

Report and Recommendation of the President to the Board of Directors

Project Number: 44350-013 August 2016

Proposed Technical Assistance Loan Democratic Socialist Republic of Sri Lanka: Transport Project Preparatory Facility

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 17 August 2016)

Currency unit	-	Sri Lanka rupee/s (SLRe/SLRs)

SLRe1.00 = \$0.006877 \$1.00 = SLRs145.40

ABBREVIATIONS

ADB	_	Asian Development Bank
km	-	kilometer
MOHEH	_	Ministry of Higher Education and Highways
MOPS	_	Ministry of Ports and Shipping
MOTCA	_	Ministry of Transport and Civil Aviation
PAM	_	project administration manual
RDA	_	Road Development Authority
RPPF	_	road project preparatory facility
SDR	_	special drawing right
SLPA	_	Sri Lanka Ports Authority
SLR	_	Sri Lanka Railways
ТА	-	technical assistance

NOTE

In this report, "\$" refers to US dollars.

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PROJECT AT A GLANCE

1.	Basic Data			Project Number: 44350-013
	Project Name	Transport Project Preparatory Facility	Department /Division	SARD/SATC
	Country Borrower	Sri Lanka Democratic Socialist Republic of Sri Lanka	Executing Agency	Ministry of Higher Education and Highways, Ministry of Ports and Shipping, Ministry of Transport and Civil Aviation
2.	Sector	Subsector(s)		ADB Financing (\$ million)
1	Transport	Rail transport (non-urban)		10.00
		Road transport (non-urban)		10.00
		Water transport (non-urban)		4.42
			Total	24.42
3.	Strategic Agenda	Subcomponents	Climate Change Inforn	nation
	Inclusive economic growth (IEG)	Pillar 1: Economic opportunities, including jobs, created and expanded	Climate Change impact Project	
4.	Drivers of Change	Components	Gender Equity and Ma	
	Governance and capacity development (GCD)	Organizational development	No gender elements (No	GE)
5.	Poverty Targeting		Location Impact	
	Project directly targets poverty	No	Rural Urban	Medium Medium
6.	Risk Categorization:	Low		
7.	Safeguard Categorization	n Environment: C Involuntary Res	ettlement: C Indigenous	Peoples: C
8.	Financing			·
	Modality and Sources		Amount (\$ million)	
	ADB			24.42
		sian Development Fund		24.42
	Cofinancing			0.00
	None			0.00
	Counterpart			3.28 3.28
	Government			3.28
	Total			27.70
			•	
9.	Effective Development C			
	Use of country procurement			
	Use of country public finan	cial management systems Yes		

I. THE PROPOSAL

1. I submit for your approval the following report and recommendation on a proposed technical assistance (TA) loan to the Democratic Socialist Republic of Sri Lanka for the Transport Project Preparatory Facility.¹

2. The proposed facility will improve the start-up efficiency of priority transport projects in the road, railway, and port subsectors by (i) preparing feasibility studies, detailed designs, and procurement documents; and (ii) providing implementation support during the inception stage of project implementation. The facility will contribute to good portfolio performance of transport sector projects.

II. THE FACILITY

A. Rationale

3. Sri Lanka's strategic position in fast-growing South Asia, near the main sea lanes between Europe and Asia, has allowed Colombo to develop very early as an international port city and subsequently as a transshipment point for cargo originating in or destined for the Indian subcontinent. The country's economy faces several short-term challenges in 2016 as the government seeks to undertake difficult reforms to re-start fiscal consolidation and tackle high-priority structural reforms, but it has favorable medium-term prospects given that the issues are being dealt with proactively.² Real gross domestic product growth was 4.8% in 2015, slightly higher than in 2014.³ The strong increase in services, continued growth in agriculture, and a positive (albeit declining) contribution from industry helped the country maintain its growth. However, a slowdown in public and private investments, as well as the negative effects of slowing world trade, prevented Sri Lanka from achieving even faster growth. To attain high, inclusive, and sustained growth, the country needs to further invest in its international and domestic transport infrastructure.

