

**ASIAN DEVELOPMENT BANK**

**TAR: BHU 32318**

**TECHNICAL ASSISTANCE**  
**(Financed from the Japan Special Fund)**

**TO THE**

**KINGDOM OF BHUTAN**

**FOR THE**

**ROAD PLANNING AND MANAGEMENT STRENGTHENING PROJECT**

**July 2000**

## **CURRENCY EQUIVALENTS**

(as of 30 June 2000)

Currency Unit	–	Bhutan Ngultrum (Nu)
Nu1.00	=	\$0.023
\$1.00	=	Nu43.15

In this report, a rate of \$1.00 = Nu43.00 has been used. This was the rate generally prevailing during the fact-finding.

## **ABBREVIATIONS**

ADB	–	Asian Development Bank
DOR	–	Department of Roads
HDM	–	Highway Design and Management
IBRO	–	Indian Border Roads Organization
PPD	–	Policy and Planning Division
MOC	–	Ministry of Communications
RSMP	–	Road Sector Master Plan
TA	–	technical assistance

## **NOTES**

- (i) The fiscal year of the Government ends on 30 June.
- (ii) In this report, "\$" refers to US dollars.

## I. INTRODUCTION

1. Based on the findings and recommendations of an approved technical assistance (TA),<sup>1</sup> the Royal Government of Bhutan requested the Asian Development Bank (ADB) for an advisory TA to assist the Government in the Road Planning and Management Strengthening Project. The TA is included in ADB's Country Assistance Plan for Bhutan for the year 2000. An ADB fact-finding mission visited Bhutan from 29 October to 9 November 1999 and reached understanding with the Government on the objectives, scope, cost estimates, financing plan, implementation arrangements, and terms of reference for consulting services of the TA.<sup>2</sup>

## II. BACKGROUND AND RATIONALE

2. The road sector in Bhutan has been developing at a steady pace since the late 1950s. For the past 30 years, the Indian Border Roads Organization (IBRO) has undertaken the vast majority of the construction and maintenance works on the national road network through the DANTAK project.<sup>3</sup> Over the last decade however, responsibility for the national road network has been gradually shifted to the Government. At this time, IBRO still maintains about 478 kilometers of the national highway network. The Government is expected to eventually assume responsibility for those sections as well. The institution responsible for planning the national road network is the Policy and Planning Division (PPD) within the Ministry of Communications (MOC). The institution responsible for managing the national road network is the Department of Roads (DOR) within MOC. As the Government invests in the steady development of the national road network and gradually assumes responsibility for its maintenance, the network has remained serviceable but requires significant investments.

3. The objectives of the current Eighth Five-Year Plan (1997-2002) are to develop a regionally balanced network that is safe, convenient, and economical to use, and to preserve the past capital investment in roads, reduce cost of vehicle operation and travel time of road users, and develop road construction and maintenance capabilities in the private sector. ADB's strategic objective in the road sector is to improve planning, construction, and maintenance to (i) integrate the domestic market; (ii) enhance access to local, regional, and international markets; (iii) increase employment opportunities and incomes, especially in rural areas, to reduce poverty; (iv) stimulate private sector activity, especially in rural areas; and (v) develop public-private partnerships for planning, management, and implementation of construction and maintenance of the national road network.

4. ADB's policy dialogue with the Government in the road sector has concentrated on the institutional strengthening of DOR to enable it to take over from IBRO the responsibility for planning and managing the national road network. The ADB's last loan project to Bhutan,<sup>4</sup> emphasized (i) improving governance by institutional strengthening, (ii) more efficiently allocating funds for road maintenance operations, (iii) developing the domestic road construction industry, (iv) establishing a framework for contracting roadworks, and (v) improving cost recovery in the road sector through appropriate user charges. Currently, ADB's sector strategy continues to address the same policy areas, and aims at improving governance by strengthening PPD and DOR to (i) develop an appropriate road planning and management system, to facilitate efficient budget allocations for road sector development and maintenance

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<sup>1</sup> TA 3107-BHU: *Road Transport Network Development Project*, for \$650,000, approved on 3 December 1998.

