



Technical Assistance Report

PUBLIC

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Mongolia: Preparing the Infrastructure Development for Green and Resilient New Satellite City in the Khushig Valley Area

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 2 November 2022)

Currency unit	–	Togrog (MNT)
MNT1.00	=	\$0.00030
\$1.00	=	MNT3,388.49

ABBREVIATIONS

ADB	–	Asian Development Bank
MCUD	–	Ministry of Construction and Urban Development
PPP	–	public–private partnership
TA	–	technical assistance

NOTE

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

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CONTENTS

	Page
TRANSACTION TECHNICAL ASSISTANCE AT A GLANCE	
I. THE ENSUING PROJECT	1
II. THE TECHNICAL ASSISTANCE	1
A. Justification	1
B. Outputs and Activities	2
C. Cost and Financing	6
D. Implementation Arrangements	6
APPENDIXES	
1. Cost Estimates and Financing Plan	8
2. List of Linked Documents	9

TRANSACTION TECHNICAL ASSISTANCE AT A GLANCE

1. Basic Data		Project Number: 56298-002	
Project Name	Preparing the Infrastructure Development for Green and Resilient New Satellite City in the Khushig Valley Area	Department/Division	EARD/EASS
Nature of Activity Modality	Project Preparation Regular	Executing Agency	Ministry of Construction and Urban Development
Country	Mongolia		
2. Sector	Subsector(s)	ADB Financing (\$ million)	
✓ Water and other urban infrastructure and services	Other urban services		0.150
	Urban flood protection		0.500
	Urban policy, institutional and capacity development		0.560
	Urban sewerage		0.020
	Urban solid waste management		0.150
	Urban water supply		0.020
Energy	Energy utility services		0.150
Information and communication technology	ICT infrastructure		0.200
Transport	Urban roads and traffic management		0.150
		Total	1.900
3. Operational Priorities		Climate Change Information	
✓ OP1: Addressing remaining poverty and reducing inequalities		GHG Reductions (tons per annum)	0
✓ OP4: Making cities more livable		Climate Change impact on the Project	High
✓ OP7: Fostering regional cooperation and integration			
		ADB Financing	
		Adaptation (\$ million)	0.900
		Mitigation (\$ million)	0.000
		Cofinancing	
		Adaptation (\$ million)	0.000
		Mitigation (\$ million)	0.000
Sustainable Development Goals		Gender Equity and Mainstreaming	
SDG 5.1		Effective gender mainstreaming (EGM)	✓
SDG 6.1, 6.3			
SDG 9.c			
SDG 10.2		Poverty Targeting	
SDG 11.2, 11.7, 11.a, 11.b		Geographic Targeting	✓
SDG 12.2			
SDG 13.a			
4. Risk Categorization	Complex		
5. Safeguard Categorization	Safeguard Policy Statement does not apply		
6. Financing			
Modality and Sources		Amount (\$ million)	
ADB		1.900	
Transaction technical assistance: Climate Change Fund		0.900	
Transaction technical assistance: Technical Assistance Special Fund		1.000	
Cofinancing		0.000	
None		0.000	
Counterpart		0.000	
None		0.000	
Total		1.900	
Currency of ADB Financing: US Dollar			

I. THE ENSUING PROJECT

1. The Government of Mongolia has requested the Asian Development Bank (ADB) to provide lending support for the development of New Zuunmod and its neighboring city (collectively New Zuunmod area). The proposed project, Infrastructure Development for Green and Resilient New Satellite City in the Khushig Valley Area, will layout the foundation for phased urban development by developing road maps, implementation action plans, strategies and policies, and monitoring system; building prioritized infrastructure facilities in New Zuunmod for (i) comprehensive disaster risk management including flood and earthquake protection, (ii) integrated water management, (iii) circular waste management, (iv) heating system, and (v) urban roads; and improving institutional capacities and arrangements. Consideration of climate change, disasters, and gender equality will be mainstreamed throughout the urban development cycle via resilience planning and design, digital technologies, and low-carbon solutions. Innovative financing instruments such as tokenized government green bond, resilience bond, resilience impact bond and others will be explored to link the capital market with the resilient urban development in the project. Opportunities for public–private partnership (PPP) will be identified and assessed. Three outputs will be developed: (i) municipal infrastructure and urban services in the Khushig Valley area developed, (ii) climate-smart development and disaster-resilience systems in the Khushig Valley area developed, and (iii) institutional capacities and arrangements strengthened. These solutions will result in the following outcome: climate-smart, inclusive, resilient, and regionally connected satellite city developed. The investment project will be aligned with the following impact: livable, environmentally friendly, and people-centered city built in a regionally integrated transport corridor.

