Report and Recommendation of the President
to the Board of Directors

Project Number: 53262-001
October 2021

Proposed Loan and Technical Assistance Grant
India: Agartala City Urban Development Project

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Asian Development Bank
CURRENCY EQUIVALENCES
(as of 18 September 2021)

Currency unit — Indian rupee/s (₹)

| ₹1.00  | = | $0.014  |
| ₹1.00  | = | ₹73.71 |

ABBREVIATIONS

ADB — Asian Development Bank
AMC — Agartala Municipal Corporation
ASCL — Agartala Smart City Limited
COVID-19 — coronavirus disease
EWCD — elderly, women, children, and differently abled
GAP — gender action plan
GOT — Government of Tripura
GRM — grievance redress mechanism
HED — Higher Education Department
IEE — initial environmental examination
km — kilometer
m — meter
MBB — Maharaja Bir Bikram
O&M — operation and maintenance
PAM — project administration manual
PIU — project implementation unit
PMU — project management unit
ROW — right-of-way
SASEC — South Asia Subregional Economic Cooperation
SCM — Smart Cities Mission
SDG — Sustainable Development Goal
TA — technical assistance
TUDA — Tripura Urban Planning and Development Authority
UDD — Urban Development Department
WASH — water, sanitation, and hygiene

NOTES

(i) The fiscal year (FY) of the Government of India and its agencies ends on 31 March. “FY” before a calendar year denotes the year in which the fiscal year ends, e.g., FY2021 ended on 31 March 2021.

(ii) In this report, “$” refers to United States dollars.
In preparing any country program or strategy, financing any project, or by making any designation of or reference to a particular territory or geographic area in this document, the Asian Development Bank does not intend to make any judgments as to the legal or other status of any territory or area.
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### APPENDIXES

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# PROJECT AT A GLANCE

## 1. Basic Data
- **Project Name**: Agartala City Urban Development Project
- **Country**: India
- **Borrower**: India
- **Country Economic Indicators**: [Link](https://www.adb.org/Documents/LinkedDocs/?id=53262-001-CEI)
- **Portfolio at a Glance**: [Link](https://www.adb.org/Documents/LinkedDocs/?id=53262-001-PortAtaGlance)

## 2. Sector
- **Subsector(s)**: Water and other urban infrastructure and services
- **ADB Financing ($ million)**: 61.00

## 3. Operational Priorities
- Addressing remaining poverty and reducing inequalities
- Accelerating progress in gender equality
- Tackling climate change, building climate and disaster resilience, and enhancing environmental sustainability
- Making cities more livable
- Strengthening governance and institutional capacity
- Fostering regional cooperation and integration

## 4. Risk Categorization: Low

## 5. Safeguard Categorization
- **Environment**: B
- **Involuntary Resettlement**: B
- **Indigenous Peoples**: C

## 6. Financing

<table>
<thead>
<tr>
<th>Modality and Sources</th>
<th>Amount ($ million)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ADB</strong></td>
<td>61.00</td>
</tr>
<tr>
<td>Sovereign Project (Regular Loan): Ordinary capital resources</td>
<td>61.00</td>
</tr>
<tr>
<td><strong>Cofinancing</strong></td>
<td>0.00</td>
</tr>
<tr>
<td>None</td>
<td>0.00</td>
</tr>
<tr>
<td><strong>Counterpart</strong></td>
<td>15.25</td>
</tr>
<tr>
<td>Government</td>
<td>15.25</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>76.25</td>
</tr>
</tbody>
</table>

*Note: An attached technical assistance will be financed on a grant basis by the Technical Assistance Special Fund (TASF-OTHERS) in the amount of $1,000,000.*

**Currency of ADB Financing**: US Dollar
I. THE PROPOSAL

1. I submit for your approval the following report and recommendation on a proposed loan to India for the Agartala City Urban Development Project. The report also describes the proposed technical assistance (TA) for Capacity Development for the Agartala City Urban Development Project, and if the Board approves the proposed loan, I, acting under the authority delegated to me by the Board, approve the TA.

2. The project will support the Government of Tripura (GOT) by improving Agartala’s urban mobility and livability through (i) constructing 23 kilometers (km) of climate-resilient roads and enhancing 48 km of stormwater drainage, (ii) renewing emblematic open spaces, (iii) strengthening the knowledge and capacity of Agartala Municipal Corporation (AMC) to ensure improved urban service delivery, and (iv) building capacity and raising awareness of communities and public health agencies.

II. THE PROJECT

A. Rationale

3. The State of Tripura, in northeast India, is primarily agrarian. Only 27% of the land area is cultivable but 42% of the population depends on agriculture and related activities. The economy is characterized by low per capita income ($1,818 in 2017), low capital formation, inadequate infrastructure facilities, high unemployment, geographical isolation, communication bottlenecks, slow progress in industrial fields, and inadequate use of natural resources. Across the urban local bodies, the average coverage of the sewage network is 29%, solid waste management is 38%, and stormwater drainage network is 58%.

4. Agartala, the capital and largest city of Tripura, is the second-largest city and municipal body in the northeastern states and one of the fastest-developing cities in India. An annual population growth rate of 2.94% (2001–2017) resulted in 581,960 inhabitants and a population density of 10,119 per square kilometer in 2018. In Agartala, 88% of the population has access to water, and although 98% of the population has access to individual toilets, only 20% of the city area is covered by sewage network. The stormwater drainage network covers 55% of the city area and door-to-door municipal solid waste collection efficiency is 55%. Of the total road length, 50% has right-of-way (ROW) of 8–10 meters (m), 36% has a ROW of more than 10 m, and the remaining 14% has ROWs of less than 8 m. Located only 2 km from the Bangladesh border and on the Bangladesh–Bhutan–India–Nepal economic corridor, Agartala could take advantage of future infrastructure developments by increasing trade and commerce. The city seeks to establish itself as an economic–commercial hub for northeast India and a city of excellence by alleviating traffic congestion and preserving and promoting its natural and cultural assets.