4. Sri Lanka's transport sector delivers key functions to international trade and its domestic economy. Taking advantage of its strategic location in global trade, Sri Lanka developed several international transport facilities, of which Colombo Port is the most important. To serve a dynamic domestic economy, the functions of the transport sector have gradually changed, from moving agricultural commodities toward Colombo to providing more diversified services and catering to the value-adding manufacturing industry. New economic activities continue to be established close to population centers. They place heavy demands on the country's transport network to provide adequate and high-quality access.

5. To manage the key transport challenges, the government has taken actions to improve the performance of the transport sector on three tiers. First, international trade facilities—such as international seaports, airports, and routes on the Asian Highway network—will be operated and further improved to international standards. Second, a multimodal trunk network comprising highways and railways will be improved and upgraded to provide reliable and efficient transport services within the country. Third, a comprehensive road network will be completed and

¹ The design and monitoring framework is in Appendix 1.

² International Monetary Fund. 2016. Sri Lanka: Staff Report for the 2016 Article IV Consultation and Request for a Three-Year Extended Arrangement Under the Extended Fund Facility—Press Release; Staff Report; Staff Statement, and Statement by the Executive Director for Sri Lanka. *IMF Staff Country Report.* No. 16/150. Washington, DC.

³ Country Economic Indicators (accessible from the list of linked documents in Appendix 2).

maintained to provide access for rural populations to the multimodal trunk network. The government requested the Asian Development Bank (ADB) to provide support for the next stage of infrastructure development in the road, railway, and port subsectors.

6. **Roads**. Roads are the dominant mode of transportation in Sri Lanka, accounting for 93% of passenger transport, and 96% of freight transport. The road network is dense and well laid out, and provides basic spatial coverage of the country's population and centers of economic activity. Extending across 132,072 kilometers (km), it is classified by function and administrative responsibility and is broken down into expressways (175 km) and national (11,922 km), provincial (15,975 km), and local roads (about 104,000 km). Expressways were integrated into the network only after the Southern Expressway was completed in 2011. As of 31 May 2016, three expressways are in operation. Under the guidance of the Ministry of Higher Education and Highways (MOHEH), the Road Development Authority (RDA) is updating its road master plan. Under the proposed facility, RDA will formulate an expressway development program, and prepare an expressway project and a port access road to directly link the Colombo port area to the expressway network.

7. **Railways**. The Ministry of Transport and Civil Aviation (MOTCA) manages the railway subsector through Sri Lanka Railways (SLR). The development of a railway network in Sri Lanka started in 1864. SLR currently operates 10 railway lines totaling around 1,500 route-km. Almost 90% of the railway network of the country is single track; the rest consists of double, triple, or quadruple tracks. All multiple lines, totaling 230 km, are on the Coastal Line, Kelani Valley Line, Main Line, and Puttlam Line—four major corridors in the Colombo Metropolitan Region. The railway provides an important service during peak hours as it shuttles commuters between the outer suburbs and central Colombo. The government intends to improve the railway transport system to complement the road transport system, both for passengers and freight. ADB provided a TA grant to SLR to prioritize the required investment in Colombo's suburban railway system, conduct a feasibility study of investment projects, and build the necessary capacity of SLR.⁴ The proposed facility will prepare the detailed design, bidding documents, safeguard documents, and other technical studies required for the priority investment projects.

8. **Ports**. Maritime transport is essential for Sri Lanka as an island nation. Colombo Port has become the world's 76th busiest port in 2013 by total shipping tonnage and the 32nd busiest container port. The total container volume handled in Sri Lanka ports increased by 108% from 2.5 million twenty-foot equivalent units in 2005 to 5.2 million twenty-foot equivalent units in 2015. The Sri Lanka Ports Authority (SLPA) develops and operates port facilities under the supervision of the Ministry of Ports and Shipping (MOPS). In addition to Colombo Port, the government is considering the ports in Galle, Hambantota, Kankasanthurai, Oluvil, and Trincomalee for future development to meet the demands of growing international and domestic maritime transport. Each port has its own strength and weakness. ADB is processing a TA grant to assist the SLPA in preparing a master plan for the future development of port facilities, designed to strategically allocate public sector resources for development and operation, and guide private sector investments. Based on the outcome of the TA grant, the proposed facility will prepare the detailed design, bidding documents, safeguard documents, and other technical studies required for priority investments in the port sector.

