



## Major Change in Project

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Project Number: 46443-002  
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## Cambodia: Second Greater Mekong Subregion Corridor Towns Development Project

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**Asian Development Bank**

## **CURRENCY EQUIVALENTS**

as of 29 April 2021

|               |   |             |
|---------------|---|-------------|
| Currency unit | = | riel (KR)   |
| KR1.00        | = | \$0.0002469 |
| \$1.00        | = | KR4,051     |
| SDR1          | = | \$1.4346091 |

## **ABBREVIATIONS**

|          |   |   |
|----------|---|---|
| ADB      | – | Asian Development Bank                    |
| COVID-19 | – | coronavirus disease                       |
| EMP      | – | environmental management plan             |
| GAP      | – | gender action plan                        |
| IEE      | – | initial environmental examination         |
| km       | – | kilometer                                 |
| O&M      | – | operation and maintenance                 |
| Q        | – | quarter                                   |
| SLEDP    | – | strategic local economic development plan |
| WWTP     | – | wastewater treatment plant                |

## **NOTE**

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

|                                |   |
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## I. PROPOSED MAJOR CHANGE

1. A major change in the Second Greater Mekong Subregion Corridor Towns Development Project in Cambodia is proposed for Board consideration.
2. The major change comprises (i) the cancellation of subprojects in Sihanoukville town; (ii) an expanded scope for the project's ongoing wastewater treatment and urban drainage works in Kampot town; and (iii) corresponding revisions to the impact, outcome, and output indicators. This change is considered major because it materially alters the approved project scope and outcome. The revised design and monitoring framework is in Appendix 1.

## II. BACKGROUND

3. The Asian Development Bank (ADB) approved the project on 13 November 2015 with SDR23,380,000<sup>1</sup> from the Asian Development Fund. The loan was signed on 22 December 2015 and became effective on 29 February 2016. The loan closing date has been extended from 30 June 2021 to 31 December 2023.<sup>2</sup>
4. The project aims to enhance the competitiveness of towns located along the Southern Economic Corridor of the Greater Mekong Subregion by improving wastewater, solid waste, and urban drainage services for residents in Kampot and Sihanoukville. It aligns with the following impacts: (i) promoting growth that is sustainable, inclusive, equitable, and resilient; (ii) creating employment, including through improving competitiveness; (iii) promoting equity through reducing poverty; (iv) improving environmental sustainability; and (v) promoting efficiency through strengthening institutional capacity and governance in Kampot and Sihanoukville. The project's outcome will be improved urban services in the two participating towns. The project has four outputs: (i) strategic local economic development plans (SLEDPs) developed, (ii) priority urban infrastructure investments developed, (iii) institutional capacities for managing public investments strengthened, and (iv) community awareness of project activities and environmental sustainability improved. The project's risk categorization is *low*: safeguard category B for the environment and involuntary resettlement, and category C for indigenous peoples. The Ministry of Public Works and Transport is the executing agency. The Provincial Departments of Public Works and Transport in Kampot and Sihanoukville are the implementing agencies.

## III. IMPLEMENTATION PROGRESS

5. **Contract awards and disbursements.** As of 29 April 2021, contract awards amount to \$17.01 million (53%) and disbursement is \$9.3 million (28%).
6. **Outputs.** Progress made toward achieving the outputs is described below.
  - (i) **Output 1: Strategic local economic development plans developed (SLEDP).** Draft SLEDPs are being updated by the executing agency, to be completed in 2021. Progress is approximately 50%.
  - (ii) **Output 2: Priority urban infrastructure investments developed.** The Kampot wastewater treatment and urban drainage contract was awarded on 26 September 2019. The contract involves the construction of a wastewater treatment plant (WWTP) with a capacity of 3,300 cubic meters per day, 9.3 kilometers (km) of sewer

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<sup>1</sup> SDR23,380,000 was equivalent to \$33.00 million at project approval, and \$33.54 million as of 29 April 2021.

