No. 3

June 2019

GUIDANCE NOTE ON STAKEHOLDER COMMUNICATION STRATEGIES FOR PROJECTS IN SOUTH ASIA

INTRODUCTION: FRAMEWORK AND RATIONALE OF STAKEHOLDER COMMUNICATION STRATEGY

This guidance note builds on the principles and procedures for developing a stakeholder communication strategy (SCS) of the User Guide for Preparing Communication Strategies for Projects (henceforth called here as user guide)¹ of the Asian Development Bank (ADB) and the Strengthening Participation for Development Results: An Asian Development Bank Guide to Participation (henceforth called here as participation guide). It also supports the ADB Safeguard Policy Statement (2009), which gives premium importance to the inclusion of mechanisms for consultation with and participation of project-affected people in the formulation, implementation, monitoring, and evaluation of a project's environmental and social safeguards plan. The purpose is to assist the ADB staff and the executing and implementing agencies of ADB-financed projects in South Asia to design, implement, monitor, and evaluate an SCS. This purpose is in line with the objective of ADB's Access to Information Policy to "... promote stakeholder trust in ADB and to increase the development impact of ADB activities. The policy reflects ADB's commitment to transparency, accountability, and participation by stakeholders in ADB-supported development activities in Asia and the Pacific. It also recognizes the right of people to seek, receive, and impart information about ADB's operations."3 The application of this guidance note is expected to facilitate stakeholders' (especially civil society) meaningful participation in ADB-financed projects and boost the social acceptability and impact of ADB's operations.

To set the framework for the formulation of an SCS, a definition of its three key terms—stakeholder, communication, and strategy—is a good starting point:

- Stakeholders refer to individuals or groups or institutions who can or are likely to (i) influence (promote, support, disrupt, or stop) the course of a program or project; and/or (ii) be affected (favorably or adversely) by the program or project.
- Communication is generally defined from two models: (i) transmission model, which defines communication as the sending of information, ideas, feelings, practices, values, and needs from one person or group to another; and (ii) interactive model, which views communication as a dialogical process of creating shared understanding of the project features and results, including the promotion or adoption of certain attitudes and practices. 5

⁵ K. Hallahan et al. 2007. Defining Strategic Communication. International Journal of Strategic Communication, 1 (1). pp. 3-35.



¹ ADB. 2013. User Guide for Preparing Communication Strategies for Projects. Manila.

² ADB. 2012. Strengthening Participation for Development Results: An Asian Development Bank Guide to Participation. Manila.

ADB. 2018. Access to Information Policy: Working Paper. Manila. p.2.

In the interactive model, information is not only transmitted but also processed by the receivers, such that the receivers develop a view of, or assign a meaning or meanings to, not only the message but also the sender and their relationship with the sender. As the receivers feedback their understanding of, or reaction to, the transmitted information, the ensuing exchange may lead to common understanding and shared meanings or to disagreements and, possibly, breakdown of relationships.

• Strategy refers to a plan of action that aims to achieve general and long-term goals or objectives. General means that the plan encompasses all aspects of a program or project; and long-term could mean for the whole duration of the program or project, taking into consideration the expected post-program or project outcomes and impacts.

From these definitions, an SCS can be described as a strategic plan of action that aims to reach with key stakeholders—from an interactive communication model—a consensus perspective on the project's relevance, key features, target benefits, and the roles and responsibilities of the proponents and stakeholders. Along this line, ADB's participation guide describes an SCS as a "powerful tool that supports project operations and improves the chance of success."

The development of an SCS has been an **integral part of the preparation of the project administration manual (PAM) of every ADB-financed program or project** with a section of the PAM devoted to it.⁷ ADB's template for the content of an SCS requires the description of "what project information will be communicated, the means of communication, who will provide the information, the audience(s), and

frequency."8 This information is the minimum required; and is expanded to include other communication strategies if deemed required, such as when the project's environmental and social safeguards are classified as category A and the target stakeholder's adoption of a behavior or practice is a key objective of the project.9