9. **Government strategy**. In its forthcoming Public Investment Program, 2016–2018, the government aims to provide proper connectivity to the economic zones across the country by

⁴ ADB. Sri Lanka: Colombo Suburban Railway Project. <u>http://www.adb.org/projects/49111-002/main</u>.

road transport, increase the share of railway transport for both passengers and freight, and enhance the competitive position of port facilities in the region.⁵ To ultimately lead the country toward a status of upper-middle-level development, the government plans to allocate about 70% of public investment to economic infrastructure, including roads, railways, and ports. Among other sectors, ADB plans to continue its support of the transport sector to contribute to the government's targets.⁶

10. **Financing modality and past experience**. A TA loan is proposed as the financing modality.⁷ The government had a good experience with this modality when it implemented a road project preparatory facility (RPPF) during 2004–2015.⁸ In the past, project readiness in Sri Lanka was problematic because detailed design and procurement documents were prepared only after ADB loans had been approved and became effective. The RPPF significantly strengthened the implementation readiness and portfolio performance of loans in the road subsector. The main takeaways include: (i) the RPPF provided a platform for policy dialogue, investment programming, and project preparation; (ii) improved the readiness of project implementation by decoupling project preparation and loan processing; and (iii) the RPPF should include mechanisms for capacity building to improve the quality of project preparation and engineering design. To proactively manage project readiness issues in the new areas of the transport sector, the government, through the facility, intends to continue the successful model in the road subsector with a focus on developing an expressway network in urban and rural areas, and replicating it to the railway and port subsectors.

B. Impact and Outcome

11. The impact will be successfully implemented transport projects. The outcome will be improved readiness of priority transport projects.

C. Outputs

12. The outputs will be (i) feasibility studies and/or detailed designs of transport projects are completed, and (ii) implementation support for transport projects is provided. The facility will be implemented through three components: road, railway, and port.⁹ The components may involve cross-cutting interventions in urban transport, regional cooperation and integration, multimodal transport connectivity, and other related areas.

D. Investment and Financing Plans

13. The facility is estimated to cost \$27.7 million, including taxes and duties, physical and price contingencies, interest, and other charges during implementation (Table 1).¹⁰

⁵ Government of Sri Lanka, Department of National Planning, Ministry of National Policies and Economic Affairs. Forthcoming. *Public Investment Program, 2016–2018 (Draft)*. Colombo.

⁶ ADB. 2015. Sri Lanka: Interim Country Partnership Strategy, 2015–2016. Manila.

⁷ ADB. 2015. Country Operations Business Plan: Sri Lanka, 2016–2018. Manila.

⁸ ADB. 2004. Report and Recommendation of the President to the Board of Directors: Proposed Technical Assistance Loan to the Democratic Socialist Republic of Sri Lanka for the Road Project Preparatory Facility. Manila.

⁹ Among the projects that will be prepared are the (i) South Asia Subregional Economic Cooperation Port Access Elevated Highway, (ii) Expressway Development Project, (iii) Colombo Suburban Railway Project, and (iv) South Asia Subregional Economic Cooperation Port Development Project.

¹⁰ The indicative cost estimates (including base costs, contingencies, and financing charges during implementation) for the three components are \$10.00 million (road), \$10.00 million (railway), and \$4.42 million (port).

Table 1: Project Investment Plan

(\$ million)

Item		Amount ^a
Α.	Base Cost ^b	
	1. Road component	9.69
	2. Railway component	9.69
	3. Port component	4.27
	Subtotal (A)	23.65
В.	Contingencies	3.10
C.	Financing Charges During Implementation ^d	0.95
	Total (A+B+C)	27.70

^a Includes taxes and duties of \$2.9 million to be financed from government resources by cash contribution.

^b In 2016 prices.

^c Physical contingencies computed at 5.0%. Price contingencies computed at 1.4%–1.5% on foreign exchange costs and 2.4% on local currency costs; includes provision for potential exchange rate fluctuation under the assumption of a purchasing power parity exchange rate.

^d Includes interest during construction to be capitalized in the loan. Interest during construction for the Asian Development Bank loan was computed at 2% per annum.

Source: Asian Development Bank.

