

Project Number: 51117-002  
Transaction Technical Assistance (TRTA)  
November 2017

## The Republic of the Philippines: Preparing the Metro Manila Transport Project, Phase 1

**CURRENCY EQUIVALENTS**

(as of 15 November 2017)

Currency unit	–	Philippine Peso (₱)
₱1.00	=	\$0.0195
\$1.00	=	₱51.13

**ABBREVIATIONS**

ADB	–	Asian Development Bank
DPWH	–	Department of Public Works and Highways
DOTr	–	Department of Transportation
EDSA	–	Epifanio de los Santos Avenue
LRT	–	light rail transit
MMDA	–	Metro Manila Development Authority
MRT	–	metro rail transit
PUV	–	public utility vehicle
TA	–	technical assistance

**NOTES**

- (iii) The fiscal year of the Government of the Republic of the Philippines and its agencies ends on 31 December.
- (iv) In this report, "\$" refers to United States dollars, unless otherwise stated.

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## TRANSACTION TECHNICAL ASSISTANCE AT A GLANCE

<b>1. Basic Data</b>		<b>Project Number: 51117-002</b>	
<b>Project Name</b>	Preparing the Metro Manila Transport Project, Phase 1	<b>Department /Division</b>	SERD/SETC
<b>Nature of Activity</b>	Project Preparation, Capacity Development, Policy Advice	<b>Executing Agency</b>	Department of Transportation
<b>Modality</b>	Regular		
<b>Country</b>	PHI		
<b>2. Sector</b>		<b>Subsector(s)</b>	
✓ Transport	Urban public transport	<b>ADB Financing (\$ million)</b>	
	Urban roads and traffic management		1.20
			0.30
		<b>Total</b>	<b>1.50</b>
<b>3. Strategic Agenda</b>		<b>Subcomponents</b>	
Inclusive economic growth (IEG)	Pillar 2: Access to economic opportunities, including jobs, made more inclusive	<b>Climate Change Information</b>	
Environmentally sustainable growth (ESG)	Urban environmental improvement	Climate Change impact on the Project	Medium
<b>4. Drivers of Change</b>		<b>Components</b>	
Governance and capacity development (GCD)	Institutional development	<b>Gender Equity and Mainstreaming</b>	
Partnerships (PAR)	Civil society organizations Implementation	Effective gender mainstreaming (EGM)	✓
<b>5. Poverty and SDG Targeting</b>		<b>Location Impact</b>	
Geographic Targeting	Yes	Urban	High
Household Targeting	No		
SDG Targeting	Yes		
SDG Goals	SDG9, SDG11		
<b>6. Risk Categorization</b>		Low	
<b>7. Safeguard Categorization</b> Safeguard Policy Statement does not apply			
<b>8. Financing</b>			
<b>Modality and Sources</b>		<b>Amount (\$ million)</b>	
<b>ADB</b>		<b>1.50</b>	
Transaction technical assistance: Technical Assistance Special Fund		1.50	
<b>Cofinancing</b>		<b>0.00</b>	
None		0.00	
<b>Counterpart</b>		<b>0.00</b>	
None		0.00	
<b>Total</b>		<b>1.50</b>	

## I. THE ENSUING PROJECT

### A. Ensuing Project Rationale

1. The proposed loan will address the key issue of high cost of transport across Manila and more specifically on the major transport corridor of the Epifanio de los Santos Avenue (EDSA), by reducing travel time, increasing passenger throughput; improving connectivity between different transport modes and the surroundings areas; and improving the ability of government to manage and operate the various transport systems that run along EDSA in a more efficient and effective way. The indicative loan amount of \$500 million will improve all major transport modes along EDSA, Metro Rail Transport Line 3 (MRT-3), buses, and private vehicles, as well as improve pedestrian facilities. The transaction technical assistance (TRTA) and proposed loan are included in the country operations and business plan.<sup>1</sup>