5. However, economic growth in the city is limited, largely because of poor infrastructure and degraded livability. Haphazard development has led to pockets of high population density where pressure on urban services is acute. Agartala lies on the bank of Haora River, which receives floodwater from the major rivers of Bangladesh. The deficient drainage system results in overflows that flood the city’s low-lying areas during the monsoon season. Key problems facing Agartala

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3 This statement is part of Agartala Municipal Corporation’s vision and goals: Agartala Municipal Corporation.
include (i) limited urban mobility arising from inadequacies in the road network, parking system, traffic management, and encroachment onto footpaths, which lead to an increased traffic congestion and accidents; (ii) inadequate stormwater drainage causing floods; and (iii) deficient wastewater network with many sewer lines open to water bodies polluting the environment.

6. Tripura enjoys scenic beauty, and as the only northeastern state with royal palaces, it is emerging as a tourist destination. Tripura received 0.5 million visitors (21% foreigners) in FY2019, of which 0.2 million visited tourist attractions in Agartala. Tourism has been identified as one of Tripura's "thrust" sector industries to boost the local and state economy and promote ecotourism and heritage tourism. However, although Agartala is the major gateway, tourism growth has been unorganized and unplanned, leading to uneven and suboptimal development of the tourism economy. For tourism to contribute effectively to the economy, improvements in the quality of the environment, development of tourist destinations and related services and amenities, road connectivity, and community mobilization are essential.

7. The project is part of the Government of India's national Smart Cities Mission (SCM) program, launched in 2015 in collaboration with the states. The SCM is envisaged as a vehicle to drive economic growth and improve the quality of life of the people by enabling local area development to improve livability, harness technology, and promote new developments to accommodate the expanding population in urban areas. Agartala is one of the 100 cities chosen by the government under the SCM. The GOT established Agartala Smart City Limited (ASCL) to implement the smart city components, such as an integrated command and control center, an integrated intelligent traffic management system and surveillance, and a rapid transit system. ASCL hands over facilities constructed under the SCM to the concerned agencies, which are responsible for operation and maintenance (O&M) following the completion of construction. The Urban Development Department (UDD) oversees ASCL's activities. Under SCM projects, UDD is responsible for facilitating the improvement of urban infrastructure, coordinating, facilitating the efficient and effective functioning of urban local bodies, and addressing the occupational and social vulnerabilities of urban poor. The Tripura Urban Planning and Development Authority (TUDA) is responsible for ensuring the planned development of urban, suburban, and semi-urban areas in Tripura. The project advances Tripura's involvement in the SCM initiative by developing Agartala's central and north zones as models of area-based development. This is expected to have a ripple effect on other parts of the city and nearby cities and towns by making urban areas more livable, citizen-friendly, resilient, and sustainable.

8. Alignment with Asian Development Bank and country priorities. The project is aligned with the Asian Development Bank (ADB) country partnership strategy for India, 2018–2022 through its support for urban investments with focus on vitalizing the government's smart cities initiative and investments in municipal infrastructure, and improving economic resilience to

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6 Area-based development refers to the transformation of defined geographical areas into better planned ones.
8 ASCL is a state-owned enterprise, jointly owned in equal shares by the GOT and AMC and registered at Registrar of Companies, Tripura. Under the ASCL, the Government of India and the GOT jointly finance in equal proportion SCM projects, with the Government of India transferring its portion in tranches to the GOT based upon submission of utilization certificates after each tranche. The GOT further transfers the funds to ASCL.
9 Developing climate-resilient infrastructure is one of the priority areas identified in India's Nationally Determined Contribution submitted to the United Nations Framework Convention on Climate Change on 2 October 2016, voluntarily pledging to reduce the greenhouse gas emission intensity of its gross domestic product by 33%–35% from 2005 levels by 2030. Source: *India's Intended Nationally Determined Contribution*.
adverse climate change impacts. The project supports the South Asia Subregional Economic Cooperation (SASEC) Vision by tapping potential demand from the four main SASEC sectors (transport, trade facilitation, energy, and economic corridor development) and new economic sectors such as tourism. The project is aligned with the Sustainable Development Goals (SDGs) and will contribute to achieving the following ADB Strategy 2030 operational priorities by (i) making cities more livable with crosscutting components to promote urban health, urban mobility, gender equality, and environmental sustainability; (ii) tackling climate change, building climate and disaster resilience, and enhancing environmental sustainability by mitigating flood risk, designing climate- and disaster-resilient infrastructure, improving air and water quality, and investing in the conservation and restoration of natural capital; (iii) addressing remaining poverty and reducing inequalities by promoting social inclusion and livelihood enhancement; (iv) strengthening governance and institutional capacity; (v) accelerating progress in gender equality by increasing safety and mobility; and (vi) fostering regional cooperation and integration by improving the efficiency and/or productivity of cross-border connectivity.

9. Lessons. The project will build upon the experience and lessons of the successfully completed North Eastern Region Capital Cities Development Investment Program by (i) ensuring technical robustness; (ii) incorporating a 5-year O&M period in all construction-related outputs to ensure sustainability; (iii) confirming high project readiness and providing adequate preparation support to avoid downstream delays; (iv) supporting capacity building of project management unit (PMU) staff on project implementation particularly in procurement, contract management, financial management, and safeguards; (v) complementing infrastructure investments with strong capacity building for increased urban service delivery; (vi) using a robust communication, community consultation, and awareness-raising approach to ensure behavior change and longer sustainability of assets; (vii) incorporating disaster risk reduction and climate change-resilient measures into project designs; and (viii) including gender action plan (GAP) targets based on available and verified baselines.

10. Coronavirus disease. The government is leading efforts to minimize the spread and impact of coronavirus disease (COVID-19), and cities are complementing these initiatives. The states and cities play a key role in the economic and public health recovery. The project supports these efforts through (i) improved urban services and infrastructure, with the construction of a drainage system, which is essential for safe sanitation and hygiene; and (ii) behavior change communication and public awareness campaigns on water, sanitation, and hygiene (WASH). The project will provide skilled and unskilled jobs during construction and O&M phases. It will also stimulate micro, small, and medium-sized enterprises in the local economy that face severe hardships, thereby helping reduce the percentage of the poor and vulnerable in the population.

B. Project Description

11. The project is aligned with the following impact: Agartala established as an economic-commercial hub in northeast India with improved quality of life. The project will have the following outcome: livability in Agartala City improved.