14. The government has requested a TA loan in various currencies equivalent to SDR17,471,000 from ADB's Special Funds resources to help finance the facility. The loan will have a 25-year term, including a grace period of 5 years, an interest rate of 2% per annum during the grace period and thereafter, and such other terms and conditions set forth in the draft loan and project agreements. The government will provide \$3.28 million to finance taxes and duties, and a portion of the contingencies. The financing plan is in Table 2.

Table 2: Financing Plan		
Amount (\$ million)	Share of Total (%)	
24.42	88.1	
3.28	11.9	
27.70	100.0	
	Amount (\$ million) 24.42 3.28	

Source: Asian Development Bank.

E. Implementation Arrangements

15. The implementation arrangements are summarized in Table 3 and described in detail in the project administration manual (PAM).¹¹

Aspects	Arrangements	
Implementation period	June 2016–December 2022	
Estimated completion date	31 December 2022	
	(Loan closing date: 30 June 2023)	
Management		
(i) Oversight bodies	Steering committee (road): MOHEH secretary (chair) ERD, NPD, PMMD, NBD, SLPA, Sri Lanka Customs, UDA, MOMWD, and other agencies to be invited by the chair (members)	
	Steering committee (railway): MOTCA secretary (chair)	

Table 3: Implementation Arrangements

¹¹ Project Administration Manual (accessible from the list of linked documents in Appendix 2).

Aspects	Arrangements			
	ERD, NPD, PMMD, NBD, Ministry of Power, Ceylon Electricity Board, UDA, MOMWD, and other agencies to be invited by the chair (members)			
	Steering committee (port):			
	MOPS secretary (chair)		ha	
	invited by the chair (me	D, UDA, MOMWD, and other agencies to	be	
(ii) Executing agencies		ent), MOTCA through SLR (railway compo	nont)	
	and MOPS (port compo	onent)	nent),	
(iii) Key implementing agencies		and SLPA (port component)		
(iv) Implementation units	One implementation unit for each component will be established (to be strengthened as required) (i) RDA, 33 staff members (ii) SLR, 19 staff members (iii) SLPA, 16 staff members			
Consulting services	Feasibility study and detailed engineering consultants (90:10 QCBS)	 (i) Road: about 119 person-months of international and 435 person- months of national services (2 packages) (ii) Railway: about 198 person- months of international and 676 person-months of national services (1 or 2 packages) (iii) Port: about 86 person-months of international and 105 person- months of national services (1 package) 	\$21.9 million	
	Individual consultants	About 10 person-months of international or national services	\$0.5 million	
Retroactive financing and advance contracting	Retroactive financing and advance contracting will be used for project management and consulting services. Eligible expenditures under the project should be incurred before the effective date, but not earlier than 12 months before the date of the loan agreement in connection with items to be retroactively financed, subject to a maximum equivalent to 20% of the loan amount.			
Disbursement	The loan proceeds will be disbursed in accordance with ADB's <i>Loan</i> <i>Disbursement Handbook</i> (2015, as amended from time to time) and detailed arrangements agreed between the government and ADB.			

ADB = Asian Development Bank, ERD = External Resources Department, MOHEH = Ministry of Higher Education and Highways, MOMWD = Ministry of Megapolis and Western Development, MOPS = Ministry of Ports and Shipping, MOTCA = Ministry of Transport and Civil Aviation, NBD = National Budget Department, NPD = National Planning Department, PMMD = Department of Project Management and Monitoring, QCBS = quality- and costbased selection, RDA = Road Development Authority, SLPA = Sri Lanka Ports Authority, SLR = Sri Lanka Railways, UDA = Urban Development Authority.

Source: Government of Sri Lanka.

III. DUE DILIGENCE

A. Technical

16. All transport sector investments to be prepared under the facility should be in line with (i) the government's national strategy and sector development plans, and (ii) ADB's country partnership strategy for Sri Lanka. The four investment projects in the preliminary list (footnote 9) are the government's priority projects in the road, railway, and port subsectors; and

are in line with ADB's current country partnership strategy for Sri Lanka, making them eligible for support under the facility. The terms of reference were prepared for the consulting services for the four investment projects, covering technical aspects such as engineering design, road safety, climate change mitigation and adaptation, regional cooperation and integration, multimodal connection, urban transport, and other related areas.