<sup>2</sup> The Ministry of Economy and Finance letter dated 18 January 2021 (reference no. 292 MEF/GDICDM) requested a loan extension from 30 June 2021 to 31 December 2023 to complete the ongoing works. The request was approved on 10 May 2021.

lines, 5.5 km of new stormwater drains, and the refurbishment of 2.3 km of existing open drains. Works progress is estimated at 15%, as construction has been delayed by the coronavirus disease (COVID-19) pandemic, poor ground conditions, and weather constraints.<sup>3</sup> The contract for the construction of a managed landfill in Kampot was awarded on 20 May 2021.<sup>4</sup> The Sihanoukville Urban Drainage civil works<sup>5</sup> contract was awarded on 3 April 2019 but was terminated on 22 April 2020 at the request of the Government. Sihanoukville's managed landfill subproject was also cancelled before bidding commenced.<sup>6</sup> Progress is approximately 32%.

- (iii) **Output 3: Institutional capacities for managing public investments strengthened.** Capacity building focuses on the operation and maintenance (O&M) of project investments. Capacity building in financial management and fixed asset management is ongoing. Tariff implementation to attain financial sustainability has not yet commenced. Audited project financial statements have been submitted on time and in compliance with the financial reporting requirements.<sup>7</sup> Progress is approximately 75%.
- (iv) **Output 4: Community awareness of project activities.** Community awareness initiatives focus on increasing skills and knowledge of the community on environmental sustainability and conservation themes. Output 3 and 4 activities are being implemented concurrently. Workshops with project implementation unit staff, contractors, and other stakeholders have commenced covering social safeguards and resettlement training and monitoring, environmental management plan (EMP) monitoring and implementation, grievance redress mechanisms, gender sensitization, women and development, and building self-esteem. Progress is approximately 50%.

7. **Safeguards.** The safeguards indicator is rated *for attention* because information relating to the completion of actions, as detailed in the resettlement plan,<sup>8</sup> is currently pending. Discussions are ongoing with the General Department of Resettlement to address this issue.

8. **Overall project performance.** As of 29 April 2021, the project is rated *at risk* based on the following performance indicators: outputs (*at risk*), contract awards (*at risk*), disbursement (*at risk*), safeguards (*for attention*), and financial management (*on track*).<sup>9</sup>

<sup>3</sup> The original scope proposed the construction of a WWTP with a capacity of 4,500 cubic meters per day, with 15.6 km of trunk mains, 11.4 km of collector mains, 7.9 km of separated primary stormwater drains, and 2,700 connections. During the detailed engineering design, the extent of the stormwater and wastewater coverage was reduced because of budget constraints, resulting in a reduction in the length of the conveyance system and WWTP capacity.

<sup>4</sup> The original scope proposed closing the existing open dump site; however, as the site is privately owned, the private operator is responsible for closing it.

<sup>5</sup> Contract value was \$7.99 million and final payment was assessed at \$2.08 million at contract termination.

<sup>6</sup> The Government identified that to cater for the unprecedented growth in Sihanoukville, the proposed interventions would not have been sufficient, and a significant upgrade and an expansion of the infrastructure would be required. A master plan was developed by the government to inform the scope of infrastructure improvements. The cancellation would require a major change in scope since the project outcome would significantly change.

<sup>7</sup> Progress on outputs 3 and 4 has been affected by COVID-19 and it is necessary to review the training and community awareness program in light of the cancellation request.

<sup>8</sup> A resettlement plan was prepared for the Kampot wastewater treatment and urban drainage subproject (drainage line 4B) and disclosed on 12 September 2019.

<sup>9</sup> Performance overview (accessible from the list of linked documents in Appendix 2). The project performance ratings stated are based on the latest eOps validation exercise (first quarter [Q1] of 2021).



#### IV. RATIONALE FOR THE PROPOSED CHANGE

9. **Cancellation of subprojects in Sihanoukville.** In October 2019, the government requested the cancellation of all six ADB-financed urban and water subprojects in Sihanoukville under four ongoing loans and one grant.<sup>10</sup> This included the project's planned urban drainage and solid waste management subprojects in Sihanoukville. The reasons provided for the cancellation request are that Sihanoukville's unprecedented urban growth has resulted in urgent infrastructure upgrades on a much larger scale than envisaged when the project was prepared.<sup>11</sup> In parallel, the government also requested to reallocate approximately \$7.1 million of loan proceeds, originally intended for Sihanoukville subprojects, to expand the scope of the ongoing Kampot wastewater treatment and urban drainage subproject.