2. The total cost of the project is estimated at \$200.0 million. ADB financing from ordinary capital resources is expected to reach \$100.0 million (50.0%). Cofinancing from development partners is expected to reach \$45.0 million (22.5%). Cofinancing may be provided as loans or grants and may be parallel or joint. The government will finance \$50.0 million (25.0%) of the total cost, and at least \$5.0 million (2.5%) will be mobilized from the private sector and capital market.

II. THE TECHNICAL ASSISTANCE

A. Justification

3. The Khushig Valley area urban development follows the concept of aerotropolis,¹ where New Zuunmod and its surrounding areas are planned and developed in an integrated and coordinated way to efficiently connect suppliers, manufacturers, distributors, and people to customers, clients, and markets. It will be the first urban development of this kind in Mongolia and there is a large gap in knowledge and capacity for the Government of Mongolia to undertake this project. The transaction technical assistance (TA) will help the government prepare the project, which is a complex and multisector undertaking that requires full scale due diligence of the technical, economic, financial, social, resettlement, environmental, climate and disaster-resilience, and institutional aspects.²

¹ Aerotropolis brings together and reconciles (i) the business site and profitability objectives of firms making capital investments; (ii) airport and surface transportation objectives of ensuring maximal access to the airport and to local and distant business sites at lowest possible time and cost; and (iii) urban planning objectives of livability, environmental sustainability, and social vibrancy.

² The TA first appeared in the business opportunities section of ADB's website on 12 October 2022.

B. Outputs and Activities

4. Output 1: New Zuunmod and Khushig Valley urban development strategy and components identified.

- (i) **Assessment of New Zuunmod and Zuunmod master plans and development of relevant plans.** This will (a) assess the existing Zuunmod master plan, the revised New Zuunmod master plan, and the detailed area plan taking a participatory approach considering income level, gender, physical health conditions, and age; (b) develop the implementation action plan and road map for the New Zuunmod master plan, including recommendations on how to develop the Khushig Valley area in the aerotropolis of the Ulaanbaatar capital region surrounding Bogd Mountain, and maximize the role of logistic and tourism centers and other urban function sharing among the Ulaanbaatar metropolitan and other satellite cities; (c) review and improve area master plans in each zone in New Zuunmod; (d) conduct zoning and zoning code for New Zuunmod; (e) conduct tourism and logistics assessment; (f) develop selection and ranking criteria for future project components; and (g) develop an infrastructure plan and associated nonphysical investment.
- (ii) **Resilience planning.** This will (a) assess master plans from resilience perspective including adaptation and nonstructural measures related to preparedness and emergency response to extreme weather events preparedness; (b) collect data and undertake a high-resolution elevation mapping and seismic mapping on top of existing work done by the Ministry of Construction and Urban Development (MCUD); (c) assess climate and disaster risks in the region, including hazards, exposure, and vulnerability; and (d) provide recommendations on area planning.
- (iii) **Khushig Valley Comprehensive Plan development.** This will contribute to the development of the ongoing Khushig Valley Comprehensive Plan and associated implementation action plan. The plan should (a) identify the competitive advantage of cities in the Khushig Valley area, (b) ensure creation of a healthy development mode for the Khushig Valley area and the Ulaanbaatar, and (c) be coordinated with the upcoming Ulaanbaatar 2040 Master Plan.
- (iv) **Governance structure review and strengthening.** This will conduct a governance analysis to (a) understand the roles, duties, and responsibilities of key stakeholders engaged in the New Zuunmod and Khushig Valley development; (b) determine administrative boundaries and delineate responsibilities for the infrastructure through discussions among various government levels; (c) develop recommendations on institutional arrangement for the implementation of the revised New Zuunmod master plan and Khushig Valley Comprehensive Plan; (d) formulate a shared vision, strategy, and coordinated actions among the private, public, and institutional sectors; and (e) recommend an implementing agency for the project and specify its role.
- (v) **Policy framework review and strengthening.** This will (a) identify policy or regulatory bottleneck for execution of implementation action plan and identify actions necessary to achieve the plan, including the establishment of a monitoring system; (b) identify policy or regulatory bottleneck for private sector participation, development of anchor businesses, and make relevant policy recommendations; (c) conduct a business viability study and develop industrial promotion and business attraction strategy to identify and promote anchor businesses to New Zuunmod; (d) develop land use regulations; (e) develop policy strategy for the establishment and operation of free economic zone; and (f) assess policies and strategies for climate-smart human capacity development and formulate a road

map for climate-smart human capacity development considering the local industry and functionality of the Khushig Valley area.