B. Economic and Financial

17. The recruitment of consultants will be undertaken in accordance with ADB's Guidelines on the Use of Consultants (2013, as amended from time to time) to obtain consulting services at fair market prices and to ensure economic and financial viability.

18. The ensuing transport investment projects to be prepared under the facility will support Sri Lanka's overall economic growth and poverty reduction by reducing the transport costs to major international and domestic markets, and connecting communities with broad economic and social activities. The facility will support the government in preparing feasibility studies and detailed designs, and will assist the executing and/or implementing agencies in procurement and safeguard implementation. It will bridge the gap between project preparation and implementation; minimize the delays normally observed between preparing feasibility studies and detailed designs, procurement activities, and commencement of actual works; and reduce the financial charges, such as commitment and interest fees, under the ensuing projects.

19. The terms of reference for consulting services include carrying out economic and financial assessments in accordance with the related policies and guidelines of the government and ADB. These assessments will help the government formulate economically and financially viable investment transport projects.

C. Governance

20. **Policy and legal.** Three ministries will act as executing agencies: MOHEH, MOTCA, and MOPS. They will formulate the policies and monitor the performance of the road, railway, and port subsectors. RDA, the implementing agency for the road component, was established as a statutory authority with an independent legal status through the Road Development Authority Act, 1981. RDA's chairperson reports to the MOHEH secretary. MOTCA will implement the railway component through SLR, a department under the ministry and headed by the general manager. SLPA, the implementing agency for the port component, was established as a statutory authority with an independent legal status under the Sri Lanka Ports Authority Act, 1979.

21. **Institutional capacity.** Except for SLR, all executing and implementing agencies have sufficient capacity and past experience to recruit consultants and administer contracts. To support SLR in project implementation, ADB has provided SLR with project preparatory TA under the Colombo Suburban Railway Project, which is currently being processed (footnote 4).

22. **Financial management.** A financial management assessment was carried out for RDA, SLR, and SLPA. RDA and SLPA have prior experience implementing ADB-funded projects, and satisfactory capacity in project financial accounting and in ADB disbursement procedures. All three agencies have project accounting and finance teams with suitably qualified accountants. The three implementation units will establish and maintain separate records and accounts to track the financing resources received and expenditures made for the project preparatory facility, to ensure an adequate audit trail. The government's Auditor General's Department will

annually audit the facility accounts and related financial statements following international auditing standards.

23. **Procurement and anticorruption measures.** Only consulting services will be procured under the facility, following ADB's Guidelines on the Use of Consultants (2013, as amended from time to time). The Bribery Act, 1954 (as amended from time to time); the Declaration of Assets and Liabilities Act, 1975; and the Permanent Commission to Investigate Allegations of Bribery and Corruption Act, 1994 provide the legal basis to deal with bribery and corruption. The auditor general monitors procurement activities. ADB's Anticorruption Policy (1998, as amended to date) was explained to and discussed with the government and all executing and implementing agencies. The specific policy requirements and supplementary measures are described in the PAM.

D. Poverty and Social

24. The facility is not expected to have any impact on gender and social dimensions. Followon transport projects will be prepared in compliance with ADB's *Handbook on Poverty and Social Analysis: A Working Document.*¹² Gender, labor, HIV/AIDS, and other social risks related to follow-on transport projects will be assessed, and a mitigation plan will be prepared to manage those issues.

E. Safeguards

25. The proposed facility will support the development of environmentally and socially viable investment projects. Because it is focused on preparing investment projects and will not involve construction work, the facility is not expected to have any adverse social and environmental consequences. The facility is categorized as C for environment, involuntary resettlement, and indigenous peoples. Follow-on transport projects will be assessed for safeguards in accordance with ADB's Safeguard Policy Statement (2009) and government guidelines, regulations, and policies. During the feasibility studies, the consultants will prepare environmental impact assessments or initial environmental examinations as applicable, including environmental management plans and climate risk and vulnerability assessments, for the selected transport projects. Similarly, resettlement planning, indigenous peoples planning, and gender analyses will be done during this stage. Capacity building on safeguard implementation and coordination will be carried out as required.