12. **Output 1: Urban roads and drainage upgraded.** Output 1 will (i) construct 23 km of climate-resilient roads that will decongest the city’s central and north zones, and (ii) construct or rehabilitate 48 km of new or existing stormwater drains. The climate-resilient roads will feature an improved paved surface; geometric traffic junctions; an underground utility corridor with shifting of electrical lines; design elements responsive to elderly, women, children, and differently abled (EWCD) such as street lighting, footpaths, dedicated parking, bollards, and signaling; and an underground utility corridor with shifting of electrical lines. The activities supported by output 1 will improve public health by reducing urban flooding and improving overall air quality.

13. **Output 2: Tourist places renovated and made more eco-friendly.** This output will (i) rejuvenate 50,000 square meters within the Maharaja Bir Bikram (MBB) College lake area through upgrading an eco-park, developing a water recreation area and lakeside public area, creating a thematic garden and garden gazebos, enhancing lake water quality with artificial wetlands and adequate aeration, and using waste and effluent management strategies; and (ii) renew 100,000 square meters of open spaces in the Ujjayanta Palace area through beautifying of garden spaces; renewing water fountains; renovating the drainage system; and developing a lakeside walkway with resting areas and pergolas, leisure areas, decorative lighting, and a dedicated parking zone. All facilities will adopt EWCD-responsive features and include improved lighting.

14. **Output 3: Public awareness on sanitation and hygiene, and capacity of concerned agencies in urban service delivery improved.** This output will provide capacity building for technical staff of AMC, ASCL, TUDA, and the UDD on (i) project management and O&M of urban infrastructure; (ii) own-source revenue generation and financial management; and (iii) climate- and disaster-resilient urban planning, gender analysis and mainstreaming, and gender-responsive budgeting. It will also provide capacity building of Ujjayanta Palace staff for increased knowledge on tourism-related operations and community mobilization; and livelihood enhancement for shopkeepers, street vendors, and artisans around Ujjayanta Palace. Awareness-raising campaigns will be conducted on water conservation; road safety, health, sanitation, and hygiene; and mitigation of the transmission of communicable diseases such as COVID-19.

C. Value Added by ADB

15. Partnership with ADB will catalyze synergies with the smart city components being implemented by ASCL through an underground utility corridor, EWCD features, road geometry improvements, and urban design interventions. These smart city components include an integrated intelligent traffic management system and surveillance with smart traffic signals, closed-circuit television cameras, automatic number plate recognition cameras, rapid transit system, integrated command and control center, and smart network. ADB’s interventions will help achieve the overall objective of the Agartala Smart City proposal. Supported by area-based development concept, the project will be integrated with the city’s urban planning and service provision processes while adopting a holistic approach rather than piecemeal project-based

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15 Agartala Smart City Limited. [Vision](#).
16 The design and monitoring framework is in Appendix 1.
interventions. The project will improve the capacity and competitiveness of Agartala border and complement the efforts of the ADB-supported SASEC Program, which has enabled greater connectivity within and between countries and improve productivity of economic activities, including expansion of trade, commerce, and tourism. ADB’s engagement will ensure that the project incorporates (i) practical lessons and innovation from other ADB-supported projects; (ii) new or appropriate technologies; and (iii) inclusiveness, resilience, and sustainability. ADB will ensure high project readiness for reducing startup delays and increasing timely achievement of project outputs and outcomes. ADB will support the sustainability of the investments, including (i) implementing climate adaptation measures in line with the climate risk and vulnerability assessment to increase the climate resilience of the project components; (ii) undertaking institutional strengthening and knowledge increase, including 5-year O&M of assets by the contractors, which will pave the way for more substantive engagement of the private sector in the future; and (iii) implementing an asset management and sustainability strategy to ensure that administrative, technical, and financial arrangements are appropriate for the O&M of project assets. Achievements of the SCM in Agartala will be documented and widely disseminated through the Capacity Development Resource Center of the India Resident Mission for potential replication, particularly to cities of similar size and nature in low-income states in India. The implementation of the asset management and sustainability strategy, and capacity-building on tourism operators and livelihood improvement of street vendors and artisans, will serve as a model to other assets and tourist attractions in Agartala, State of Tripura, and beyond.

D. Summary Cost Estimates and Financing Plan

16. The project is estimated to cost $76.25 million (Table 1). Detailed cost estimates by expenditure category and by financier are included in the project administration manual (PAM). The contingency will cover possible cost increases because of the COVID-19 pandemic.

Table 1: Summary Cost Estimates ($ million)

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. Base Cost</strong></td>
<td></td>
</tr>
<tr>
<td>1. Urban roads and drainage upgraded</td>
<td>59.05</td>
</tr>
<tr>
<td>2. Tourist places renovated and made more eco-friendly</td>
<td>8.81</td>
</tr>
<tr>
<td>3. Public awareness on sanitation and hygiene, and capacity of concerned agencies with urban service delivery improved</td>
<td>1.10</td>
</tr>
<tr>
<td><strong>Subtotal (A)</strong></td>
<td>68.96</td>
</tr>
<tr>
<td><strong>B. Contingencies</strong></td>
<td>6.14</td>
</tr>
<tr>
<td><strong>C. Financial Charges During Implementation</strong></td>
<td>1.15</td>
</tr>
<tr>
<td><strong>Total (A+B+C)</strong></td>
<td>76.25</td>
</tr>
</tbody>
</table>

a Includes taxes and duties of $7.36 million. Such amount does not represent an excessive share of the project cost. The government will finance taxes and duties of $7.36 million by cash contribution.
b In mid-2020 prices as of August 2021. Exchange rate of $1 = ₹74.50 is used. Cost under A.3 relates to project implementation support and incremental administrative costs to be financed under the loan. It is exclusive of costs which will be fully financed by ADB’s TASF-Others under the attached TA.
c Physical contingencies computed at 1.0% for civil works and equipment. Price contingencies computed at 1.6%–1.8% on foreign exchange costs and 4.0%–5.2% on local currency costs; includes provision for potential exchange rate fluctuation under the assumption of a purchasing power parity exchange rate.
d Includes interest and commitment charges. Interest during construction for the Asian Development Bank loan has been computed at the 5-year United States dollar fixed-swap rate plus a spread of 0.5% and a maturity premium of 0.1%. Commitment charges for the Asian Development Bank loan are 0.15% per year to be charged on the undisbursed loan amount.