10. **Proposed expansion of works in Kampot.** Following the request for changing the scope, the executing agency fielded site visits, surveys, and design reviews in 2020 with consultant support<sup>12</sup> to assess opportunities to expand the scope of the Kampot WWTP and drainage system. Based on the outcomes of feasibility assessments, the following additional works are proposed: (i) construction of preliminary treatment at the pumping station conveying sewage to the WWTP to improve long-term O&M of the pipeline and WWTP; (ii) inclusion of interceptors to collect sewage flows from the existing combined drainage system and expansion of the sewer network to adjacent catchments;<sup>13</sup> (iii) drainage network improvements and construction of a balancing reservoir to reduce flood risk in the city center; and (iv) rehabilitation of open drainage canals, including stabilization of canal banks using bioengineering solutions. Construction is expected to be completed by June 2023.

11. **Revised impact, outcome, and outputs.** The impact statement has been revised to remove reference to the project towns and has also been realigned with the government's National Strategic Development Plan 2019–2023. The project's *low risk* classification remains unchanged. The outcome has been revised to focus on improving urban services in Kampot only, and the performance indicators and target dates updated accordingly. The outputs focus on the development of SLEDPs, implementation of urban infrastructure, strengthening institutional capacity, and improving community awareness of environmental sustainability. The indicators have been grouped accordingly, and where applicable, baselines and targets have been updated to reflect the change in scope and changed circumstances.<sup>14</sup>

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<sup>10</sup> On 16 October 2019, the Ministry of Economy and Finance (as the borrower) requested the cancellation of six subprojects in Sihanoukville, affecting Loan No. 3314 (Second Greater Mekong Subregion Corridor Towns Development Project); Loan 3701 (Second Greater Mekong Subregion Tourism Infrastructure for Inclusive Growth Project); and Loan Nos. 3630 and 8335, and Grant No. 0561 (Provincial Water Supply and Sanitation Project).

<sup>11</sup> Foreign investment in Sihanoukville increased significantly, which resulted in rapid urban growth from 2016 when the city became one of the key investment destinations for the Belt and Road Initiative. This led to major infrastructure development including the Phnom Penh-Sihanoukville expressway and special economic zones.

<sup>12</sup> Progress was affected by COVID-19, which caused some delays in arranging site visits due to lockdown measures being in place. Site visits were attended by representatives from the project management consultants, project management unit, and implementing agencies. COVID-19 protocols were adhered to.

<sup>13</sup> Current households are connected to the existing combined drainage lines. As the sewage flows will be captured by the proposed interceptors, construction of separate collector lines and household connections have been omitted.

<sup>14</sup> Based on surveys at detailed design stage, the number of beneficiaries of the improved wastewater and treatment facility during project processing required adjustments to reflect the actual number of households that will be serviced by the facility. Under the original scope, there are 1,300 households. This number is increased to 2,400 following the major change in scope. All other output indicators have been updated to reflect the new corporate results framework.

## V. DUE DILIGENCE

12. **Implementation arrangements.** The arrangements follow those agreed by ADB and the government at project approval, with the exception being the removal of the Sihanoukville Department of Public Works and Transport as an implementing agency. The incumbent executing agency at the national level and the consulting firm will oversee the works and capacity building activities. The project administration manual has been revised to reflect the updated cost estimates, financing plan, implementation arrangements and schedule, procurement arrangements, and safeguard policy requirements. Procurement of goods and works will be in accordance with the ADB Procurement Guidelines (2015, as amended from time to time). As the proposed additional works will supplement the current scope of the ongoing Kampot WWTP contract, these works will be carried out through a contract variation.

13. **Changes in the project cost estimates and investment plan.** The loan amount in SDR and the government contribution will remain the same under the revised cost estimates and investment plan.