2. **Manila Traffic.** The traffic conditions in Manila are deteriorating, resulting in economic losses and social costs to all. The government has developed an overarching plan to improve the transport situation through both large infrastructure projects and system operations improvements. The National Economic and Development Authority (NEDA) is preparing the Roadmap for Transport Infrastructure Development for Greater Capital Region, with the help of the Government of Japan, which build on the previous five transport plans for the city. Key to the plan is the development of large infrastructure such as the Mega Metro Subway, commuter rail service, expressway connections, and additional bridges across the rivers. The proposed loan is directly aligned with the Manila transport plans and will augment the major infrastructure proposals through support for system management and operations improvement, notably along the main transport corridor in the city. The assistance can address many of the challenges facing the city transport system and the flexibility to adapt to the changing circumstances and priorities of the government.

3. **EDSA is the major transport corridor in the National Capital Region (NCR).** The corridor serves all main modes of transport and suffers severe congestion. The congestion is getting worse, resulting in economic loss, social and gender exclusion, and deteriorating air quality and road safety. Urgent action is required to improve EDSA and reduce the cost of transportation to allow continued and sustainable development of the city.

4. **The economic engine of the Philippines.** In 2016, NCR accounts for 36.6% of the country's gross domestic product (GDP).<sup>2</sup> Congestion on EDSA is estimated to cost ₱2.4 billion a day.<sup>3</sup>

5. **The primarily transport corridor.** EDSA serves as the main corridor for several sub-modes: MRT-3, the highest volume transit line in the city;<sup>4</sup> provincial buses (main route in and out of the city); city buses (busiest bus corridor in the city); and private vehicles (highest traffic volume in the city). EDSA is evolving as an urban clearway to serve large demand for travel. In addition, this is currently the only high capacity road which links the expressway systems north and south of the city.

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<sup>1</sup> ADB. 2016. *Country Operations Business Plan: Philippines, 2017–2019*. Manila.

<sup>2</sup> Philippine Statistics Authority. Database 2017. Manila.

<sup>3</sup> NEDA. 2014. *Roadmap for Transport Infrastructure Development for Metro Manila and Its Surrounding Areas*. Manila.

<sup>4</sup> MRT-3 is a 19.6 kilometer (km)-line with 13 stations, starting from North Avenue station in Quezon City and ending in Taft Avenue station in Pasay City.

6. **Inefficient use of road space.** The current traffic volumes on EDSA at Guadalupe Bridge are 166,000 two-way passenger car unit per day. The growth in traffic on EDSA has been limited due to capacity restraint, it operates at or near to capacity for over 16 hours a day; traffic volume to capacity ratio is estimated to range from 0.8 to 1.1. There are 15,000 buses per day on EDSA (crossing Guadalupe Bridge) which currently operate at around 60%~70% of capacity, suggesting there are too many buses for the bus demand. MRT-3 currently carries 400,000 passengers per day, and is operating at about 80% of its' current capacity and about 40% of its ultimate capacity. MRT-3 has capacity to carry around one million passengers per day with additional rolling stock and signal system improvements to increase travel speed and train frequency.

7. **Poor public transport facilities.** EDSA has low standard transport facilities, especially for public transport users. The access and egress from MRT-3, light rail transit (LRT) 1, and bus stops and/or stations are of very low-quality. Also, the public transport interchange locations between EDSA and key cross routes are very poorly served. These poor facilities result in unsafe, inconvenient, difficult, and more expensive trips for public transport users.

8. **Poor public transport integration.** EDSA has the main metro systems, with MRT-3 and northern parts of LRT-1 running along the road. In addition, there are interchanges with the southern sections of LRT-1 and LRT-2<sup>5</sup> crosses EDSA in Cubao. The proposed Mega Manila Subway project will run parallel to EDSA for about 2/3 of its length, and must be included as part of any holistic solution for improving the overall transport system in the EDSA corridor. Historically, many systems were planned in isolation, with limited dedicated interchange facilities provided, thus, reducing the overall benefits of the public transport system.