Source: Asian Development Bank estimates.

17 Project Administration Manual (accessible from the list of linked documents in Appendix 2).
17. The government has requested a regular loan of $61 million from ADB’s ordinary capital resources to help finance the project. The loan will have a 25-year term, including a grace period of 5 years; an annual interest rate determined in accordance with ADB’s London interbank offered rate (LIBOR)-based lending facility; a commitment charge of 0.15% per year; and such other terms and conditions set forth in the draft loan and project agreements. Based on the straight-line repayment method, the average maturity is 15.25 years, and the maturity premium payable to ADB is 0.10% per year. The Government of India will provide the proceeds of the ADB loan on a back-to-back basis to ASCL through the GOT. The GOT will provide the project counterpart funds amount to ASCL.

18. The summary financing plan is in Table 2. ADB will finance the expenditures in relation to part of the civil works and equipment costs, part of the O&M cost, the consulting services, and contingencies. The GOT will contribute $15.25 million equivalent to cover taxes and duties, land acquisition and resettlement, part of the O&M cost, contingencies, financing charges during implementation, incremental administration cost, and part of the civil works and equipment. The Government of India and the GOT have given assurances that they will meet any financing shortfall to ensure that project outputs are fully achieved.

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount ($ million)</th>
<th>Share of Total (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Asian Development Bank</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ordinary capital resources</td>
<td>61.00</td>
<td>80.0</td>
</tr>
<tr>
<td>Government</td>
<td>15.25</td>
<td>20.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>76.25</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Asian Development Bank estimates.

19. Climate adaptation financing of the project is $8.25 million, out of which ADB will finance $6.62 million including $0.1 million from the attached TA.18

E. Implementation Arrangements

20. The executing and implementing agency will be the GOT acting through ASCL (footnote 8). The PMU is composed of staff from ASCL, AMC, and the UDD, and will establish two project implementation units (PIUs). An empowered committee chaired by the chief secretary of the UDD will provide overall policy and strategic guidance to the project. The PMU will recruit consulting firms and individual consultants to support project management, supervision, monitoring and review of compliance, and capacity building.

21. The implementation arrangements are summarized in Table 3 and described in detail in the PAM (footnote 17). The 7-year project implementation period will suffice to achieve the project targets and allow a margin for eventual delays.

<table>
<thead>
<tr>
<th>Aspects</th>
<th>Arrangements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implementation period</td>
<td>December 2021–December 2028</td>
</tr>
<tr>
<td>Estimated completion date</td>
<td>31 December 2028</td>
</tr>
<tr>
<td>Estimated loan closing date</td>
<td>30 June 2029</td>
</tr>
</tbody>
</table>

18 Elements counted as climate adaptation include (i) improved type of road surface, (ii) cables shifted to underground, (iii) improved drainage infrastructure, and (iv) enhanced knowledge to cope with the short-term disasters and to adapt to longer term climate change risks. Details are in the Climate Change Assessment (accessible from the list of linked documents in Appendix 2).
**Aspects** | **Arrangements**
--- | ---
Management |
(i) Oversight body | Empowered Committee:  
Chief secretary, Urban Development Department (chair)  
Secretary, Urban Development Department (vice-chair)  
Mayor, Agartala Municipal Corporation; project director, ASCL; secretary, finance; secretary, Public Works Department; secretary, power; secretary, planning; secretary, tourism (members)
(ii) Executing agency | Government of Tripura, acting through ASCL
(iii) Key implementing agency | ASCL
(iv) Implementation unit | Two PIUs at ASCL, 20 staff overall

<table>
<thead>
<tr>
<th>Procurement</th>
<th>Open competitive bidding (internationally advertised)</th>
<th>1 contract</th>
<th>$59.05 million</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consulting services</td>
<td>Individual consultants’ selection (national)</td>
<td>22 person-months</td>
<td>$0.60 million</td>
</tr>
</tbody>
</table>

Retroactive financing and/or advance contracting  
Advance contracting is for the procurement of works and consulting services under the project. Retroactive financing will apply to up to 20% of the loan amount for the contracts incurred prior to the effectiveness of the loan agreement but not earlier than 12 months prior to the signing of the loan agreement.

Disbursement  
Disbursement of the loan proceeds will follow ADB’s Loan Disbursement Handbook (2017, as amended from time to time) and detailed arrangements agreed between the government and ADB.

ADB = Asian Development Bank, ASCL = Agartala Smart City Limited, PIU = project implementation unit.

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**III. ATTACHED TECHNICAL ASSISTANCE**

22. The transaction TA will support the achievement of output 3 of the project. The attached TA will (i) support the improvement of tourist places through activities including training of Ujjayanta Palace staff on tourism operations and preparation of a tourism promotion plan; (ii) provide vocational training for shopkeepers, street vendors, and artisans around Ujjayanta Palace on product modification, business development services, and marketing in handicrafts thus enhancing their livelihood; (iii) strengthen capacity in urban service delivery through activities including training of AMC, ASCL, TUDA, and UDD staff on project management, O&M of urban infrastructure, own-source revenue generation including preparation of own-source revenue mobilization plan and financial management; and (iv) raise public awareness on road safety, water conservation, health, sanitation and hygiene, and preventive measures against communicable diseases such as COVID-19. In addition, the attached TA will assist the Government of Tripura in laying the groundwork for future institutional reforms, such as mapping institutional structure of envisaged Tripura Jal Board, service standards, institutional strengthening and capacity development requirements, and developing monitoring framework.

23. The TA is estimated to cost $1.1 million, of which $1.0 million will be financed on a grant basis by ADB’s Technical Assistance Special Fund (TASF-Others). The government will provide counterpart support in the form of staff, office space, and other in-kind contributions. The GOT, acting through ASCL, will be the executing agency and TUDA will be the implementing agency for the TA, which will be implemented over 4 years. ADB will administer the TA.