14. **Technical.** Due diligence involving reviews of concept designs by ADB staff has confirmed that the project, incorporating the proposed additional works, is technically feasible. Preliminary treatment for coarse screening and grit removal will help prolong the life of the pumping station and the pipeline conveying sewage flows to the WWTP and improve O&M of the assets; and the construction of a balancing reservoir will regulate the drainage flows and minimize the risk of flooding in the town center.

15. **Climate change and environmental provisions.** An assessment of climate risk has been carried out to ensure project resilience against climate changes expected over the project's design life.<sup>15</sup> Flooding is a key risk in Kampot as the river overflows its banks during periods of heavy rainfall. Flooding is also caused by deficiencies in the gravity drainage system, with the network functioning at reduced capacity because of blockages, obstructions, and inadequate hydraulic capacity. The additional scope will improve the function of the existing drainage network, by rehabilitating the open drainage canal and constructing a pumped drainage network to store peak stormwater runoff, to mitigate the impacts of flooding in the town center.

16. **Economic and financial viability.** The economic and financial analysis has been updated in accordance with ADB's guidelines.<sup>16</sup> The investment is deemed economically viable with an economic internal rate of return of 13.7% and an economic net present value of KR22.9 billion (\$5.43 million). The updated economic internal rate of return is higher than the economic opportunity cost of capital of 9.0%, indicating positive economic returns.<sup>17</sup> The financial analysis reviewed the financial performance of the provincial government and included a fiscal projection. Based on the analysis, there will be a shortfall to service O&M. The provincial government will provide funds to operate and maintain the urban drainage and wastewater components. The O&M cost of the solid waste management can be covered with tariff income, confirming the financial sustainability of this component. The project's capacity building program will establish an appropriate solid waste billing system.

17. **Environment safeguards (category B).** Environmental screening and categorization of the proposed major change in scope confirms that the proposed changes do not affect the project's environmental safeguards category. The revised scope of works is expected to result in

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<sup>15</sup> Climate change assessment (accessible from the list of linked documents in Appendix 2).

<sup>16</sup> Economic and financial analysis (accessible from the list of linked documents in Appendix 2).

<sup>17</sup> The economic analysis conducted on the original scope found that all subprojects were economically viable with EIRRs higher than 12%. The overall project EIRR was 15.1% with an economic net present value of KR40.6 million.

short-term localized impacts during construction that are site-specific and reversible. These can be mitigated or minimized to an acceptable level by good construction practices and mitigation measures as defined in the EMP and corresponding site-specific construction EMP. The initial environmental examination (IEE) and EMPs for the revised scope have been prepared in accordance with ADB's Safeguard Policy Statement (2009) and government laws and regulations. The IEE was initially disclosed on ADB's website on 5 March 2021 and the EMP on 8 March 2021. The IEE and corresponding EMP will be updated based on the detailed engineering design, endorsed by the government, cleared by ADB, and disclosed before contract award. No civil works will commence until the project management unit confirms the contractor's EMP.

18. **Involuntary resettlement (category B).** A due diligence report for the revised scope of works was disclosed on ADB's website on 5 March 2021. No involuntary resettlement implications are expected from the proposed change in scope, and the original category B remains unchanged. The due diligence report will be updated following the completion of the detailed design to reconfirm the initial findings.

19. **Indigenous peoples (category C).** The safeguard categorization for indigenous peoples is C. The project will have no direct or indirect impact on indigenous peoples or ethnic minorities.

20. **Gender features.** The original project was categorized as *effective gender mainstreaming*, and this will remain unchanged. The summary poverty reduction and social strategy and gender action plan (GAP) have been updated to reflect the revised scope.<sup>18</sup> The project's proactive gender features include the following: (i) at least 5,200 women are serviced by an improved wastewater service; (ii) at least 13,000 women have improved access to solid waste collection services, (iii) at least 3,100 women experience the benefits of reduced flooding; (iv) at least 30% of workers employed in subproject construction and related activities and in O&M shall be women; and (v) gender-sensitive community forums and training are promoted. Resources to implement the GAP are included in the project estimates and investment plan.