5. **Output 2: Investment project prepared and feasibility study completed.**

- (i) **Component design.** This sub-output will review the technical design of all project components (urban roads, integrated water supply and wastewater management, heating system, circular solid waste management, communication networks, housing, and comprehensive disaster risk management) to make sure they are (i) technically sound and socially inclusive; (ii) environmentally sustainable, compatible with the master plan and consistent with strategic expectations, and meet all relevant technical standards and safeguard requirements; and (iii) suitable for ADB financing support. Based on the analyses and best national and international practices, the scope and the technical design of each project component will be refined and finalized.
- (ii) **Technical assessment.** This will examine technological options and technical design for selected investments, and seek low-carbon, climate- and disaster-resilient technologies and techniques without significantly compromising the affordability of the underlying investments. In particular, this will include activities to (a) assess the feasibility and affordability of various low-carbon technologies and green energy resources for residential heating; and (b) support the design of cutting-edge water, wastewater, and sanitation management solutions that promote smart systems and tools in the construction of water infrastructure and integrate digital resilience to improve the city's overall water resource management, service quality, efficiency, and climate- and disaster-resilience.
- (iii) **Climate and disaster-resilience.** This will undertake a detailed climate and disaster risk assessment (including climate vulnerability assessment) in the investment areas. The assessment should identify and assess (a) the physical (infrastructure) and nonphysical (macroeconomy, household level, and environmental and ecological conditions) vulnerability, and (b) acute (such as earthquake, floods, etc.) and chronic (such as change in precipitation and temperature pattern and trend) physical risks and transition (such as policy, technology, market, institutional capacity, and human capacity) risks; and recommend flexible and robust technical design such that a cost-effective course of action can be implemented to ensure that investments are ready for adaptation in the future and the performance of investments will not be compromised across the range of future plausible scenarios.³ The sub-output will assess water supply source, quantity and quality and future demands, and how the source can meet expected future demands.⁴ Comprehensive road map for resilience investment including the development of a city-level drainage system and early warning system will be developed in close coordination with the government and relevant development partners. Climate adaptation cost will be assessed for relevant measures in accordance with multilateral development banks' common principles for climate adaptation finance tracking, to which ADB adheres to. Various disaster

³ N. Kalra et. al. 2014. [Agreeing on Robust Decisions: New Processes for Decision Making Under Deep Uncertainty](#). Policy Research Working Paper. No. 6906. Washington, DC: World Bank; and ADB. 2015. [Economic Analysis of Climate-Proofing Investment Projects](#). Manila.

⁴ The TA will be supported by the ongoing ADB. [Improving Water Security and Resilience through Digitalization](#) for the design of a cutting-edge water management solution that promotes smart systems and tools in the construction of water infrastructure and integrates digital resilience through information and communication technology and remote sensing technologies to improve the city's overall water resource management, service quality and efficiency, resilience to climate change and disaster, and asset management.

risk management measures (including those of prospective, corrective, and compensatory disaster risk management) will be assessed against their cost-effectiveness and ranked accordingly. Community-based disaster risk management and local and indigenous peoples' approach to disaster risk management will be assessed and promoted.

