



# Technical Assistance Report

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Project Number: 41556-01  
Research and Development Technical Assistance (RDТА)  
February 2010

## Project Preparation Support for the Cities Development Initiative for Asia (Financed by the Japan Special Fund)

## ABBREVIATIONS

ADB	–	Asian Development Bank
CDIA	–	Cities Development Initiative for Asia
COP	–	community of practice
CPS	–	country partnership strategy
DMC	–	developing member country
MDG	–	Millennium Development Goal
RSDD	–	Regional and Sustainable Development Department
SCP	–	Sustainable Cities Program
TA	–	technical assistance
UN-HABITAT	–	United Nations Human Settlements Programme

## TECHNICAL ASSISTANCE CLASSIFICATION

<b>Type</b>	–	research and development technical assistance (RDTA)
<b>Targeting Classification</b>	–	General intervention
<b>Sectors (subsectors)</b>	–	Energy (energy sector development); transport, and information and communication technology (transport management and policies); water supply and other municipal infrastructure and services (water supply and sanitation)
<b>Themes (subthemes)</b>	–	<b>Economic growth</b> (promoting economic efficiency and enabling business environment), governance (economic and financial governance), environmental sustainability (urban environmental improvement)
<b>Location impact</b>	–	Urban (high), rural (medium), national (medium), regional (medium)
<b>Partnerships</b>	–	United Nations Human Settlements Program, Regional Office for Asia and the Pacific

## NOTE

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

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## I. INTRODUCTION

1. The research and development technical assistance (TA) project was included in the 2007 TA program of the Regional and Sustainable Development Department (RSDD) of the Asian Development Bank (ADB) to support the establishment of the Cities Development Initiative for Asia (CDIA).<sup>1</sup> ADB and the German Development Cooperation Ministry have established the multidonor CDIA to contribute to improving the living conditions of people in Asian cities by improving the process of formulating and financing public services delivery in urban areas. The governments of Sweden and Spain have also agreed to participate in the initiative and to provide approximately \$7 million in support.<sup>2</sup> However, project identification and preparation activities—which are core to the operation of CDIA—are not adequately funded, given the huge demand (i) identified under the regional TA on Managing the Cities in Asia;<sup>3</sup> and (ii) demonstrated by 2 years of CDIA operations, which identified some 16 cities and \$5 billion of infrastructure projects. The United Nations Human Settlements Programme (UN-HABITAT) is the “city and shelter agency” of the United Nations system and has been involved in CDIA from its launch. UN-HABITAT is seeking to work with ADB and its CDIA partners to assist with project formulation; UN-Habitat has identified a significant pipeline of projects as a result of its ongoing programs in the sector. In addition, CityNet, a network of local governments in Asia, has agreed to join the initiative to strengthen the networking aspects of CDIA. The project is consistent with ADB’s Long-Term Strategic Framework 2008–2020 (Strategy 2020).<sup>4</sup> Strategy 2020 focuses ADB operations in three areas: inclusive economic growth, environmentally sustainable growth, and regional integration. This TA supports CDIA in better responding to both demands of developing member countries (DMCs) and ADB’s operational needs by providing assistance for preparation of projects that respond to Strategy 2020 priorities and networking among cities as a basis for scaling up infrastructure investment. The design and monitoring framework is in Appendix 1.

## II. ISSUES

2. Urban economies play a central role in Asia’s economic growth and development, but Asian urban areas have had difficulty in coping with the rapid growth: 44 million people are added to city populations every year, equivalent to 120,000 people each day. This requires the construction each day of more than 20,000 new dwellings, 250 km of new roads and additional infrastructure to supply more than 6 megalitres of potable water.<sup>5</sup> In order to be relevant to the needs of its DMCs, ADB operations need to maximize the opportunities of urbanization and address its negative impacts. Institutions that manage urbanization often lack coordination, capacity, and finance. The struggle to address global environmental problems and meet the Millennium Development Goals will be most difficult in Asia’s urban areas.