In ADB-assisted projects, the nature of an SCS is determined during a project's concept and design phases when the forms and levels of participation of stakeholders are defined. The guides for the preparation of the Initial Poverty Social Analysis (during the project concept phase) and the Summary Poverty Reduction and Social Strategy (during the project design phase) state that the formulation of a participation plan is mandatory if (i) the social safeguards issues are significant; and (ii) the program or project requires medium or high level of participation of stakeholders. 10 The guides also state that the participation plan can stand alone or be integrated into other project plans (e.g., safeguards plan, gender action plan). 11 Whether stand-alone or integrated in other project plans, a participation plan needs to be supported by an SCS. The role of SCS in each element of participation is presented in the table.¹²

The number of complaints and grievances in the ADB complaints registry further accentuates the need

Table: Stakeholder Communication Strategy for Each Element of Participation

Participation Elements	Participation Objectives	Communication Needs and Objectives
Identifying and analyzing stakeholders	To know the stakeholders, their concerns related to the project, and level of participation capacity	To seek information about and from the stakeholders
Consulting stakeholder groups	To seek stakeholders' inputs into the project design to improve it and ensure it meets their actual needs To elicit stakeholders' support for the project	To elicit stakeholders' willingness to dialogue with project proponents and support project objectives and activities
Engaging stakeholders	To mobilize stakeholder involvement in each phase of the project	To gather stakeholders' inputs into the project design and support for or participation in project implementation, monitoring, and evaluation
Informing stakeholders	To keep the stakeholders informed about the progress and achievements of the project, and the ADB's Accountability Mechanism Policy	To facilitate stakeholders' informed appreciation of the project, address issues and complaints amicably, and build good stories about the gains of the project and the experiences of stakeholders

 $Sources: ADB.\ 2012.\ Strengthening\ Participation\ for\ Development\ Results: An\ Asian\ Development\ Bank\ Guide\ to\ Participation.\ Manila; and\ author.$

⁶ Footnote 2, p. 47.

Subsection E of IX. Performance Monitoring, Evaluation, Reporting, and Communication of ADB's project administration manual template is on stakeholder communication strategy.

⁸ ADB Board document template for project administration manual, p. 20 (issued on 27 July 2017).

ADB Safeguard Policy Statement, p. 24.

¹⁰ ADB. 2012. Handbook on Poverty and Social Analysis: A Working Document. Manila. p. 31, para. 80.

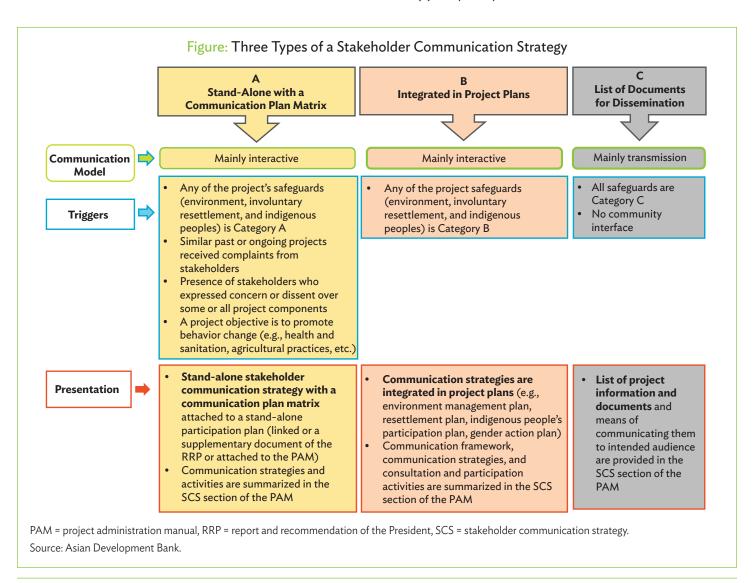
¹¹ Footnote 10, p. 31, para. 81.

¹² The four elements of participation were taken from footnote 2, p. 7.

for a well-planned SCS. The list shows that the South Asia Department received 24 complaints from 2004 to 2018, of which 9 were explicitly described as due to lack or inadequate information, consultation, and community participation.¹³ This list does not include some complaints that were filed at the regional department and implementing agencies and raised on social media and in street protests.

DEFINING THE NATURE OF A PROJECT'S STAKEHOLDER COMMUNICATION STRATEGY

The different practices of the South Asia Department in formulating an SCS can serve as a basis for defining the different forms of SCS. The three types with distinct features, triggers for adoption, and manner of presentation are presented in the figure.¹⁴ All three types of SCS include the minimum content presented in a five-column information disclosure matrix: (i) list of project documents, (ii) the means of communicating each of these documents, (iii) responsible groups, (iv) audience, and (v) frequency of communication.