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19 Attached Technical Assistance Report (accessible from the list of linked documents in Appendix 2).
IV. DUE DILIGENCE

A. Technical

24. Technical due diligence found that all components are technically robust and adequately address the key issues facing the project area, including feasibility studies, site investigations, and cost estimates. The technical appraisal of the components was based on (i) a comprehensive review of the rationale, relevance, benefits, proposed designs, and ease and sustainability of implementation and O&M; (ii) a technical alternatives comparison; (iii) life cycle costs including capital and operating costs and attainable cost savings, including climate change and disaster-resilience measures; (iv) minimizing adverse environmental, heritage, and social impacts; and (v) optimizing implementation timelines through high project readiness. Contractors and consultants will provide O&M training.

B. Economic and Financial Viability

25. Economic viability. The economic rationale for the government’s intervention is sound, as the project aims to provide stronger and more sustainable urban services in Agartala, focusing on smart roads and tourism infrastructure. The economic analysis evaluated the economic feasibility of three component interventions in Agartala for which detailed designs had been completed. Based on available cost estimates, the estimated economic internal rates of return are 14.8% (MBB College Lake), 19.8% (smart roads), and 23.5% (Ujjayanta Palace). These figures are higher than the economic opportunity cost of capital (9.0%), indicating significant economic returns. Sensitivity analysis results revealed that overall results are satisfactory with the economic internal rate of return exceeding the economic opportunity cost of capital in all cases. The economic viability of the components would be higher if unquantifiable benefits, such as environmental improvements, were included in the analysis. Upon completion of the construction of assets under the three components and capacity building of stakeholders, about 0.5 million people are expected to benefit. The estimated poverty impact ratios, i.e., proportion of the project benefits accruing to the poor, are 9.3% for the smart roads component, 10.1% for Ujjayanta Palace, and 12.8% for MBB College Lake. Considering the below poverty line ratio in Tripura is 7.4%, the components are expected to benefit the poor considerably.

26. Financial viability. The financial analysis was conducted following ADB’s guidelines. The tourism-related components are revenue generating, while the road component is nonrevenue generating. The two tourism projects, to be operated and maintained by the Higher Education Department or its successor agency, will recover their incremental O&M cost through fees and charges that will be revised periodically. The road component, to be operated and maintained by the Public Works Department, will sustain its O&M costs through annual budget allocations. The state government is committed to ensuring gap funding for O&M of all the components through budgetary allocations to the operating agencies. Overall financial sustainability risk is categorized as medium.

C. Sustainability

27. The financial assessment also considered the measures to ensure the components’ sustainability. The project includes an asset management and sustainability strategy agreed with the GOT and ASCL. ASCL will receive timely and sufficient funds to finance 5 years of O&M.

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20 Financial Analysis and Economic Analysis (accessible from the list of linked documents in Appendix 2).
contract costs, of which 4 years (expected from 2025 to 2029) are built into total project cost. Beyond the 5-year O&M period, the concerned agencies will assume responsibility for maintaining and operating the project assets using their own revenue sources and budgetary allocations. ASCL will closely monitor operating agencies’ compliance against the fulfillment of agreed actions in the sustainability strategy.

28. The project has sound institutional arrangements. ASCL has entered into agreements with the relevant operating agencies to ensure roles and responsibilities are clear during and after construction. The project will implement the asset management and sustainability strategy, which comprises (i) description of the administrative, technical, and financial requirements for asset maintenance; and (ii) a sustainability plan to ensure these requirements are achieved. The project will finance the early phase of O&M to support the Public Works Department (Roads and Bridges wing), and Higher Education Department or its successor agency in the transition period. The PIUs will work closely with each project stakeholder to ensure their close involvement at all stages. The project will monitor progress in implementing the agreed sustainability plan. TUDA will continue to develop human and institutional capacity through continuous training of urban functionaries and elected representatives.

D. Governance

29. Financial management. A financial management assessment was conducted for ASCL, in accordance with ADB’s guidelines. The assessed pre-mitigation financial management risk is substantial mainly because ASCL has no experience with externally financed projects and lacks an internal audit function, and the PMU accounts staff lack knowledge of ADB’s financial management requirements. These risks will be mitigated by (i) engaging a financial management expert to support the PMU, (ii) providing continuous training on ADB’s financial management requirements and disbursement procedures and systems, (iii) developing project-specific financial management procedures, and (iv) engaging an external firm to conduct internal audits. The project financial statements will be audited annually by an auditor acceptable to ADB, following auditing standards acceptable to ADB.

30. Procurement. All procurement of civil works and consulting services will comply with the ADB Procurement Policy (2017, as amended from time to time), and the Procurement Regulations for ADB Borrowers (2017, as amended from time to time). All civil works packages will follow the electronic government procurement (e-GP) system developed by the National Informatics Centre. The use of the construction contract modality will help ensure value for money. This modality uses conformance-based specifications that provide a high degree of cost certainty and adopt least-cost evaluation criteria for noncomplex brownfield sites which do not require any innovative technical solutions. The use of e-GP promotes the transparency and efficiency.

31. Anticorruption measures. Integrity due diligence was conducted. No significant integrity risks were identified. ADB’s Anticorruption Policy (1998, as amended to date) was explained to and discussed with the Government of India and the GOT. The specific policy requirements and supplementary measures are described in the PAM (footnote 17). Based on the risk assessments, the mitigation measures include (i) regularly updating the project website to enhance transparency in project implementation, procurement, and safeguards; and (ii)

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establishing a grievance redress mechanism (GRM) to ensure effective resolution of any grievances.

E. Poverty, Social, and Gender

32. Economic shocks caused by the COVID-19 pandemic are impacting income from tourism and are likely to deepen the poverty of the poor and vulnerable. The project aims to make the city more livable by providing improved roads, and safe recreation and green spaces. The project will support the achievement of the SDGs (footnote 12). The project design is pro-poor, inclusive, and gender responsive. First, the project is expected to substantially benefit the poor, especially poor women and girls, through improved walkability, road safety, and better organized areas for small businesses development. Second, they will also benefit from increased awareness of WASH and the COVID-19 pandemic, and improved access to health care, educational facilities, markets, and employment centers. Moreover, poor and vulnerable people, including women, will be given preference for project construction jobs and O&M activities. Consultants will be recruited to facilitate skills training, consultations, and public awareness-raising during project implementation. The strategy for setting entry fees to the recreation spaces to cover O&M costs has been developed considering affordability for the poor.