<sup>2</sup> The TA first appeared in *ADB Business Opportunities* in March 2000.

<sup>3</sup> DANTAK is the IBRO project that constructed the national highways in Bhutan.

<sup>4</sup> Loan 1265-BHU(SF): *East-West Highway Maintenance Project*, for \$5.2 million, approved on 18 November 1993.

activities; (ii) introduce a more participatory approach for the beneficiaries in planning and implementation, to contribute to poverty reduction; (iii) improve road safety; (iv) develop the domestic consulting profession; and (v) assist the Government in drafting legislation on the proposed road act.

5. DOR, a young organization with limited professional staff resources, is in a steep development curve and has struggled to acquire the skills and experience it needs to construct and maintain the national road network. DOR must now transform itself from an implementing agency and supervisor of work into the “owner” of the work and employer of consultants and contractors. It must shift from being the implementer of the projects to being the manager. At the same time, the contracting community must invest in modern tools and technologies and upgrade its practices to be consistent with international standards. The fledgling consulting profession in Bhutan must be strengthened in order to have the key role as the supervisor and certifier of works, and to instill confidence in DOR that consultants can successfully manage that role.

6. The proposed Road Improvement Project will be implemented based on the Government's new contracting and procurement framework, and includes a number of features designed to strengthen DOR, and local contractor and consultant engineering capabilities. However, specific assistance for capacity building of PPD and DOR is required. PPD's and DOR's capability to plan and manage the national road network and perform their development and maintenance functions must be strengthened as they evolve into their new role. Proper planning entails due consideration of technical, economic, financial, and administrative factors and, just as importantly, of environmental and social impacts. Roads are built to serve communities as well as vehicle operators; therefore the affected communities must be participants in the road planning process. PPD and DOR need to develop a road sector master plan (RSMP) and establish appropriate procedures for implementing the plan

7. The planning process can provide intended benefits only if identified plans and programs are implemented. For this to happen, the budgeting process must provide funding based on priorities established through the planning process. When programs are curtailed due to funding constraints, plans must be adjusted accordingly. In modern road sector organizations, support to the planning and budgeting process is accomplished through the effective application of appropriate information technology. The latter is particularly important since under a prior TA,<sup>5</sup> a maintenance management system was developed, but it was not implemented successfully mainly due to the use of complex computer tools and the lack of technology transfer to DOR staff. Therefore, strengthening of PPD's and DOR's functions must coincide with the development of appropriate asset inventory data and related training.

8. The Government requires a modern and efficient road sector organization to effectively plan and manage its developing network to allow the road sector to contribute to the social and economic development of the country. PPD and DOR have already taken steps to improve the efficiency of their delivery of services. To build upon the initial successes, PPD and DOR need to improve governance by strengthening their capacities for planning and managing the road sector.

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<sup>5</sup> TA 1984-BHU: *Development of a Maintenance Management System*, for \$390,000, approved on 18 November 1993.

9. Regarding road sector legislation, the Government has, over the years, taken steps to address legal issues through diverse acts, rules, regulations, and guidelines issued by various Government agencies. The various legislations are (i) the rules and regulations for construction of temporary, semipermanent, and permanent houses on either side of a road, issued by the Ministry of Home Affairs in 1993; (ii) the Road Safety and Transport Act 1999, issued by MOC; (iii) the *Field Manual of Road Maintenance*, issued by DOR in 1989; (iv) the bioengineering techniques for slope protection and stabilization, issued by DOR in 1999; (v) the Environmental Code of Practices for Highways and Roads, issued by DOR in September 1999; (vi) the Municipal Act of 1999, issued by the MOC; (vii) the Mines and Minerals Management Act 1995, issued by the Department of Geology; (viii) the Land Act (second edition 1998), issued by the Ministry of Home Affairs; and (ix) the environmental guidelines on roads and highways, issued by the National Environment Commission in 1999.