9. **Poor traffic management and road operations.** EDSA does not have a uniform number of lanes and the merging and diverging adds to the congestion. The U-turns, while banning left turns and thus removing the need for signalized junctions, add to travel distances and/or time and add to overall congestion. EDSA also suffers from encroachment by economic enterprises along much of its length, dramatically reducing the capacity and operational efficiencies of the road. In addition, many vehicles 'stand-by' on EDSA, notably buses, taxis, delivery vehicles, and courier service motorbikes. This is highly inefficient use of the limited road space. Such activities compound the congestion and creates a poor user experience for all road users.

10. **Dangerous road conditions.** The high traffic volumes and poor traffic management result in a high number of accidents, although these are normally classified as minor due to the slow speeds. Access/egress to and from EDSA is very poor for pedestrian and public transport users. Poor access/egress to and from EDSA causes unsafe and uncomfortable trips for pedestrian and public transport users. In addition, pedestrian environment is vulnerable to the intensified rainfalls, which is anticipated due to climate change. The congestion and inefficient transport systems are contributing to a very unhealthy environment with high levels of carbon dioxide, nitrogen oxide, and particulate matter resulting from vehicle emissions, the highest levels in the country.

11. **High cost of transportation.** A poor transport system is several impacting the economic development and growth of Metro Manila. Transportation costs for freight are very high due to increased travel times resulting from severe congestion and it is normal for users of EDSA to experience a 3–4 hour commute each day. The poorest in society are paying up to 30% of their disposable income on transport or transport related costs. The congestion is resulting in missed economic opportunities for business and people alike. Inefficient transport system is resulting in

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<sup>5</sup> LRT-2 is a 13.8 km-line with 11 stations starting from Santolan Station in Pasig City and ending in Recto station in Manila.

high levels of pollution with EDSA having the highest levels of hydrocarbons, nitrogen oxides, carbon monoxide, sulfur dioxide, and toxics in the country, as well as high contributions of greenhouse gases.

12. **Institutional issues and jurisdiction.** EDSA passes through six cities of Metro Manila and is under the control of the Department of Public Works and Highways (DPWH) for infrastructure and the Metro Manila Development Authority (MMDA) for traffic management, while the Department of Transportation (DOTr) is responsible for public transport planning and overseas operations. Each of the cities, together with MMDA, is responsible for traffic and land use enforcement along EDSA. There is no consistent approach to the maintenance, operation, management, or enforcement of traffic rules or operation of road space. Traffic management and road safety on EDSA is almost non-existent. A clear institutional structure and well-defined roles and responsibilities are required to successfully implement the proposed loan.

## B. Proposed Ensuing Project

13. **Integrated transport solutions.** To improve the economic activity and competitiveness of business in Metro Manila the proposed loan will address the congestion experienced on EDSA through, an integrated solution— one that improves overall performance, while serving each of the transport sub-modes that run along, or connect to the transport corridor. The solution must ensure full integration with other proposed improvements in the wider corridor, notably the ongoing work on Mega Manila Subway, C5 improvements as well as the North Luzon Expressway (NLEX)–South Luzon Expressway connector projects. Any transport project addressing Metro Manila transport problems will also be taken into account for integrated solutions.

14. **System and management improvements.** The overarching objective of the assistance is to improve economic competitiveness of business in Metro Manila and reduce the social burden of transportation costs and time loss. Easing the traffic flow and increase overall capacity throughput along EDSA, and improving connectivity between public transport modes and access to the surrounding areas will allow both goods and people to travel more efficiently. Well-aligned institutional structures with powers and mandate to deliver are required. The project is the first phase in a series of assistance that is being considered by ADB to provide continued and ongoing support to address the traffic conditions in Manila.

15. **The proposed project will** address each main mode of transport: public transport, private vehicles, and pedestrians. Integrated, cross agency solutions will be delivered that will ensure each transport mode is improved and that road space allocation is provided in accordance with need. The project will also improve connectivity to and from EDSA both to the local central business district areas along the corridor, as well as with connecting transport modes and services.