- (iv) **Low-carbon development.** This will identify low-carbon solutions for the project subcomponents and develop greenhouse gas inventories of the Khushig Valley area based on the internationally accepted greenhouse gas accounting and reporting principles. Climate mitigation financing will be estimated in accordance with the multilateral development banks' common principles for climate mitigation finance tracking, to which ADB also adheres to.⁵
- (v) **Climate smartness.** This will assess how the investment project will (a) be a powerful driver to improve the regulatory and enforcement framework for climate responsive urban planning and green infrastructure and construction; and (b) lead transformational impacts on policies, institutions, and sector capacity for energy efficient construction material and techniques, renewable energy systems, effective community participation, and comprehensive urban planning that will combine climate resilience, social cohesion, and economic opportunities. Co-benefits between climate change mitigation and adaptation will be identified and mainstreamed in the project design.
- (vi) **Knowledge management plan.** This will develop an information technology-based knowledge management plan that enables (a) receiving, collecting, and recording the meaningful information; (b) storing and sharing the information; (c) information security; and (d) maintaining and disposing of information, such that the continuity of knowledge throughout the urban development process is ensured.
- (vii) **Financial arrangements.** The project will strengthen regulatory, financial, and institutional framework to establish sustainable solutions for service delivery. The following activities will be undertaken: (a) analyze advantages and challenges of having private sector participation; (b) conduct gap analysis and review relevant policies; (c) analyze all different options to leverage private sector support and identify the best combination of investment instruments available; (d) identify potential subprojects for PPP implementation and conduct procurement option analyses to assess the suitability for PPP procurement; (e) identify and assess opportunities for deploying innovative financing instruments, particularly tokenized government green bond, resilience bond, and resilience impact bond, to attract capital market for the Khushig Valley area development;⁶ and (f) propose potential mechanism to establish implementation organization for the free economic zone management.
- (viii) **Participation plan and stakeholder communication strategy.** Through a participatory and inclusive approach, a comprehensive participation plan will be prepared based on a thorough stakeholder mapping and analysis, including identification and analysis of civil society organizations in the project area. The participation plan should be a detailed plan for community and civil society organization engagement and involvement. Additionally, a stakeholder communication strategy will be prepared for an effective and sustained public

⁵ AfDB, ADB, AIIB, EBRD, et. al. 2021. [Common Principles for Climate Mitigation Finance Tracking](#). Manila.

⁶ Models from ADB projects should also be revisited, such as the micro-credit guarantee mechanism in the ADB. Forthcoming. *Aimags and Soms Green Regional Development Investment Program*. Manila; and private investment fund structure in the ADB. [Mongolia: Ulaanbaatar Green Affordable Housing and Resilient Urban Renewal Sector Project](#).

- awareness campaign. These plans will be prepared based on the 2012 Guidelines on Participation (tools 1, 4, and 5).⁷
- (ix) **Institutional strengthening and capacity development plan.** A capacity development plan presenting specific actions for trainings and institutional strengthening measures based on institutional assessment, financial management, procurement, planning, technical engineering, operation and maintenance, and project management capacities (including stakeholder engagement and participatory approaches) of MCUD and other concerned stakeholders will be prepared.
 - (x) **Project due diligence.** This will conduct all required due diligence including economic and financial analyses, poverty and social assessment, environmental assessment, assessment of social impacts for involuntary resettlement, ethnic minority (indigenous peoples) assessment and plan, and risk assessment and risk management plan. Detailed activities are described in the terms of reference for consultants.⁸
 - (xi) **Gender action plan.** In accordance with ADB guidelines, a gender action plan will be prepared with the objective of ensuring that the project design includes and maximizes benefits for women and meets *effective gender mainstreaming* categorization requirements.⁹ Sex-disaggregated baseline or proxy data for targets to be set in the investment project will be prepared and gender analysis will be conducted to identify gender needs and constraints of project beneficiaries.
 - (xii) **Strategic procurement planning and procurement support.** A strategic procurement planning report that includes assessments of PPP opportunities and procurement risk of the executing and implementing agencies in accordance with ADB guidelines and template will be prepared.¹⁰ Based on this assessment and technical requirements, a procurement plan will be prepared. Support to the preparation of detailed terms of reference for consulting services packages and bidding documents for works and goods packages will be provided, including necessary guidance and technical support during consulting services selection. Sustainable procurement practices will be mainstreamed into the procurement documents considering the country context.¹¹
 - (xiii) **Project performance management system.** To monitor the progress of the project in achieving the planned outcome and outputs, a project performance management system (PPMS) will be established to permit adequate flexibility to adopt remedial action regarding project design, schedules, activities, and development impacts. In addition, risk management for the project shall be incorporated in the PPMS. The monitoring will cover all indicators listed in the design and monitoring framework. The PPMS will cover the following aspects of the project implementation: (i) project physical and financial progress; (ii) progress and results of capacity development; (iii) implementation of safeguard frameworks

⁷ ADB. 2012. [Strengthening Participation for Development Results: An Asian Development Bank Guide to Participation](#). Manila.

⁸ Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 2).

⁹ ADB. 2003. [Policy on Gender and Development](#). Manila; ADB. 2021. [Guidelines for Gender Mainstreaming Categories of ADB Projects](#). Manila; and gender checklists and tool kits available at: <https://www.adb.org/documents/series/gender-checklists>.