F. Risks and Mitigating Measures

26. Major risks and mitigating measures are summarized in Table 4 and described in detail in the risk assessment and risk management plan.¹³ The integrated benefits and impacts are expected to outweigh the costs.

Risks	Mitigating Measures	
Government delays in the release of	The Asian Development Bank will finance 88.1% of the total	
counterpart funds	expenditure. The government will finance only taxes and duties.	
	This will ease the government's financial burden of providing	
	counterpart funding and ensure adequate cash flow during	
	implementation. (Timeline: during facility implementation)	

 Table 4: Summary of Risks and Mitigating Measures

¹² ADB. 2012. *Handbook on Poverty and Social Analysis: A Working Document.* Manila.

¹³ Risk Assessment and Risk Management Plan (accessible from the list of linked documents in Appendix 2).

Mitigating Measures
Consulting services under the facility include implementation
support for the government and executing or implementing
agencies for procurement and safeguards. (Timeline: during
facility implementation)
The terms of reference for consulting services have been
prepared. Advance actions are being taken with the objective of awarding contracts shortly after loan effectiveness. (Timeline: ongoing)

Source: Asian Development Bank.

IV. ASSURANCES

27. The government, SLR, RDA, and SLPA have assured ADB that implementation of the facility shall conform to all applicable ADB policies, including those concerning anticorruption measures, safeguards, gender, procurement, consulting services, and disbursement as described in detail in the PAM and loan documents.

28. The government, SLR, RDA, and SLPA have agreed with ADB on certain covenants for the facility, which are set forth in the loan and project agreements.

V. RECOMMENDATION

29. I am satisfied that the proposed technical assistance (TA) loan would comply with the Articles of Agreement of the Asian Development Bank (ADB) and recommend that the Board approve the TA loan in various currencies equivalent to SDR17,471,000 to the Democratic Socialist Republic of Sri Lanka for the Transport Project Preparatory Facility, from ADB's Special Funds resources, with an interest charge at the rate of 2% per annum during the grace period and thereafter; for a term of 25 years, including a grace period of 5 years; and such other terms and conditions as are substantially in accordance with those set forth in the draft loan and project agreements presented to the Board.

Takehiko Nakao President

29 August 2016

DESIGN AND MONITORING FRAMEWORK

Transport projects succ	cessfully implemented ^a		
Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting	Risks
Outcome Readiness of priority transport projects improved	By 2023: At least 30% of contracts ready for awards before loan negotiation	Project performance reports	Delayed actions of the executing agencies and relevant stakeholders in procurement and/or safeguards
Outputs 1. Feasibility studies and/or detailed designs of transport projects completed	By 2022: 1. At least 1 project prepared in each subsector	1. Project proposal reports	Change in government priorities
2. Implementation support for transport projects provided	2a. At least 60% of bidding documents ready for tendering before loan fact finding	2a. Bidding documents	
	2b. 100% of safeguard documents prepared before loan fact finding	2b. Safeguard documents	
Key Activities with Mi	ilestones		·
1.1 Select consultants1.2 Prepare the feasibit1.3 Prepare the feasibit1.4 Prepare the feasibit	lity study and detailed design f lity study and detailed design f lity study and detailed design f	for railway projects by Dec for port projects by June 20 for road projects by Decen	ember 2019 020
2.1 Provide advice to t2.2 Provide advice to international best p2.3 Provide advice to t	upport for transport projects he executing agencies on sect the executing agencies on de practices until December 2022 he executing agencies on proc	or development strategy u esign standards, construct	tion technology, and othe
Inputs	nk. 404.40 million (to chair to		
Government: \$3.28 mil		ssisiance ioan)	
Assumptions for Part	ner Financing		
Not applicable.			

Source: Asian Development Bank.

LIST OF LINKED DOCUMENTS

http://www.adb.org/Documents/RRPs/?id=44350-013-3

- 1. Loan Agreement
- 2. Project Agreement: Road Development Authority
- 3. Project Agreement: Sri Lanka Ports Authority
- 4. Sector Assessment (Summary): Transport
- 5. Project Administration Manual
- 6. Contribution to the ADB Results Framework
- 7. Development Coordination
- 8. Country Economic Indicators
- 9. Summary Poverty Reduction and Social Strategy
- 10. Risk Assessment and Risk Management Plan