## C. Indicative Impact, Outcome, and Outputs

16. **Ensuing project impact.** The project will be aligned with the following impact: economic competitiveness improved.<sup>6</sup>

17. **Ensuing project outcome.** The project will have the following outcome, cost of transportation reduced.<sup>7</sup>

<sup>6</sup> NEDA. 2017. *Philippine Development Plan 2017–2022*. Manila.

<sup>7</sup> The design and monitoring framework is in Appendix 1.

18. **Ensuing project outputs.** The project has three outputs, which will address the problems through an integrated suite of interlinked outputs. The project will include the following outputs:

19. **Output 1. Pedestrian access and interchange facilities improved.** Improved pedestrian and interchange facilities between public transport services, and the surrounding catchment areas and new transport infrastructure will ensure the attractiveness of public transport and maintain a suitable mix of transport modes. This output is likely to form one of the core projects for early delivery under the proposed loan.

20. **Output 2. Public transport operations improved.** EDSA, being the primary public transport corridor in Metro Manila, must increase its carrying capacity to meet the growing demand for travel and improve public transport services and operations. Operational improvements are required for all major public transport modes, LRT-1, MRT-3, city bus services and provincial bus services, as well as the proposed subway line. Bus reform will ensure that supply meets demand, and that competition between bus services is removed from the street through modern, performance-based franchising arrangement. Design features catering for all users will be included to ensure suitable travel environment for those with disabilities, women, the elderly and the youth. Operation support may also be provided while preparing these facilities. Any related transport infrastructure and facilities may be identified and prepared as required for integrated solutions.

21. **Output 3. Traffic management and institutional oversight improved.** A traffic management system will be developed for EDSA. The system will provide real time system management for the reformed lane operations of EDSA. Traffic management and traffic engineering solutions will be provided to address the number of lanes, to keep merging and/or diverging traffic to a minimum, to cater for all major turning movement requirements, and eliminate encroachment along EDSA. The output will also include a communication and outreach program, which will outreach to those directly or indirectly affected by the project. Women's participation in both the traffic management system and the outreach activities will be promoted.

#### **D. Proposed Financing Plans and Modality**

22. The total project cost is \$525.0 million. The tentative financing plan for the project is provided in Table 1. ADB will provide financing in an amount equivalent to \$500.0 million from an ordinary capital resources loan (including taxes and duties), to help finance civil works, goods and equipment, and consulting services for project implementation and capacity development. The government will provide \$25.0 million. A sector loan is proposed as the lending modality as the assistance will support the broader needs of urban transport improvements for each of the outputs that can be demonstrated on the EDSA corridor and replicated in other parts of Metro Manila and other highly urbanized areas across the Philippines. Climate mitigation is estimated to cost \$75.0 million. ADB will finance 100% of mitigation costs.

## **II. THE TECHNICAL ASSISTANCE**

### **A. Justification**

23. The TRTA will help the government to prepare the project and design the reform program, as well as help develop the capacity of key agencies to implement the ensuing project.<sup>8</sup>

<sup>8</sup> The TA first appeared in the business opportunities section of ADB's website on 26 November 2017.



## B. Outputs and Activities

24. **Output 1. Core and non-core subprojects on pedestrian access and interchange improvements prepared.** To support the proposed sector loan the first output of the TRTA will prepare the core project, the pedestrian access and interchange facilities in the Ortigas area. A consultant firm will be hired to prepare all necessary documents for the core project, including: (i) project scope, (ii) cost estimates, (iii) project viability assessment, (iv) financial arrangements, (v) implementation structures, (vi) safeguard requirements for resettlement, environment and social aspects, (vii) approvals as required, and (viii) bidding documentation. For the pedestrian access projects that are not part of the core project a firm will be hired to prepare the necessary documentation. The same firm for output 1 would be required undertake this output. The initial stage of the work would be to agree suitable locations for pedestrian improvements along EDSA. Once a firm set of locations is agreed by government the work would entail project preparation activities including: (i) project scope, (ii) cost estimates, (iii) project viability assessment, (iv) financial arrangements, (v) implementation structures, (vi) safeguard requirements for resettlement, environment and social and gender aspects, (vii) approvals as required, and (viii) bidding documentation

25. **Output 2. Preparation of measurers and implementation arrangements to improve public transport operations improved.** The public transport subprojects for bus and MRT-3 improvements will include rolling stock, signals, and station improvement for MRT-3, bus reform for all PUVs on EDSA, including a new franchising mechanism and a fleet renewal program. For both MRT-3 and bus full feasibility studies, project evaluation, safeguard documentation, implementation and contracting arrangements will be prepared under the TRTA.

