: 0)	1b. User surveys and feedback		
	1c. At least five government agency partnerships with private entities as part of asset monetization supported (OP 6.1.2) (2021 baseline: 0)	1c. Government websites, government reports on project and program monitoring, and published information		
2. Development and structuring of new PPP investments enhanced	2a. At least three upstream analytical studies for supporting sector PPP policy frameworks developed (OP 4.2.1)	2a. Government websites, government reports, and published information	R: New legislation preventing private investments in select sectors	
	(2021 baseline: 0)2b. Due diligence and project appraisal support extended to at least five PPP projects that	2b. Government websites, government reports, and published information		

2d. At least three knowledge products incorporating relevant analytical studies and risk rating frameworks for enhancing private investments in infrastructure projects developed (2021 baseline: 0)and Asian Development Bank reports
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Key Activities with Milestones

1. Effective implementation of the National Infrastructure Pipeline and the National Mobilization Pipeline programs supported

- 1.1 Mobilize project monitoring and financial management experts with sector expertise in any of the following sectors: transport, urban, energy, social, and health (Q1 2022)
- 1.2 Conduct consultations and develop the project monitoring tool (Q1 2022)
- 1.3 Conduct early engagements with executing agencies, and consultations on private sector investment opportunities with key stakeholders (Q2 2022)
- 1.4 Review investment proposals for development of concept notes and feasibility studies (Q3–Q4 2022)
- 1.5 Finalize investment modalities for private partnerships (Q2 2023)
- 1.6 Submit final report to government stakeholders (Q2 2024)

2. Development and structuring of new PPP investments enhanced

- 2.1 Identify and touch base with key stakeholders and nodal agencies (Q4 2021)
- 2.2 Hold consultation meetings with potential project executing agencies across states (Q1 2022)
- 2.3 Undertake desk review and expert consultations on PPP projects being implemented by identified project executing agencies (Q1 2022)
- 2.4 Gather relevant data on identified and prospective infrastructure projects (Q1–Q2 2022)
- 2.5 Identify and mobilize PPP sector experts to carry out project due diligence and commence work on knowledge products for facilitating PPP investments (Q3 2022)
- 2.6 Conduct stakeholder consultations and submit reports (Q2 2023)
- 2.7 Organize training sessions or workshops for nominated staff from identified project executing agencies (Q3 2023)
- 2.8 Finalize the knowledge products along with recommendations and implementation modalities for the identified projects (Q4 2023)
- 2.9 Submit knowledge products to different stakeholders for review and finalization (Q2 2024)
- 2.10 Submit final report and publish knowledge products (Q4 2024)

Inputs

Asian Development Bank: \$1,500,000 Technical Assistance Special Fund (TASF-other sources) Note: The government will provide counterpart support in the form of counterpart staff, workshop venues, office and housing accommodation, office supplies, secretarial assistance, domestic transport, and other in-kind contributions.

COVID-19 = coronavirus disease, OP = operational priority, PPP = public-private partnership, Q = quarter, R = risk, TA = technical assistance.

- ^a Government of India, Ministry of Commerce and Industry, Department for Promotion of Industry and Internal Trade. <u>India</u> <u>Investment Grid, National Infrastructure Pipeline</u>.
- ^b These reports include annual reports of ministries and departments, budget documents, economic surveys, special departmental reports, and government website disclosures.
- ^c Stakeholder agencies include PPP project executing, implementing agencies, commercial banks, and equity investors. **Contribution to Strategy 2030 Operational Priorities:**

The expected values and methodological details for all OP indicators to which this TA will contribute results are detailed in Contribution to Strategy 2030 Operational Priorities (accessible from the list of linked documents in Appendix 3). 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	630.0
ii. National consultants	600.0
 b. Out-of-pocket expenditures 	
i. International and local travel	30.0
ii. Training, seminars, and conferences ^b	80.0
iii. Reports and communications ^c	40.0
iv. Miscellaneous administration and support costs ^d	20.0
2. Contingencies	100.0
Total	1,500.0

Note: The technical assistance is estimated to cost \$1,600,000, of which contributions from the Asian Development Bank are presented in the table. The government will provide counterpart support in the form of counterpart staff, workshop venues, office and housing accommodation, office supplies, secretarial assistance, domestic transport, and other in-kind contributions. The value of the government contribution is estimated to account for 6.25% of the total technical assistance cost.

^a Financed by the Asian Development Bank's Technical Assistance Special Fund (TASF-other sources).

^b Includes hiring of venues; resource persons; expenses related to travel and lodging of guests and speakers; and other expenses relating to training, seminars, workshops, forums, and conferences.

^c Includes cost of printing of reports, publications, and other knowledge material to be used during workshops and seminars. Wherever possible, electronic versions of reports and publications will be used, and printing will only be undertaken based on requests of state government counterparts.

^d Costs will cover requisite software licensing costs, including Office 365 licenses for individual consultants. Source: Asian Development Bank estimates.

LIST OF LINKED DOCUMENTS http://www.adb.org/Documents/LinkedDocs/?id=55336-001-TAReport

- 1. Terms of Reference for Consultants
- 2. Contribution to Strategy 2030 Operational Priorities