33. The project is categorized effective gender mainstreaming. Agartala exhibits a favorable sex ratio (999 women per 1,000 males) and a low gender gap in literacy (2.5%), although women's average wages are reported to be ₹108 per day lower than those of men. Deficiencies in roads and drainage, and lack of accessible and safe recreational spaces inhibit mobility and access for women and persons with disabilities. The project will address these issues through targeted activities to ensure inclusion and participation of women and vulnerable groups in project benefits, including improved roads and drainage, EWCD-friendly infrastructure, and strengthened technical capacities of female project staff. A GAP has been prepared with adequate resource allocation and affirmative measures including (i) usable public and recreational spaces for women and children; (ii) well-lit, pedestrian-friendly, and access-friendly roads and footpaths; (iii) women and vulnerable persons' safety; (iv) awareness campaigns for local communities, especially women on WASH and the COVID-19 pandemic; (v) skills enhancement and income-generating activities for women and the vulnerable; and (vi) gender sensitization of project staff and stakeholders.25

F. Safeguards

34. In compliance with ADB's Safeguard Policy Statement (2009), the project's safeguard categories are as follows.26

35. Environment (category B). ASCL prepared three initial environmental examination (IEE) reports for the components based on their detailed designs.27 The IEEs show that the project components are unlikely to cause any significant adverse environmental impacts, and any impacts during construction and O&M can be mitigated through appropriate design and good practices. The locations of the project components are not within or adjacent to environmentally sensitive areas and will not adversely impact any forest area, wildlife sanctuary, national park, critical habitat, or other area with sensitive biodiversity or ecosystems. Measures for mitigating impacts are included in the environmental management plan. Public consultations were conducted during project preparation and will continue throughout implementation. The IEEs will

25 The GAP prepared for the project is in the Project Administration Manual (accessible from the list of linked documents in Appendix 2).
26 ADB. Safeguard Categories.
27 IEEs prepared for (i) Maharaja Bir Bikram College Lake, (ii) Ujjayanta Palace, and (iii) Smart Roads.
form part of the bid and contract documents. An appropriate institutional arrangement for safeguards management will be in place. ASCL will submit semiannual environmental monitoring reports for ADB review and disclosure. 28

36. **Involuntary resettlement (category B).** ASCL has prepared one resettlement plan and two due diligence reports following ADB’s Safeguard Policy Statement. No land acquisition is envisaged. All project sites are government-owned. Temporary livelihood impacts and impacts to common property resources during construction are expected. The proposed mitigation measures and safeguard planning documents adequately address the assessed impacts. ASCL will certify that compensation has been paid to all affected persons prior to displacement. Involuntary resettlement impacts will be further assessed during the detailed measurement survey, and the social safeguards documents updated prior to contract award. PMU will submit semiannual social safeguard monitoring reports for ADB review and disclosure.

37. A GRM will be established and disclosed to the project beneficiaries and/or affected communities before civil works contracts are awarded. This will be the first externally aided project to be implemented by ASCL. The project will provide capacity-building support to the PMU, PIUs, and municipal staff on ADB’s safeguards requirements during project implementation. The safeguards staffing consists of a full-time environment and social nodal officer at the PMU and two social safeguards officers, one in each PIU. These staff will be supported by the social safeguards specialist and construction management staff of the project management consultants.

38. **Indigenous peoples (category C).** Although scheduled tribes account for 4.94% of Agartala’s population, they do not retain the defining characteristics of scheduled tribes. They have a higher literacy rate (97.83%) than the average for Agartala (94.45%). Agartala is not in a scheduled tribe area, no particularly vulnerable tribal groups are reported, and none of the affected persons belongs to a tribal group. No indigenous peoples impact involving direct or indirect impacts to the dignity, human rights, livelihood systems, or territories or natural or cultural resources that are used, owned, occupied, or claimed by indigenous peoples as their ancestral domain or asset, is anticipated.

G. **Summary of Risk Assessment and Risk Management Plan**

39. Significant risks and mitigating measures are summarized in Table 4 and described in detail in the risk assessment and risk management plan.30

<table>
<thead>
<tr>
<th>Risks</th>
<th>Mitigation Measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>The executing agency’s lack of experience with ADB-financed projects</td>
<td>Project-specific mitigation measures include (i) engaging a financial management expert to support and provide training to project management unit accounts staff on ADB’s disbursement and financial reporting and audit requirements; (ii) providing comprehensive financial management information in quarterly progress reports submitted to ADB; (iii) engaging an external firm to perform periodic internal audits of ASCL; and (iv) using the audit terms of reference agreed between ADB, the Department of External Affairs, and the CAG for the annual independent audit conducted by the CAG, or a CAG-empaneled audit firm.</td>
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<tr>
<td>results in noncompliance with ADB’s financial requirements and delays in disbursements.</td>
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28 Semiannual monitoring reports will be for the construction phase. For O&M financed by ADB, annual monitoring reports are recommended.

29 As per the Constitution of India, criteria followed for identification of a community as a scheduled tribe are (i) tribes’ primitive traits, (ii) distinctive culture, (iii) shyness with the public at large, (iv) geographical isolation, and (v) social and economic backwardness. Government of India, Directorate of Census Operations. 2011. Census of India 2011, District Census Handbook. Tripura.