¹³ ADB. Complaints Registry by Year. https://www.adb.org/site/accountability-mechanism/problem-solving-function/complaint-registry-year (accessed 11 October 2018).

Footnote 1, p. 12 provides a list of questions to test the level of communication needs of a project.

PROCEDURES FOR PREPARING A STAKEHOLDER COMMUNICATION STRATEGY AND PLAN MATRIX

The ADB participation guide provides the procedures for preparing an SCS and plan matrix. This guidance note expands these steps and provides an alternative communication strategy or plan matrix. This guide proposes to do all six steps for Category A SCS (Figure) and skip the fourth step for Category B SCS. For Category C SCS, please refer to ADB's Access to Information Policy (footnote 3).

First Step: Stakeholder Analysis

Stakeholder analysis is done in two steps: (i) mapping of primary and secondary stakeholders, and (ii) profiling of

the identified stakeholders vis-à-vis their perspective on the proposed project. This guidance note proposes to use the following Tool 1 and Tool 2 for these two steps.¹⁵

Tool 1 involves the filling out of a 3x3 cell to exhaustively identify and appropriately cluster the primary and secondary stakeholders based on the degree of (i) the potential social, economic, and political effects (high or direct effect, moderate or indirect but considerable, low or indirect and minimal) of a project on them; and (ii) their possible influence on or ability to promote, support, disrupt, or stop the course of the project (high, moderate, low).

 Write in a cell the names of individuals or groups of stakeholders that match the cell descriptions (Tool 1 is presented on the previous page using a road expansion project as an example).

Tool 1: An Example of Mapping of Primary and Secondary Stakeholders of a Road Expansion Project

		Degree of Potential Effect of the Proposed Program or Project				
		High (Direct)	Moderate (Indirect)	Low or None		
Degree of Possible Influence on the Proposed Program or Project	High	1. High EffectHigh Influence Project government executing and implementing agencies or borrower LGUs in project sites Owners of large business establishments in road expansion areas Owners and operators of large hospitals in road expansion areas	4. Moderate Effect-High Influence LGUs, government agencies operating, and big business establishments and hospitals near the project sites	7. Low Effect-High Influence Other national or central government agencies International development institutions		
	Moderate	 2. High Effect-Moderate Influence Owners of SMEs if organized Big schools in affected areas Large religious groups in affected areas Strong advocacy CBOs in project sites with support from NGOs 	 5. Moderate Effect-Moderate Influence SMEs near the project sites Big schools in areas near the project sites 	8. Low Effect-Moderate Influence • National umbrellas of NGOs		
	Low or None	3. High Effect-Low Influence • Small farmers, fishers, indigenous people, urban poor, factory workers (especially women, elderly, children, and persons with disabilities) living or working in the project sites • Micro entrepreneurs and other informal workers (vendors) in road expansion areas • Small schools in affected areas • Students in affected areas	 6. Moderate Effect-Low Influence Poor communities near the project sites Microentrepreneurs and other informal workers near the project sties Students living or studying near the affected areas 	9. Low Effect-Low Influence People living or working far from the project sites but who sometimes go to the project sites for services		

CBO = community-based organization, LGU = local government unit, NGO = nongovernment organization, SMEs = small and medium-sized enterprises. Source: Asian Development Bank.

¹⁵ Footnote 2, pp. 25–32: Tool 1. Stakeholder Analysis and Consultations also provides tips, consultation methods, and a template for conducting a stakeholder analysis.

• Stakeholders in blue-shaded cells (numbered 1 to 3) are the primary stakeholders and those in orange-shaded cells (numbered 4 to 6) are the secondary stakeholders. The stakeholders in non-shaded cells (numbered 7 to 9), who are expected to be least affected or be unaffected by the project, are least priority in the designing of a communication strategy. It is important, however, to inform them based on the information disclosure policy of ADB, and to seek the support of Low Effect-High Influence and Low Effect-Moderate Influence stakeholders as needed.