10. With the multiplicity of interrelated legislation, there is no coordinated and focused approach through a single piece of legislation covering road and road transport in Bhutan. Also, the agencies responsible for particular sectors are primarily concerned with safeguarding their interests, resulting in conflicting rules and regulations. Further, the enforcement mechanisms are varied and uncoordinated. The Government is of the view that a coordinated legislation is needed as the road network is the predominant means of transport within the country and the number of road users and vehicles is increasing. Also, authority and responsibility for enforcement must be clearly delineated. The Government has noted its need for draft legislation on the proposed road act to cover road and road transport in Bhutan.

### III. THE TECHNICAL ASSISTANCE

#### A. Objectives

11. The objectives of the TA are to (i) prepare the RSMP; (ii) improve the capacity of PPD and DOR in planning and securing sustainable financing for the national road network and road maintenance programs, including a comprehensive road asset inventory database; (iii) train PPD and DOR staff on appropriate planning tools; and (iv) prepare draft legislation on the proposed road act. The TA framework is presented in Appendix 1.

#### B. Scope

12. The TA will focus on (i) planning and financing of the road sector, (ii) technology transfer, and (iii) legislation for roads and road transport.

13. **Planning and Financing of the Road Sector.** The long-term RSMP will be developed for network expansion, rehabilitation, and maintenance. The plan will cover required investment in new roads and bridges. The exercise will include definition of planning data requirements, collection of available data, review of road classification, evaluation of rehabilitation and periodic maintenance alternatives, and recommendation of improvement policies. The road planning process must be based on objective technical and economic analysis and the formulation of plans and programs must be soundly conceived. Road planning must be a continuing process to ensure that programs adopted are responsive to changing times and have the necessary financial and public support to be implementable. The study will address the current user charges and will determine whether these charges are appropriate in terms of cost recovery. The TA will assist PPD and DOR to implement improvements by:

- (i) developing a stable organizational unit with dedicated professional staff supported by field units, trained and equipped to use appropriate planning technology and responsible for maintaining planning data and preparing economically justifiable programs;
- (ii) providing access to appropriate technical methods and training in engineering and information technology such as the highway design and management (HDM)<sup>6</sup> model, which is applied in many developing countries; and
- (iii) building public support, through stakeholder participation to ensure that priorities are based on technical and economic considerations and that the necessary funding is made available.

14. **Technology Transfer.** Effective planning depends upon appropriate tools based on information technology, and training of staff that will implement these tools. The staff must have access to simple, accurate, and comprehensive data on the existing national road network and on broader areas such as land use, economics, and demographics. The TA will include the introduction of the, implementation of, and training on effective and simple computer-based road planning tools, and the development of a road asset inventory database and related road planning data.

15. **Legislation for Roads and Road Transport.** The TA will take into account the existing legislation on road-related matters, and prepare draft legislation on the proposed road act, taking into account the views of the Government, local communities, nongovernment organizations, and other stakeholders, including road users (such as vehicle owners, users of public transportation, and freight transporters). The proposed draft legislation will (i) clearly define the responsibilities and rights of the provider (the Government), road users, and affected communities; (ii) address the construction, rehabilitation, maintenance, and use of the road, while safeguarding or mitigating the adverse environmental impacts on users and the community at large; (iii) spell out the compensation to be paid in accordance with existing legislation in the acquisition of land, including rights-of-way, for road construction; (iv) determine the feasibility of levying user charges to recover the cost of maintaining the national road network; (v) specify the agencies responsible for monitoring and enforcing the provisions of the legislation; and (vi) prescribe the penalties for violating road statutes.

### C. Cost Estimates and Financing Plan

16. The total cost of the TA is estimated at \$1,127,000 equivalent, consisting of \$740,000 in foreign exchange cost and \$387,000 equivalent in local currency cost. ADB will finance \$954,000 equivalent to cover the entire foreign exchange cost and \$214,000 equivalent in local currency cost. The Government has agreed to finance the items specified in Appendix 2, estimated at \$173,000 equivalent. The TA will be financed by ADB on a grant basis from the Japan Special Fund, funded by the Government of Japan. The detailed cost estimates and financing plan is presented in Appendix 2.