3. Concerns about the social and environmental impact of urban development are growing. Underserviced urban growth often leads to declining environmental quality, congestion, and pollution, which is detrimental to the residents’ quality of life, even as incomes rise. About 70% of the world’s poor live in Asia. Nearly one third of the urban poor do not have access to safe

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<sup>1</sup> The TA first appeared in the business opportunities section of ADB’s website on 4 September 2007.

<sup>2</sup> This support will be channeled to the CDIA through a change of scope to ADB. 2005. *Technical Assistance for Managing the Cities in Asia*. Manila (TA 6293-REG).

<sup>3</sup> ADB. 2005. *Technical Assistance for Managing the Cities in Asia*. Manila (TA 6293-REG, approved on 19 December).

<sup>4</sup> ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank, 2008–2020*. Manila.

<sup>5</sup> ADB. 2006. *Urbanization and Sustainability; Case Studies of Good Practices*. Manila.

water, and half do not have access to adequate sanitation. About the same number live in environmentally dangerous areas and/or slums and lack secure tenure. High levels of environmental stress compound poverty. The economic impact of pollution in Asian urban areas, in terms of loss of productivity and health costs, is estimated at 1%–5% of gross domestic product.

4. In this context, urban development is increasingly difficult for many governments to manage. In many countries, ADB also has difficulty assisting governments in improving urban services, both because of shortfalls in the capacity of counterpart institutions and ADB's own constraints.<sup>6</sup> In addition, the private sector (at both national and local levels) is increasingly able and willing to participate in urban service delivery. ADB recognizes these strategic shifts and is planning to increase both the quantity and quality of urban lending by (i) leveraging and consolidating cofinancing under longer-term programmatic interventions, (ii) bolstering sector knowledge and the quality of strategic sector analyses and/or diagnostics, and (iii) supporting urban networking and outreach as a means of demonstrating ADB's value-addition. ADB's urban initiatives focus on actions that will mobilize resources for priority investments under Strategy 2020. Specifically, the Urban Financing Partnership Facility<sup>7</sup> will act as the umbrella for funds mobilization, with CDIA constituting a framework agreement under the Urban Financing Partnership Facility.

5. ADB and its CDIA partners play an important role in supporting Asian cities and bolstering urban lending. As a financier, ADB can help deliver and leverage needed investment in infrastructure services, in particular under the Innovation and Efficiency Initiative,<sup>8</sup> and other approaches as appropriate to clients' needs. As a development institution with extensive experience in urban planning, infrastructure services reform, and poverty reduction, ADB is well placed to deliver knowledge products and finance for sustainable and inclusive development of the region's cities and towns. Additionally, ADB can act as a strong partner in policy dialogue, work at multiple levels of government, and foster partnerships with the private sector. By linking to CDIA partners, ADB can leverage its assistance, extending the impact of its TA and engaging in new areas.

6. The mandate of UN-HABITAT is to assist countries and cities achieve the goals of "sustainable human settlements" and "shelter for all". UN-HABITAT's Regional Office for Asia and the Pacific, located in Fukuoka, Japan, has been providing technical support to national and local governments in Asia to address their human settlements needs. UN-HABITAT seeks to link its Sustainable Cities Program (SCP) network of cities to CDIA to assist them in implementing investments identified through SCP and other activities. In addition, CityNet, based in the city of Yokohama, has offered to support the program, adding its network and building on its Smart Cities Program, which links developing countries with expertise needed to develop environmental infrastructure.

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<sup>6</sup> A 2006 study (ADB. 2006. *Special Evaluation Study on Urban Sector Strategy and Operations*. Manila.) rated the urban sector strategy as relevant and effective, but only partly efficient and less sustainable due mainly to staffing and lending modality constraints on ADB urban operations.

<sup>7</sup> ADB. 2009. *Urban Financing Partnership Facility: Establishment of the Urban Environmental Infrastructure Fund and Urban Trust Funds*. Manila (approved 2 December 2009).

<sup>8</sup> ADB. 2005. *Pilot Financing Instruments and Modalities*. Manila. The key instruments are: (i) the multitranche financing facility, (ii) subsovereign lending, (iii) local currency lending, and (iv) refinancing.