30 Risk Assessment and Risk Management Plan (accessible from the list of linked documents in Appendix 2).
<table>
<thead>
<tr>
<th>Risks</th>
<th>Mitigation Measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implementation delays result in time and cost overruns.</td>
<td>The 7-year implementation period is assessed as sufficient to accommodate unexpected time and cost overruns. Project management consultants will provide training and capacity building including on project and contract management and safeguards. Health and safety protocols are built in all bidding documents to protect workers from pandemic diseases such as COVID-19.</td>
</tr>
<tr>
<td>Stakeholders fail to sustain their capacity to operate and maintain assets and provide services effectively.</td>
<td>This risk will be mitigated through an asset management and sustainability strategy agreed with the Government of Tripura and ASCL, which prescribes roles and responsibilities for asset handover and technical, institutional, financial, and socioeconomic requirements to ensure effective O&amp;M. ASCL has entered into agreements with the agencies concerned to ensure supervision and monitoring during construction, and O&amp;M takeover after completion of the contractual O&amp;M period. The project will also provide O&amp;M support through contractors and staff training before operations takeover.</td>
</tr>
<tr>
<td>Poor coordination among stakeholders leads to suboptimal results.</td>
<td>This risk will be mitigated through regular meetings to update stakeholders on the project scope, implementation progress, and future activities, thereby building stakeholder support, engagement, and commitment for a smooth implementation.</td>
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</table>


V. ASSURANCES

40. The Government of India, the GOT, and ASCL have assured ADB that implementation of the project shall conform to all applicable ADB requirements, including those concerning anticorruption measures, safeguards, gender, procurement, consulting services, financial management, and disbursement as described in detail in the PAM and loan documents.

41. The Government of India, the GOT, and ASCL have agreed with ADB on certain covenants for the project, which are set forth in the draft loan agreement and project agreement.

VI. RECOMMENDATION

42. I am satisfied that the proposed loan would comply with the Articles of Agreement of the Asian Development Bank (ADB) and recommend that the Board approve the loan of $61,000,000 to India for the Agartala City Urban Development Project, from ADB’s ordinary capital resources, in regular terms, with interest to be determined in accordance with ADB’s London interbank offered rate (LIBOR)-based lending facility; 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.

Masatsugu Asakawa
President

6 October 2021
## DESIGN AND MONITORING FRAMEWORK

<table>
<thead>
<tr>
<th>Impact the Project is Aligned with</th>
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<tbody>
<tr>
<td>Agartala established as an economic–commercial hub in northeast India with improved quality of life. (Agartala Smart City Limited)*</td>
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</table>

<table>
<thead>
<tr>
<th>Results Chain</th>
<th>Performance Indicators</th>
<th>Data Sources and Reporting Mechanisms</th>
<th>Risks and Critical Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Outcome</strong></td>
<td>Livability in Agartala City improved</td>
<td></td>
<td></td>
</tr>
<tr>
<td>By 2030:</td>
<td>a. Average travel time on project roads reduced by 30% (2020 baseline: 5 minutes/km)</td>
<td>a. and c. Smart City Mission proposal; Agartala City annual reports; and Ministry of Road, Transport and Highways (Baseline and endline surveys will gather detail on women’s travel time savings and health benefits)</td>
<td>R: Impacts of natural hazards (e.g., major floods) exceed projections and damage infrastructure constructed by the project.</td>
</tr>
<tr>
<td>b. Visitor satisfaction in Ujjayanta Palace increased to at least 75% (2020 baseline: 40%)</td>
<td>b. Pre and post client satisfaction surveys with EWCD-disaggregated data at the reception counter of Ujjayanta Palace</td>
<td></td>
<td></td>
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<tr>
<td>c. 180 hectare of area protected against floods during average monsoon (2020 baseline: 0) (OP 3.2.1)</td>
<td>R: Prolonged impact of COVID-19 pandemic on supply and movement of goods and services could result in time and cost overrun.</td>
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<table>
<thead>
<tr>
<th>Outputs</th>
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<tbody>
<tr>
<td>1. Urban roads and drainage upgraded</td>
<td>By 2029:</td>
</tr>
<tr>
<td>1a. 23 km of climate-resilient roads with EWCD-responsive features constructed (2020 baseline: 0) (OP 1.3.1, OP 2.4.1, OP 3.2.5, OP 4.1.2, OP 7.1.1)b</td>
<td>1a.–1b. Agartala City annual reports</td>
</tr>
<tr>
<td>1b. 48 km new or existing stormwater drains constructed or rehabilitated (2019 baseline: 0) (OP 3.2.5, OP 4.1.2)</td>
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<tr>
<th>2. Tourist places renovated and made more eco-friendly</th>
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<tbody>
<tr>
<td>2a. 50,000 m² within the MBB College Lake upgraded with EWCD-responsive features (2020 baseline: 0) (OP 2.4.1, OP 4.1.2)c</td>
<td>2a.–2b. Agartala City annual reports</td>
</tr>
<tr>
<td>2b. 100,000 m² of open spaces in Ujjayanta Palace renewed with EWCD-responsive features (2020 baseline: 0) (OP 2.4.1, OP 4.1.2)d</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>3. Public awareness on sanitation and hygiene, and capacity of concerned agencies in urban service delivery improved</th>
<th>By 2025:</th>
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</thead>
<tbody>
<tr>
<td><strong>Financed under attached TA</strong></td>
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<tr>
<td>3a. At least 63 of eligible Ujjayanta Palace staff (including 30% women) reported improved knowledge on tourism-related operations and community mobilization campaigns, and prepared a tourism</td>
<td>3a.–3e. Pre- and post-training survey</td>
</tr>
<tr>
<td></td>
<td>R: Competing priorities and staff turnover hinder participation in capacity building.</td>
</tr>
<tr>
<td>Results Chain</td>
<td>Performance Indicators</td>
</tr>
<tr>
<td>---------------</td>
<td>------------------------</td>
</tr>
<tr>
<td>Promotion plan (2020 baseline: 0) (OP 2.2, OP 6.1.1)</td>
<td>3b. At least 80% of eligible AMC, ASCL, TUDA, and UDD technical staff (including 30% women technical staff) reported improved knowledge on project management and operation and maintenance of urban infrastructure (2020 baseline: Not applicable) (OP 2.2, OP 6.1.1)</td>
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<tr>
<td>3c. At least 80% of eligible AMC, ASCL, TUDA, and UDD technical staff (including 30% women technical staff) reported improved knowledge on own-source revenue generation and financial management, and prepared own-source revenue mobilization plan (2020 baseline: Not applicable) (OP 2.2, OP 6.1.1)</td>
<td></td>
</tr>
<tr>
<td>3d. At least 80% of eligible AMC, ASCL, TUDA, and UDD urban planning staff (including 30% women) reported improved knowledge on climate- and disaster-resilient urban planning, gender analysis and mainstreaming, and gender-responsive budgeting in urban planning (2020 baseline: Not applicable) (OP 2.2, OP 6.1.1)</td>
<td></td>
</tr>
<tr>
<td>3e. At least 30 shop keepers, street vendors and artisans (including 30% women) around Ujjayanta Palace reported improved knowledge on product modification, business development services, and marketing in handicrafts (2020 baseline: Not applicable) (OP 2.2, OP 6.2.4)</td>
<td></td>
</tr>
<tr>
<td>3f. Public campaigns on road safety, water conservation, health, sanitation, and hygiene; and on the spread of epidemics or pandemics such as the COVID-19 pandemic reached at least 500 people (including 30% women) (2020 baseline: 0) (OP 2.2, OP 6.2.4)</td>
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<tr>
<td>3f. Reports from Drinking Water Supply and AMC</td>
<td></td>
</tr>
</tbody>
</table>