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<sup>6</sup> HDM model was developed by the World Bank. ADB is a partner in the development and related training of the new version of the model called HDM 4, under TA 5819-REG: *Highway Development and Management Model 4 Training and Dissemination in the Asian and Pacific Region*, for \$700,000, approved on 8 December 1998.

#### **D. Implementation Arrangements**

17. International consultants (about 18 person-months of total services) working in association with domestic consultants (about 60 person-months) will be required to carry out the tasks under the TA. The outline terms of reference for the consultants are given in Appendix 3. The international consultants will have expertise in road network planning and management, and road agency institutional strengthening; road and road transport legislation, and development of institutional capabilities; and computer-based road network planning and financing tools (including the application of HDM model) and road asset inventory databases. The consultants will be led by an international road transport planner and economist. The domestic consultants will have expertise in road transport planning and operations (including road sector legislation), highway planning and maintenance operations, information systems development and implementation, and road asset inventory databases. The consultants will be recruited by ADB in accordance with its *Guidelines on the Use of Consultants* and other arrangements satisfactory to ADB on the engagement of domestic consultants. The equipment and software will be procured by the consultants in accordance with arrangements satisfactory to ADB. The consultants are expected to commence their services in October 2000, and the TA is expected to be completed by December 2001.

18. PPD will be the Executing Agency for the TA. The head of PPD will be the project manager of the TA and will be responsible for coordinating TA activities with DOR, other Government agencies, and the consultants. The Government will use the draft legislation on the proposed road act, prepared under the TA, as a basis for enactment of the proposed road act.

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

19. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance, on a grant basis, to the Royal Government of Bhutan in an amount not exceeding the equivalent of \$954,000 for the purpose of the Road Planning and Management Strengthening Project, and hereby reports such action to the Board.

## TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/ Targets	Monitoring Mechanisms	Assumptions and Risks
<b>Goal</b>  A well-planned, accessible, safe, and reliable national road network that is designed, built, and maintained in a technically correct, environmentally-friendly, and cost-effective manner, promoting economic activity and providing access to health, education, and other social services.	<p>Increase in gross domestic product, social indicators, and reduction of poverty.</p> <p>Satisfaction of road network users improves as a result of better and safer roads.</p> <p>Road user costs on the road network decrease annually.</p> <p>Road condition-related accidents decrease annually.</p>	<p>Government economic and social statistics</p> <p>Road user satisfaction surveys</p> <p>Road user cost surveys</p> <p>Road accident statistics</p>	<p>The national road network contributes to socioeconomic development and improved quality of life.</p>
<b>Purpose</b> Improve governance by strengthening the capacity of the Department of Roads (DOR) and the Policy and Planning Division to plan and manage the national road networks.	<p>DOR provides the Government with higher quality planning and investment information.</p> <p>DOR uses the new road planning systems and databases for making decisions by the end of 2001.</p> <p>By the end of 2001, DOR staff trained in new highway planning and management concepts and technologies</p>	<p>DOR management and operational reports</p> <p>DOR planning and budgeting submissions to the Government</p> <p>Ministry of Finance budget and expenditure data</p>	<p>Sufficient revenues are generated and funds allocated for road construction and maintenance.</p> <p>Private sector road contractor and consulting engineering industries continue to develop and modernize.</p> <p>The Government continues to seek new avenues for road sector funding and to</p>