¹⁰ ADB. 2021. [Strategic Procurement Planning](#). Manila.

¹¹ ADB. 2021. [Sustainable Public Procurement: Guidance Note on Procurement](#). Manila.

and documents, and other action plans; and (iv) compliance with loan covenants (policy, financial, economic, sector, and others).

- (xiv) **project documents preparation.** Relevant inputs will be provided to prepare the project link documents.

6. **Output 3: Project readiness enhanced.** Technical inputs at the initial stage of project implementation will be provided to expedite the advance contracting and engagement of consulting firms. Specific activities include (i) review of consulting services requirements and identification of appropriate selection methods; (ii) preparation of detailed terms of reference for consulting services contract packages, i.e., detailed design, construction supervision, and project management office support; (iii) support in the shortlisting of consulting firms, including preparation of requests for proposals and criteria for consultant recruitment, and in the evaluation of financial and technical proposals; (iv) guidance on project management office organization, decision-making structure, and institutional setting and operation; and (v) provision of technical advice and training in consultant selection process following ADB regulations.

C. Cost and Financing

7. The TA financing amount is \$1,900,000, of which \$1,000,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF 7), and \$900,000 will be financed on a grant basis by the Climate Change Fund.¹² The key expenditure items are listed in Appendix 1.

8. The government will provide counterpart support in the form of counterpart staff, access to meeting facilities, access to nonconfidential data and information, administrative support, and other in-kind contributions. The government was informed that approval of the TA does not commit ADB to finance any ensuing project.

D. Implementation Arrangements

9. ADB will administer the TA. The Urban and Social Sectors Division of the East Asia Department will select, supervise, and evaluate consultants. MCUD will be the executing and implementing agency and will manage the implementation of TA activities. Implementation arrangements are summarized in the table.

Table: Implementation Arrangements

Aspects	Arrangements		
Indicative implementation period	November 2022–November 2024		
Executing agency	Ministry of Construction and Urban Development		
Implementing agency	Ministry of Construction and Urban Development		
Consultants	To be selected and engaged by ADB		
	Firm: Quality- and cost-based selection (90:10)	International (42 person-months)	\$1,089,000
		National (91 person-months)	\$294,000
Disbursement	Disbursement of TA resources will follow ADB's <i>Technical Assistance Disbursement Handbook</i> (2020, as amended from time to time). Disbursement arrangements for all funding sources will be on a pro rata basis.		

ADB = Asian Development Bank, TA = technical assistance.
Source: ADB.

¹² Established by ADB.

10. **Consulting services.** A consulting firm will be engaged using quality- and cost-based selection (90:10) and full technical proposal, with total consulting inputs of 133 person-months (42 person-months, international; 91 person-months, national). Individual consultants and resources will be engaged as needed. ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated staff instructions.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Amount		
	TASF ^a	CCF ^b	Total
A. Consultants			
1. Remuneration and per diem			
a. International consultants	336.0	383.0	719.0
b. National consultants	110.0	228.0	338.0
2. Out-of-pocket expenditures			
a. International and local travel	82.0	48.0	130.0
b. Surveys	300.0	100.0	400.0
c. Training, seminars, and conferences	5.0	5.0	10.0
d. Reports and communications	5.0	5.0	10.0
e. Miscellaneous TA administration costs ^c	5.0	5.0	10.0
B. Contingencies ^d	157.0	126.0	283.0
Total	1,000.0	900.0	1,900.0

ADB = Asian Development Bank, CCF = Climate Change Fund, TA = technical assistance, TASF = Technical Assistance Special Fund.

Note: The TA is estimated to cost \$2,000,000, of which contributions from ADB are presented in the table. The government will provide counterpart support in the form of office accommodation, communication facilities for consultants, remuneration and per diem of counterpart staff, administrative support, and other in-kind contributions. The value of the government contribution is estimated to account for 5% of the total TA cost.

^a Financed by ADB's Technical Assistance Special Fund (TASF 7).

^b Established by ADB.

^c Includes translation, interpretation, and other miscellaneous expenditures.

^d Extra budgets are allocated to contingencies to provide flexibility for changes in deliverables.

Source: ADB estimates.

LIST OF LINKED DOCUMENTS

<http://www.adb.org/Documents/LinkedDocs/?id=54274-002-TARreport>

1. Terms of Reference for Consultants