**Key Activities with Milestones**

1. **Urban roads and drainage upgraded**
   1.1 Procurement and award of one civil works contract (ongoing until Q4 2021)
   1.2 Construction, testing, and commissioning of infrastructure facilities (Q1 2022–Q4 2025)
   1.3 Operation and maintenance of infrastructure facilities (Q1 2025–Q4 2028)

2. **Tourist places renovated and made more eco-friendly**
   2.1 Procurement and award of two civil works contracts (awarded in Q4 2021)
Appendix 1

2.2 Construction, testing, and commissioning of infrastructure facilities (Q1 2022–Q4 2024)
2.3 Operation and maintenance of infrastructure facilities (Q1 2025–Q4 2028)

3. Public awareness on sanitation and hygiene, and capacity of concerned agencies in urban service delivery improved

3.1 Identification and finalization of appropriate training programs (Q3 2022–Q4 2022)
3.2 Organization and development of training and capacity-building programs (Q4 2022–Q3 2026)

**Project Management Activities**

Establish project management unit with dedicated staff and offices (established in Q4 2020)
Engage and mobilize individual consultants to support implementation (ongoing until Q1 2022)
Engage and mobilize individual consultants for capacity-building programs (Q1 2022-Q2 2025)

**Inputs**

Asian Development Bank: $61.00 million (regular ordinary capital resources loan)
Government: $15.25 million
Technical Assistance Special Fund (TASF Others): $1.00 million (TA grant)

A = assumption; AMC = Agartala Municipal Corporation; ASCL = Agartala Smart City Limited; COVID-19 = coronavirus disease; EWCD = elderly, women, children, and differently abled; km = kilometer; m² = square meter; MBB= Maharaja Bir Bikram; OP = operational priority; Q = quarter; R = risk; TA = technical assistance; TUDA = Tripura Urban Planning and Development; UDD = Urban Development Department.

a Agartala Smart City Limited. Vision. Smart City Guidelines.
b Climate-resilient means flexible pavement and underground utility corridor. EWCD-responsive features comprise adapted sidewalks, street lightning, dedicated parking, and bollards. Urban design features such as seating benches, litter bins, pots with plants, and city information panels will also be incorporated.
c Rejuvenation includes upgrading the eco-park, developing a water recreation area and lakeside public area, creating a thematic garden, improving user safety through lighting zones and specific water access zones, renovating, and extending a cafeteria and garden gazebos, enhancing lake water quality with artificial wetlands and adequate aeration, and using waste and effluent management strategies. Urban design features such as stone signage, play and outdoor fitness equipment, garbage bins, and food kiosk will also be incorporated.
d Urban renewal includes beautification of garden spaces, renewal of water fountains, renovation of drainage system, development of lakeside walkway with resting areas and pergolas, leisure areas, decorative lighting, and a dedicated parking zone. Urban design features such as garden bench, umbrella seating, chairs, garbage bins, and signages will also be incorporated.

e Eligible staff are those whose work is directly related to the subject training. Tourism-related operations include liaison and close interaction with tour operators, development of tour guides, and safety and security aides. A software and/or hardware to manage entrances will be developed and implemented, and training will be given under the attached TA. Community mobilization campaigns including advertisement campaigns to increase interest and mobilization of civil society to be part of the initiatives will be conducted under the attached TA. At least 10 awareness-raising campaigns and 8 focus group discussions (four on each ward of the water supply intervention area) will be designed and conducted.
f Eligible refers to staff whose work is directly related to the subject training. Software and/or hardware will be acquired and implemented under the attached TA for project management, asset management for specific facilities and/or equipment, and enterprise resource planning.

**Contribution to Strategy 2030 Operational Priorities**

Expected values and methodological details for all OP indicators to which this operation will contribute results are detailed in Contribution to Strategy 2030 Operational Priorities (accessible from the list of linked documents in Appendix 2).

LIST OF LINKED DOCUMENTS

http://www.adb.org/Documents/RRPs/?id=53262-001-3

1. Loan Agreement
2. Project Agreement
3. Sector Assessment (Summary): Water and other Urban Infrastructure and Services
4. Project Administration Manual
5. Financial Analysis
6. Economic Analysis
7. Summary Poverty Reduction and Social Strategy
8. Risk Assessment and Risk Management Plan
9. Contribution to Strategy 2030 Operational Priorities
10. Attached Technical Assistance Report
11. Climate Change Assessment
12. Gender Action Plan
13. Initial Environmental Examination: Maharaja Bir Bikram College Lake Revitalization in Agartala City
14. Initial Environmental Examination: Revival and Restoration of Ujjayanta Palace Complex in Agartala City
15. Initial Environmental Examination: Upgradation of Major Roads in Agartala City
16. Resettlement Plan: Upgradation of Major Roads and Drainage in Agartala City
17. Land Acquisition and Resettlement Due Diligence Report: Revitalization of Maharaja Bir Bikram Lake
18. Land Acquisition and Resettlement Due Diligence Report: Revival and Restoration of Ujjayanta Palace Complex

Supplementary Documents
19. Project Procurement Risk Assessment
20. Climate Risks and Vulnerability Assessment
21. Supplementary Appendix to Economic Analysis