Design Summary	Performance Indicators/ Targets	Monitoring Mechanisms	Assumptions and Risks
	introduced during the project.		<p>implement modern road management techniques and technologies.</p> <p>The Government is making road investment decisions as a result of improved planning information from DOR.</p>
<p><b>Components - Outputs</b></p> <p>A road sector master plan based on objective technical-economic analysis.</p> <p>A road network-planning unit within the Ministry of Communications and/or DOR trained and equipped to use modern planning technologies.</p> <p>Strengthened mechanisms and training on road planning tools.</p> <p>An operational and institutionalized road asset inventory database.</p> <p>Draft legislation on the proposed road act for consideration by the Government.</p>	<p>Operational organizational units.</p> <p>Prioritized multiyear road maintenance programs based on technical and economic analysis.</p> <p>Road planning databases, software, computer equipment, and networks installed and operational.</p> <p>DOR personnel trained.</p> <p>Recommendations for sustainable road sector funding.</p> <p>Recommended road and road transport legislation.</p>	<p>DOR organization charts</p> <p>DOR work completion and financial reports</p> <p>Consultants' reports (inception, quarterly, final)</p> <p>Technical Assistance (TA) review missions</p> <p>Tripartite meetings between Government, Asian Development Bank (ADB), and consultants</p> <p>Stakeholder consultations</p>	<p>The Government formalizes project improvements through permanent acts and regulations.</p> <p>Sufficient recurrent funding is provided to DOR to support new structures and technologies over the long term.</p> <p>The Government supports continuous improvements in highway management capacity in State entities and with private construction and maintenance contractors.</p> <p>The Government is able to retain qualified personnel in DOR and/or finance the use of qualified local consultants.</p>

Design Summary	Performance Indicators/ Targets	Monitoring Mechanisms	Assumptions and Risks
<b>Inputs</b> Consultant person-months  Project management approaches based on best practices.  Equipment and materials.  Road management tools and technologies.	Terms of Reference as defined in TA report  TA cost estimates	TA documentation  ADB policies and practices for TAs.	Effective management of inputs by ADB and the consultants.  DOR is committed to improving and is open to new methods and technologies.  Government provides qualified counterpart.

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

Item	Foreign Exchange	Local Currency	Total Cost
<b>A. Asian Development Bank Financing (JSF)</b>			
1. Consultants			
a. Remuneration and Per Diem			
i. International Consultants	529.0		529.0
ii. Domestic Consultants		167.5	167.5
b. International and Local Travel	35.0	9.0	44.0
c. Reports and Communications	12.0	9.0	21.0
2. Equipment and Software			
a. Hardware	35.0		35.0
b. Software Licenses and connections	15.0		15.0
c. Office Equipment	5.0		5.0
3. Representative for Contract Negotiations	5.0		5.0
4. Contingencies	104.0	28.5	132.5
<b>Subtotal (A)</b>	<b>740.0</b>	<b>214.0</b>	<b>954.0</b>
<b>Government Financing</b>			
1. Office Facilities and Administrative Services		63.0	63.0
2. Technical Surveys and Investigations		50.0	50.0
3. Remuneration and Per Diem of Counterpart Staff		50.0	50.0
4. Communications and Transport		10.0	10.0
<b>Subtotal (B)</b>		<b>173.0</b>	<b>173.0</b>
<b>Total</b>	<b>740.0</b>	<b>387.0</b>	<b>1,127.0</b>

Source: Staff estimates.

(Reference in text: page 4, para. 16)

## **OUTLINE TERMS OF REFERENCE FOR CONSULTANT SERVICES**

### **A. Background**

1. The proposed Road Improvement Project will be implemented based on the Government's new contracting and procurement framework, and includes a number of features designed to strengthen the Department of Roads (DOR), and local contractor and consultant engineering capabilities. However, more specific assistance for capacity building of DOR is required. DOR's capability to plan and manage the national road network and perform its development and maintenance functions must be strengthened as it evolves. Proper planning entails due consideration of technical, economic, financial, and administrative factors and, just as importantly, of environmental and social impacts. Roads are built to serve communities as well as vehicle operators; therefore, the affected communities must be participants in the road planning process. The Policy and Planning Division (PPD) and DOR need to develop a road sector master plan (RSMP) and establish procedures for implementing the plan through appropriate planning.

### **B. Objectives**

2. The objectives of the TA are to (i) prepare the RSMP; (ii) improve the capacity of PPD and DOR in planning and securing sustainable financing for the national road network and road maintenance programs, including a comprehensive road asset inventory database; (iii) train PPD and DOR staff on appropriate planning tools; and (iv) prepare draft legislation on the proposed road act.