26. **Output 3. Capacity development assessment, traffic management and institutional oversight requirements assessed and actions for improvement prepared.** A firm will be recruited to prepare the traffic management program for EDSA, including (i) traffic management planning and design concept for EDSA, (ii) traffic management improvement facilities such as new lane markings, improvement of interchanges, sidewalks, and traffic management center, (iii) traffic management and monitoring facilities and (iv) a program for the development and training of a traffic management unit.

27. The project will require close collaboration and joint working of several government agencies and local government units. A project management unit (PMU) will be established during the project preparation activities that will ensure timely agreements are reached. The PMU will also be used for project implementation to allow for capacity development of urban transport system improvements and management.

28. The major outputs and activities are summarized in Table 2.

**Table 2: Summary of Major Outputs and Activities**

Major Outputs	Delivery Dates	Key Activities with Milestones	
1a Core pedestrian access subprojects	End of month 1	1.1	Project Scope
	End of month 4	1.2	Cost Estimates
	End of month 4	1.3	Project Viability Assessment
	End of month 4	1.4	Financial Arrangements
	End of month 5	1.5	Implementation Structures

Major Outputs	Delivery Dates	Key Activities with Milestones	
	End of month 5	1.6	Safeguard Requirements
	End of month 6	1.7	Approvals as Required
	End of month 6	1.8	Bidding Documentation
1b Non-core pedestrian access subprojects	End of month 5	1.9	Define Non-Core Locations
	End of month 9	1.10	Cost Estimates
	End of month 9	1.11	Implementation Structures
	End of month 12	1.12	Safeguard Requirements
	End of month 13	1.13	Approvals as Required
2 Public transport operations	End of month 10	2.1	MRT-3 system improvements
	End of month 10	2.2	Bus reform program
	End of month 12	2.3	Bus franchising mechanism prepared
	End of month 12	2.4	Fleet renewal program defined
3 Traffic management	End of month 5	3.1	Traffic Management Concept For EDSA
	End of month 8	3.2	Traffic Management Facilities
	End of month 9	3.2.1	New Lane Markings
	End of month 9	3.2.2	Improvement of Interchanges
	End of month 9	3.2.3	Sidewalks
	End of month 11	3.2.4	Traffic Management Center
	End of month 12	3.3	Traffic Management and Monitoring Facilities
	End of month 12	3.4	Development and Training of a Traffic Management Unit

EDSA = Epifanio de los Santos Avenue; MRT = metro rail transit.

Source: Asian Development Bank.

### C. Cost and Financing

29. The TA is estimated to cost \$1,600,000 equivalent, of which \$1,500,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-other sources) The key expenditure items are listed in Appendix 1.

30. The government will provide counterpart support in the form of counterpart staff, office accommodation, office supplies, secretarial assistance, project management counterparts under the PMU, 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

31. The DOTr will be the executing and implementing agency. ADB will administer the TA through the Transport and Communications Division of the Southeast Asia Department, who will select, supervise and evaluate consultants.

**Table 2: Implementation Arrangements**

Aspects	Arrangements		
Indicative implementation period	December 2017–December 2018.		
Executing agency	Department of Transportation		
Implementing agency	Department of Transportation		
Consultants	To be selected and engaged by ADB		
	Quality- and cost-based selection (90:10)	27 person-months international 144 person-months national	\$667,000 \$333,000
Procurement <sup>a</sup>	To be procured by consultants		

Aspects	Arrangements		
	Shopping for goods and services (training, seminars, and conferences)	5 contracts	\$100,000
Disbursement	The TA resources will be disbursed following ADB's <i>Technical Assistance Disbursement Handbook</i> (2017, as amended from time to time).		