21. **Working safely during the COVID-19 pandemic.** All site visits so far have followed strict health protocols. Project implementation will be responsive and flexible in meeting emerging occupational health and safety needs. The project will incorporate best construction practices and government guidelines, including the development of COVID-19 health and safety plans.

22. **Staff views.** Staff supports the proposed changes as these are aligned with the objectives of the *National Strategic Development Plan, 2019–2023* to promote inclusive and sustainable development, urban management, and environmental sustainability. The executing agency and ADB have completed due diligence to confirm the suitability of proposed scope changes and compliance with ADB and government requirements. Comments from the Procurement, Portfolio and Financial Management Department; Office of the General Counsel; Controller's Department; Strategy, Policy and Partnerships Department; Economic Research and Regional Cooperation Department; and Sustainable Development and Climate Change Department were addressed.

## VI. THE PRESIDENT'S RECOMMENDATION

23. The President recommends that the Board approve the major change in the Second Greater Mekong Subregion Corridor Towns Development Project in Cambodia as described in paras. 1–2.

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<sup>18</sup> The current GAP covers 5 activities and 12 quantitative targets. 4 activities are on track/ being implemented, and 1 activity is not yet due, 6 targets are on track/ being implemented, 4 targets are not yet due, and 1 target is off track. Further details on the status of the GAP implementation are included in the performance overview.

## REVISED DESIGN AND MONITORING FRAMEWORK

| <b>Impacts the Project is Aligned with</b><br>Promoting high economic growth by focusing on inclusive and sustainable development, and strengthening urbanization management and environmental sustainability, as well as readiness to respond to climate change (National Strategic Development Plan, 2019–2023) <sup>a</sup> |  |   |   |
|--|--|---|---|
| <b>Results Chain</b>   | <b>Performance Indicators</b>  | <b>Data Sources and Reporting Mechanisms</b>  | <b>Risks and Critical Assumptions</b>   |
| <b>Outcome</b><br>Improved urban services  | By 2023<br><br>a. At least 2,400 households (10,000 people, of whom 50% are female) serviced by a new wastewater collection and treatment facility (2015 baseline: 0)<br><br>b. 5,800 households (25,000 people, of whom 50% are female) serviced by improved solid waste collection (2015 baseline: 0)<br><br>c. At least 1,400 households (6,000 people, of whom 50% are female) benefit from reduced flooding (2015 baseline: 0)                                  | a–c. PDPWT reports, project progress reports, and end-of-project survey   | R: Low revenue to cover operations costs and achieve financial sustainability, resulting in a poor level of service delivery  |
| <b>Outputs</b><br>1. SLEDP developed<br><br>2. Priority urban infrastructure investments implemented   | By 2021<br><br>1a. SLEDP endorsed by the provincial government (2020 baseline: final draft SLEDPs completed)<br><br>By 2023<br><br>2a. Subproject construction, and operation and maintenance activities will support equal employment, including at least 30% female staff (2015 baseline:0)<br><br>2b. Subproject construction, and operation and maintenance employment for unskilled staff and laborers will include at least 75% local hires (2015 baseline: 0) | 1a. Letter of endorsement from the executing agency<br><br>2a–b. Contractor's records and progress monitoring reports | R: Lack of government support to develop and endorse the strategic plan<br><br>R: Limited capacity in procurement and project management, resulting in project delays and cost overruns |