### **C. Scope of Work**

3. The consultants will do the following:

- (i) Review PPD's and DOR's organizational structure with respect to road planning and recommend appropriate modifications for improved performance of functions.
- (ii) Review in detail PPD's and DOR's road network planning processes and design process modifications that will result in streamlined and strengthened performance. Core processes to be analyzed and strengthened will include (a) long-range network planning, (b) road asset inventory management, (c) annual road maintenance program and budget preparation, and (d) road sector performance monitoring.
- (iii) Develop a RSMP, and:
  - (a) define planning data requirements and collect available data;
  - (b) review road classifications including national, district, feeder, and other forest and private roads;
  - (c) evaluate rehabilitation and periodic maintenance alternatives and recommend policy; and
  - (d) develop a long-range master plan for network maintenance, rehabilitation, and expansion.

- (iv) Incorporate stakeholder participation in the planning process through workshops and consultations, to ensure that priorities are based on technical and economic considerations and that the necessary funding is made available.
- (v) Examine current and past road sector revenues, allocations, and expenditures, and recommend appropriate measures to ensure the availability of funding required for the road sector through promoting the establishment of a road fund or other sustainable sources of funding, and cost recovery mechanism.
- (vi) In conjunction with the planning process modifications, design a strategic road planning system. The system should consist of a combination of simple computer-based tools and manual processes and procedures and should include the following functions: (a) long-range investment and maintenance planning, (b) road asset inventory management, (c) annual maintenance program and budget preparation, and (d) executive and operational reporting.
- (vii) Based on the design of the strategic road planning system, evaluate options for appropriate software packages and tools; select the most appropriate option; and customize, install, configure, train, and integrate the software solutions.
- (viii) Design the most appropriate and cost-effective hardware, network, and operating system platform for the planning system and procure the required hardware and network platform equipment and components. The procurement should include installation, training support services.
- (ix) Organize and coordinate the collection and/or conversion and validation of the initial data required for the system. Establish procedures for the ongoing collection of required data, including survey and monitoring data, such as road user costs and road accident data.
- (x) Develop and provide a complete training program for DOR personnel at all levels, in the performance of the new functions, systems, and procedures.
- (xi) Compile, analyze, and consolidate the legislation related to the road sector, and prepare draft legislation for a proposed road act to cover road and road transport in the country. In preparing the draft legislation, the consultants will take into account ADB's policy on *Involuntary Resettlement* and ADB's *Handbook on Resettlement: A Guide to Good Practice*. The views of the Government and other stakeholders will be sought. The draft legislation will specifically include the following: rights and obligations of road provider and road users; construction, rehabilitation, maintenance, and use of roads with regard to the environment; compensation for acquisition of land, including rights-of-way; feasibility of levying user charges; agencies responsible for implementing and monitoring the legislation; and penalties for statutory violation.

**D. Reports**

4. The consultants will submit the following reports (five copies to the Government and three copies to ADB).

- (i) an inception report, detailing initial findings and a work program for the TA, to be submitted 1.5 months after commencement of services;
- (ii) brief progress reports, to be submitted 4 and 12 months after commencement of services;
- (iii) an interim progress report, to be submitted 8 months after commencement of services;
- (iv) a draft final report, to be submitted 14 months after commencement of services; and
- (v) a final report incorporating comments from the Government, PPD, DOR, and ADB, within one month after receipt of comments.

**E. Consultant Staffing**

5. The following staffing is proposed:

- (i) International:
  - (a) road transport planner and economist (team leader), with expertise in road network planning and management, and road agency institutional strengthening (10 months);
  - (b) road sector legislation and institution specialist, with expertise in road and road transport legislation, and development of institutional capabilities (3 months); and
  - (c) road planning systems specialist, with expertise in computer-based road network planning and financing tools (including applying the highway design and management (HDM) model) and road asset inventory databases (5 months);
- (ii) Domestic
  - (a) Planner and economist, with expertise in road transport planning and operations, including road sector legislation (15 months);
  - (b) highway engineer, with expertise in highway planning and maintenance operations (15 months);
  - (c) systems analyst and application developer, with expertise in information systems development and implementation (15 months);

- (d) road asset data specialist, with expertise in road asset inventory databases (12 months); and
- (e) social development specialist, with expertise in poverty, gender issues, and participatory approaches (3 months).

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(\$'000)

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