ADB = Asian Development Bank; TA = technical assistance.

<sup>a</sup> Procurement Plan (accessible from the list of linked documents in Appendix 2).

Source: Asian Development Bank

32. **Consulting services.** A team of transport planners, engineers, and associated skills will be required through individuals and several firms, one for each output, under quality-cost based selection criteria. The consultant packages will be around \$1,000,000 in fees and \$300,000 in associated expenses to undertake the work. The initial consultant inputs will be a scoping exercise to determine the exact requirements and phasing of the proposed loan and TRTA activities. The work will be undertaken on an output-based contract, lump-sum approach, with provisions for fixed out-of-pocket expenditures. ADB will engage consulting firms and individual consultants in accordance with ADB's Procurement Policy (2017, as amended from time to time) and the associated Project Administration Instructions and Technical Assistance Staff Instructions.<sup>9</sup>

33. **Social media and websites.** A project website and social media will be developed and used under the TA to ensure broader engagement with all stakeholders, especially the public transport and private vehicle users of EDSA. The site will be established by the consultant and content reviewed by government and ADB prior to uploading. At the end of the TA, the website and social media will be handed over the government PMU for the proposed ensuring project. Given the need for detailed stakeholder consultation, the printed external publications will be prepared in compliance with ADB's Administrative Order 4.13.<sup>10</sup>

## E. Governance

34. As ADB will administer the TA, there are no governance issues envisaged relating to financial management, procurement, risk assessment and management, and/or integrity due diligence.

35. As the proposed project is envisaged to be effective gender mainstreaming, a Gender Action Plan will be prepared during the project preparation activities. Stakeholder consultations will be undertaken with women, the elderly and the youth, based on the findings gender sensitive design features will be factored in to the project implementation and operations. Special outreach to passengers, government counterparts and other stakeholders will be undertaken to address all relevant gender issues. Specific communication activities will be carried for women during the project preparation activities and factored into the project implementation to ensure continued feedback and monitoring of women transport users.

<sup>9</sup> Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 2).

<sup>10</sup> <https://lnadbg1.adb.org/bpm0001p.nsf/4459ec9d49c00c0648256887002b8b45/b5e44caeb72fb40648256276002e6c57!OpenDocument>.

**COST ESTIMATES AND FINANCING PLAN**  
(\$'000)

<b>Item</b>	<b>ADB<sup>a</sup></b>
1. Consultants	
a. Remuneration and per diem	
i. International consultants	667.0
ii. National consultants	333.0
b. Out-of-pocket expenditures	
i. International and local travel	120.0
ii. Surveys	150.0
iii. Training, seminars, and conferences	35.0
iv. Reports and communications	25.0
v. Printed external publications <sup>c</sup>	25.0
vi. Miscellaneous administration and support costs	25.0
2. Training, seminars, and conferences	
a. Facilitators	20.0
b. Travel cost of ADB staff acting as resource person	10.0
c. Venue rental and related facilities	45.0
d. Participants	25.0
3. Contingencies	20.0
<b>Total</b>	<b>1,500.0</b>

ADB = Asian Development Bank

Note: The technical assistance (TA) is estimated to cost \$1,600,000, of which contributions from the Asian Development Bank are presented in the table above. The government will provide counterpart support in the form of counterpart staff, office and housing accommodation, office supplies, secretarial assistance, and other in-kind contributions. The value of government contribution is estimated to account for 6% of the total TA cost.

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

<sup>b</sup> Printed external publications need to be in compliance with AO 4.13

Source: Asian Development Bank estimates.

**LIST OF LINKED DOCUMENTS**

<http://www.adb.org/Documents/LinkedDocs/?id=51117-002-TARreport>

1. Terms of Reference for Consultants
2. Indicative Design and Monitoring Framework for the Ensuing Project