| Results Chain   | Performance Indicators  | Data Sources and Reporting Mechanisms   | Risks and Critical Assumptions  |
|---|---|---|---|
| <p>3. Institutional capacities for managing public investments strengthened</p>               | <p>2c. Wastewater treatment plant with a capacity of 3,300 m<sup>3</sup>/day constructed and operational (2015 baseline: 0)</p> <p>2d. New managed landfill made operational (2015 baseline: 0)</p> <p>2e. Continued access to existing dump sites secured alongside livelihood skills training activities for at least 80% of informal waste pickers, of whom 65% are female (2015 baseline: 35 persons, 22 female)</p> <p>By 2023</p> <p>3a. At least 20 persons from the project management unit and project implementation unit (30% female) are trained in project management (2015 baseline: 0)</p> <p>3b. At least 100 community leaders, government officers, and consultants involved in project implementation and delivery demonstrate improved knowledge of gender-sensitive approaches because of training received (with 50% female participation) (2015 baseline: 0)</p> | <p>2c–e. Construction records, progress monitoring reports, and project completion reports</p> <p>3a–b. Project progress and completion reports, attendance lists, and training reports</p> | <p>R: Lack of commitment to and participation in the training programs and campaigns</p> <p>A: The government will be able to recruit sufficient female staff</p> |
| <p>4. Community awareness of project activities and environmental sustainability improved</p> | <p>By 2023:</p> <p>4a. At least 10 gender-responsive<sup>b</sup> community awareness and dissemination campaigns (including public forums) covering environmental sustainability and conservation themes, promotion of the “clean city” concept, and dissemination of information on the positive impacts of solid waste collection provided (2015 baseline: 0)</p>   | <p>4a–b. Project progress and completion reports, attendance lists, and training reports</p>  | <p>R: Lack of commitment to and participation in the training programs and campaigns</p>  |

| Results Chain   | Performance Indicators  | Data Sources and Reporting Mechanisms | Risks and Critical Assumptions |
|---|---|---------------------------------------|--------------------------------|
|   | 4b. At least 50% of participants in the community awareness and dissemination campaigns are female (2015 baseline: 0) |                                       |                                |
| <b>Key Activities with Milestones</b><br><b>1. SLEDPs developed</b><br>1.1 Participating provinces endorse SLEDPs: Q4 2021<br><b>2. Priority urban infrastructure investments implemented</b><br>2.1 Prepare detailed engineering design, bidding documents, and safeguard activities for the wastewater collection and drainage network: Q3 2019 (completed)<br>2.2 Prepare detailed engineering design and safeguard activities for the additional wastewater treatment and drainage works: Q2 2021<br>2.3 Prepare detailed design, bidding documents, and safeguard activities for the landfill works: Q3 2021<br>2.4 Construct civil infrastructure: Q3 2019–Q2 2023<br><b>3. Institutional capacities for managing public investments strengthened</b><br>3.1 Formulate capacity building program: Q1 2019 (completed)<br>3.2 Complete key training and capacity building activities: Q1 2023<br><b>4. Community awareness of project activities and environmental sustainability improved</b><br>4.1 Implement community awareness program: Q3 2017–Q1 2023 |   |                                       |                                |
| <b>Project Management Activities</b><br>Award project management consultancy contract: Q3 2016 (completed)  |   |                                       |                                |
| <b>Inputs</b><br>Asian Development Bank: \$33,000,000 (loan)<br>Government of Cambodia: \$5,100,000   |   |                                       |                                |

<sup>a</sup> Government of Cambodia, Ministry of Planning. 2019. *National Strategic Development Plan, 2019–2023*. Phnom Penh.

<sup>b</sup> In this context, gender-responsive campaigns will acknowledge the different environmental sustainability and conservation roles, responsibilities, and needs of men, women, boys, and girls in the community.

A = assumptions, km = kilometer, m<sup>3</sup>/day = cubic meter per day, OP = operational priority, PDPWT = provincial department of public works and transport, PIU = project implementation unit, PMU = project management unit, R = risk, SLEDP = strategic local economic development plan.

Source: Asian Development Bank.

**LIST OF LINKED DOCUMENTS**

<http://www.adb.org/Documents/MC/?id=46443-002-3>

1. Performance Overview
2. Revised Project Administration Manual
3. Revised Financing Plan
4. Reallocation of Proceeds

**Supplementary Documents**

5. Original Project Design and Monitoring Framework
6. Economic and Financial Analysis
7. Initial Environmental Examination
8. Environmental Management Plan
9. Draft Involuntary Resettlement Due Diligence Report
10. Climate Change Assessment
11. Updated Summary Poverty Reduction and Social Strategy
12. Updated Gender Action Plan
13. Contribution to Strategy 2030 Operational Priorities