### III. THE PROPOSED TECHNICAL ASSISTANCE

#### A. Impact and Outcome

7. ADB proposes the present TA as a core activity in its response to the changing context of urbanization in Asia and to the issues raised in the Special Evaluation Study on Urban Sector Strategy and Operations (footnote 6) and in response to the infrastructure focus of Strategy 2020 (footnote 4). This response is focused on more effective support to ADB's urban operations through the community of practice (COP), and on more effective partnerships. The proposed TA addresses these issues, providing resources for more flexible approaches to project formulation and capacity development by operations departments.

8. The TA will contribute to improved management of cities of all sizes in ADB's DMCs by increasing the number of urban infrastructure projects ready for detailed assessment (project preparatory TA) and subsequent funding by ADB and CDIA partners. The TA will support project identification and knowledge management activities for an initial period of 14 months. The TA will also examine ways of making CDIA activities sustainable over a longer term timeframe. The TA activities will provide:

- (i) technical support for prefeasibility studies, and
- (ii) support to cities in knowledge and capacity development through networking activities in order to strengthen the capacity of cities to prepare and implement infrastructure projects.

9. The TA will support DMCs in undertaking more effective project due diligence, project structuring, and project implementation for urban development projects. This will (i) enable (a) improved technical, legal, and financial design of projects; and (b) better project administration; and (ii) lower the transaction costs of structuring responsive urban projects. The TA will provide demand-driven assistance to DMCs<sup>9</sup> through ADB's operations departments.

#### B. Methodology and Key Activities

10. The activities set out in para. 8 define the two components of the TA, as detailed below.

11. **Project preparation support.** RSDD will make a pool of funds available to operations departments for formulating projects and/or programs in waste management, urban transport, urban subsovereign finance, and urban economic (cluster) development that can be financed by ADB for selected cities. The projects and/or programs will be identified, prioritized, and reviewed in close collaboration with operations departments, based on (i) the outputs of the knowledge activities of the urban COP, and (ii) relevant projects identified by operations departments. Once projects and/or programs are selected, suitable consultants will be engaged to meet the specific needs of each project or program. These consultants will be engaged by RSDD in consultation with operations departments. RSDD will manage the consultants in close collaboration with the clients and operations departments as they conduct prefeasibility studies, initial implementation activities, etc. The urban COP will play a key role in providing guidance to consultants. Priority will be given to subsovereign and public-private partnership projects. A local consultant will be engaged to help RSDD manage TA activities. From consultations with operations departments, these projects are expected to focus on one city from each of the following DMCs: India, Lao People's Democratic Republic, Mongolia, Pakistan, and Viet Nam.

<sup>9</sup> ADB would obtain government "no objection" prior to undertaking activities in a country.

12. **Support to knowledge networks and capacity development.** It was intended that CDIA would form a network of cities interested in improving their capacity to plan for, finance, and implement urban infrastructure projects, but this aspect of the initiative was not pursued while initial prefeasibility activities were underway. This component of the TA will provide consultant support and systems to scale up CDIA networking activities, which will link cities in developing countries to expertise—both from companies and from other “mentor” cities—that can provide successful practical examples of infrastructure planning, financing, and implementation. Such activities will both increase the quality of project formulation and provide ADB with quality funding opportunities in line with the priorities of Strategy 2020.

### **C. Cost and Financing**

13. The total cost of the TA is estimated at \$2,000,000. The TA will be financed on a grant basis by the Japan Special Fund funded by the Government of Japan. The cost estimates and financing plan are in Appendix 2.

### **D. Implementation Arrangements**

14. ADB will be the executing agency for the TA, with RSDD as the nodal department for implementation. RSDD will undertake the TA activities as directed by the urban COP in collaboration with operations departments. The TA implementation team will be comprised of a team leader in RSDD reporting to a subcommittee of the COP. Implementation will be supported by international and national consultants. RSDD will undertake TA activities in collaboration with relevant operations departments. A no-objection letter from the relevant DMCs will be obtained before commencing any activities in the territory of these DMCs. The TA implementation team will comprise a team leader from RSDD supported by a subcommittee of the urban COP. Implementation will take place over 18 months from June 2010. For both components, ADB will engage consultants in accordance with its Guidelines on the Use of Consultants (2007, as amended from time to time).

15. Implementing component 1 of the TA will require about 30 person-months of international consultant and 100 person-months of national consultant services, contracted using the consultants' qualification selection or single source selection, as appropriate.<sup>10</sup> This modality is appropriate as the projects in this component are to be chosen during implementation through consultation between the urban COP and governments. As such, flexibility in team formation is required. The projects will typically be undertaken by small teams of consultants highly specialized in the sector and country. The project formulation consultants will undertake technical studies and specialized analytical studies to support project development under the guidance of the urban COP and the supervision of operations departments. Outline terms of reference are set out in Appendix 3. Operations departments will use the established one-page application format for urban COP support, to be approved at monthly meetings. The terms of reference and project formulation milestones will be determined by operations department supervising offices. The consultants will be engaged by ADB in accordance with its Guidelines on the Use of Consultants.

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<sup>10</sup> The consultants' qualifications selection method may be used for small assignments where highly specialized expertise is required for the assignment and recruitment of “boutique” consulting firms that provide depth of expertise in specific areas is contemplated. For single source selection, indicatively, half will be by cost and quality selection, which is the preferred method if the assignment requires joint efforts from various experts. Where a competitive tender among firms qualified for the assignment is not possible, the consultants will be engaged through individual consultant selection.

16. Implementing component 2 of the TA will require technical inputs to the CDIA, and support of CDIA networking activities. These activities will require about 5 person-months of international consultant and 40 person-months of national consultant services. It is proposed that UN-HABITAT be contracted on a single-source basis to provide specialized inputs to coordinate CityNet and consultants' inputs for networking activities. By providing access to the CityNet and SCP networks, UN-HABITAT will help ADB identify the potential investment needs and priorities of its network cities. The UN-HABITAT Regional Office for Asia and the Pacific (in Fukuoka, Japan) has developed a network of cities in Asia and Pacific region, and assisted them in developing city-level strategies, through structured participatory and consultative processes, to identify potential development projects related to water supply, sanitation, waste management, urban environment, slum upgrading, and socioeconomic development. Adequate support to capacity development for infrastructure financing in these cities, particularly involving public-private partnerships, will open opportunities for city governments to tap funding from ADB, other CDIA partners and the private sector in order to address their urban investment needs. This support will be provided through the development and dissemination—via established SCP and CityNet processes—of appropriate learning materials, which will be based at least in part on the outcomes of component 1. Outline terms of reference are in Appendix 3. The consultants will be engaged by UN-Habitat in accordance with ADB's Guidelines on the Use of Consultants. UN-Habitat consultants will include a local consultant provided to the secretariat of CDIA to assist in coordination, and to liaise between ADB and UN-Habitat.

17. The TA implementation team will closely collaborate and regularly consult with the operations departments. The team will organize focused discussions, workshops, and seminars as appropriate. RSDD will coordinate input as required from other initiatives in water, sustainable transport, energy efficiency, etc. Staff will be supported under the TA to participate as resource persons in workshops where appropriate. The TA will be implemented over 18 months, starting in June 2010 and ending in December 2011. The TA outcome will be evaluated with a view toward contributing to ADB's policy dialogue with DMCs, demand for CDIA assistance, and developments in DMCs related to the management of cities in the region.

#### **IV. THE PRESIDENT'S RECOMMENDATION**

18. The President recommends that the Board approve the provision of technical assistance not exceeding the equivalent of \$2,000,000 on a grant basis for the Project Preparation Support for the Cities Development Initiative for Asia.

## DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p><b>Impact</b> Improved management of cities of all sizes in developing member countries (DMCs)</p>	<p>The infrastructure, service delivery, and environmental parameters in these cities, along with financial management of municipalities</p> <p>Achievement of Millennium Development Goals (MDGs), in particular to improve the lives of at least 100 million slum dwellers by 2020 (target 4 of MDG 7)</p>	<p>Urban sector and sector and/or thematic reports of DMC governments and international organizations</p> <p>Asian Development Bank (ADB) and international progress reports on the MDGs</p>	<p><b>Assumptions</b> There is greater commitment by stakeholders and policymakers in DMCs to improve management of cities</p> <p>Improved knowledge and policy dialogue translates into improved management of cities</p>
<p><b>Outcome</b> Improved design of ADB operations in Asian cities</p> <p>Enhancement of ADB's ability to resource these improvements in operations and its knowledge base</p> <p>Enhanced capacity of Asian cities to fund infrastructure investments</p>	<p>Better sector diagnostics and project development processes</p> <p>Increased demand for ADB assistance related to management and development of cities</p> <p>Improved inputs to country partnership strategies (CPSs) based on ADB's policy dialogue with DMCs</p> <p>Funding commitments</p>	<p>DMC reports and ADB CPSs and programs</p> <p>CPS and DMC feedback received through various formal and informal channels</p> <p>Project processing information systems and CPSs</p> <p>Country assistance program evaluation (CAPEs)</p> <p>Project Processing Information System (PPIS)</p>	<p><b>Assumptions</b> DMC policy makers and stakeholders have a continued interest in improving management of cities</p> <p>Key regional experts engage effectively in this analytical work</p> <p>ADB capacity to respond to increased demand for assistance increases</p>
<p><b>Outputs</b> 1. Strategic support for urban operations</p> <p>2. Support to knowledge networks and capacity development covering strategic issues for the urban sector</p>	<p>Urban Community of Practice (CoP) to produce five project formulation reports in priority Strategy 2020<sup>a</sup> sectors</p> <p>Documentation of lessons</p> <p>Four regional networking events undertaken</p>	<p>Periodic progress reports provided for implementation</p> <p>Communications from related external experts and institutions</p> <p>Documentation of networking events</p>	<p><b>Risks</b> Suitable experts and institutions are not available</p> <p>Experts with inappropriate skills chosen for projects</p>

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
	Improved ADB urban engagement with professional peers through increased attendance at seminars and workshops		
<b>Activities with Milestones</b> 1.1 Establishment of the implementation team (April 2010) 1.2 Preparation of the detailed outline of the analytical work and engagement of consultants (May 2010); COP review (May 2010)  2.1 Analytical work reports for operational support (initial reports by January 2011) 2.2 Documentation of initial findings on implementation posted on intranet (March 2011) 2.3 Final report of analytical work and evaluation of technical assistance implementation (December 2011)  3.1 Following item 1.1 above, identification of suitable networking experts and institutions for knowledge network support (December 2010) 3.2. Involvement of these experts and institutions based on consultancy assignments and their conduct of special studies (December 2010–August 2011)  4.1 Uploading of project reports and study materials on urban website (August–December 2011)			<b>Inputs</b> ADB: \$2,000,000  International consultants, \$665,000  National consultants, \$700,000  International and national travel, \$135,000  Reports and communications, \$100,000  Workshops, seminars, and conferences, \$100,000  Miscellaneous administration and support costs, \$100,000  Contingencies, \$200,000

<sup>a</sup> ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development bank, 2008–2020*. Manila  
 Source: Asian Development Bank.

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

<b>Item</b>	<b>Total Cost</b>
<b>Asian Development Bank Financing<sup>a</sup></b>	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	665.0
Number of person-months – 35	
ii. National consultants	700.0
Number of person-months – 140	
b. International and local travel <sup>b</sup>	135.0
c. Reports and communications	100.0
2. Workshops, training and/or seminars, and conferences	
a. Training programs (2 x \$50,000 each)	100.0
3. Miscellaneous administration and support costs	100.0
4. Contingencies	200.0
<b>Total</b>	<b>2,000.0</b>

<sup>a</sup> Financed by the Japan Special Fund, funded by the Government of Japan.

<sup>b</sup> Includes staff travel as resource speakers.

Source: Asian Development Bank estimates.

## OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

### A. General

1. The technical assistance (TA) project will require inputs from international and national consultants drawn from a range of experts, institutions, and organizations. The consultants will include urban and infrastructure experts in the areas of planning, energy, transport, water supply and sanitation, environment, municipal management, urban finance and urban economics. The national consultants will provide technical and research assistance support for the TA project implementation team and should have strong backgrounds and experience in data collection and analysis, and relevant experience in the urban sector. A small secretariat will manage the TA project and respond to requests by the operations departments.<sup>1</sup> Other consultants will be engaged on short-term assignments as required by operations departments. The detailed terms of reference for the consultants and their engagement periods will be finalized based on requests of operations departments in consultation with the managing task force during TA implementation.

### B. Component 1 Consultants

#### 1. Urban and Infrastructure Consultants (international, 30 person-months)

The task of the urban and infrastructure consultants will be to: (i) undertake research in the areas of waste management, urban transport, cluster development, and municipal finance; and (ii) provide technical recommendations for enhancing project design operations, and analyze the impact of that support. This analysis will provide support to the urban community of practice (COP) of the Asian Development Bank (ADB) and to the establishment of a partnership facility for the sector that will fund enhanced urban operations. The consultants must be capable of designing new modalities of support and innovative solutions, particularly in the areas of urban finance, energy, transport, water supply and sanitation, environment, and municipal management. This will require knowledge of existing literature and ongoing work within and outside ADB, analysis of trends and issues, identification of good practices and innovative approaches, and the ability to make suggestions about how to more effectively deliver support in the urban sector. The general approach will be to provide consulting support to the development of sector strategies and projects as required by operations departments, analyze the urban sector situation in ADB's developing member countries, analyze regional trends, and use the experiences of developing and developed countries to draw lessons for the sector. Consultants will be engaged by ADB in accordance with its Guidelines on the Use of Consultants (2007, as amended from time to time).

#### 2. Urban and Infrastructure Consultants (national, 100 person-months)

2. The main task of the national consultants will be to provide high-quality assistance and inputs, backed (where needed) by strong data analysis, for the international consultants. The tasks of the national consultants will include: supporting the activities of international consultants in the field, reviewing documents and literature, collecting data and information, undertaking research and analysis (both quantitative and qualitative), and preparing notes and briefs. The national consultants will provide technical and administrative support to assist the TA implementation team in completing the TA project. The national consultants will coordinate with national governments, other donors, and other ADB projects as needed. National consultants

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<sup>1</sup> ADB's regional departments and Private Sector Operations Department.

supporting the core team will also assist in (i) developing and administering the urban website, including dissemination of materials, press releases, speeches, questions and answers, key messages, and slide presentations; (ii) conversion of desktop files to PDF and HTML format, consistent with ADB website guidelines; and (iii) performance of other functions and responsibilities as required. The consultants will undertake other tasks as required by the COP. Consultants will be recruited by ADB in accordance with ADB's Guidelines on the Use of Consultants.

### **C. Component 2 Consultants**

3. This component will be implemented by the United Nations Human Settlements Programme and will require 5 person-months of international consultant and 40 person-months of national consultant services. The consultants will be selected according to the specific projects identified as identified below, but will have the skills range as required for component 1. The consultants will undertake the following tasks in support of networking and capacity development activities of the Cities Development Initiative for Asia.

4. Several urban infrastructure projects will be identified and selected through consultation with ADB to provide the basis for analytical studies identifying best practice and lessons. These will be documented in a form suitable for dissemination both at regional fora (para. 6) and through the internet.

5. Regional seminars will be organized, with (i) two stakeholder consultations carried out to disseminate the knowledge products described above, with the modality and target audience determined during implementation; and (ii) two additional events organized in conjunction with established city networking events, most likely through CityNet, which will include (a) consultations on city needs and capacities for infrastructure financing, and (b) consultations on city needs for and the most efficient ways to disseminate knowledge created by the analytical studies. Indicative budgets for these activities are \$20,000 each.

6. The United Nations Human Settlements Programme and the consultants will undertake other tasks as agreed in discussions with the urban COP and the core management team of Cities Development Initiative for Asia. Consultants will be recruited as individual consultants, in accordance with ADB's Guidelines on the Use of Consultants.