The preparation of Tool 1 is **not desk work**. Rather, during the preparation of the Initial Poverty Social Analysis and the Summary Poverty Reduction and Social Strategy, the users of this tool need to go to the project sites to conduct ocular inspection, interview key informants, and/or administer a survey with target beneficiaries or expected project-affected people—in addition to reviewing secondary data (e.g., government data on population and businesses in the project sites, ADB data on civil society organizations in the project sites). Key informants may include representatives of the government executing agency, ADB staff, ADB consultants, and civil society organizations who are knowledgeable about the project sites. It will greatly help to conduct initial stakeholder

meetings or focus group discussions during the project concept phase reconnaissance mission and validation stakeholder consultation meetings during the project design phase fact-finding mission. To ensure an inclusive stakeholder analysis, seek the participation of both women and men, and the affected and disadvantaged groups. Record keeping is critical at this onset as the results can serve as baseline data against which project officers can measure changed perceptions or behavior over time of different stakeholder groups.

As a **living document**, a stakeholder analysis may change as new observations and information about each stakeholder are gathered. A stakeholder may move from one cell (of Tool 1) to another in the course of the project preparation and implementation. As such, the user of this guide needs to periodically assess and update Tool 1.

When the primary and secondary stakeholders have been identified, then the next step is to use Tool 2, which is a profiling of the identified stakeholders.

The stakeholders' positions on the proposed project and their reasons for this position can be deduced from their reactions to similar past and ongoing projects as well as from their statements during the project's consultation meetings or focus group discussions or interviews or statements on social media.

Tool 2: Stakeholders' Perceptions and Possible Response to the Proposed Project

Stakeholder	Position on the Project (Support, Oppose, Neutral, Unclear/ Undecided)	Reasons for the Position ^a	Means of Receiving and Sending Information and Responses or Reactions			
Primary Stakeholders	Primary Stakeholders					
1.						
2.						
Secondary Stakeholders						
1.						
2.						

^a Reasons for a position (support, opposition, neutral) may be based on perceptions of the project, positive or negative relations with the executing or implementing agency, expected level of satisfaction of substantive (e.g., jobs, income, land, housing), procedural (e.g., degree of participation of stakeholders and accountability of ADB and executing and implementing agencies), and psychological (e.g., perceived treatment by project proponents) needs.

Source: Asian Development Bank.

To effectively use the stakeholder consultation meetings and key informant interviews in filling out Tool 2, the user of this guide needs to carefully prepare for these meetings and interviews as well as creatively design the questions and manner of asking these questions. In these meetings and interviews, avoid creating among the participants false expectations about the project. Examples of questions to ask after a presentation of the proposed project information are the following:

- What are your views on the proposed project?
- What do you think are its positive aspects? What are its expected benefits?
- What aspects of the project are you concerned about and should be improved? What are your recommendations?
- What do you think would be the reactions or responses of your members or other people in your communities or groups on this proposed project?
- What further information do you think is needed for a better understanding of the proposed project? What is the best way for them to receive this information and give their feedback?
- Other context- and project-specific questions that will help complete Tool 2.¹⁶

Second Step: Developing the Message

There are two types of message: the **core message**, which is addressed to all stakeholders whatever their position toward the project is; and the **customized message**, which is designed for each stakeholder based on the results of the stakeholder analysis.

In general, the objective of the core message is to raise the awareness of the stakeholders about the project and elicit their support and participation. The core message could include the project's (i) key features—what the project is, objectives, location, and target beneficiaries; (ii) context—problems that it seeks to address; (iii) general plan of activities and timeframe; (iv) expected outputs, outcomes, and impact, including potential benefits; (v) levels and forms of stakeholder participation; (vi) communities and people who

will be affected and the mitigation measures; (vii) project information that is accessible on the ADB website and that can be provided to those who have no access to the internet; (viii) mechanisms for stakeholder participation in all project phases; (ix) grievance redress mechanism or ADB's Accountability Mechanism Policy; (x) progress of project implementation; and (xi) achievements and lessons after project completion.

The customized message for each stakeholder will depend on the position of the stakeholder on the project and the reasons for this position (Tool 2). For stakeholders who openly support the project, the core message may suffice. For those who have complaints or who oppose the project, the customized message will depend on the reasons for their opposition. For example, if the reason is misperception or inadequate information, then the message will be on providing the correct information or agreeing with the stakeholder on how to determine the right information. If the reason is mistrust of the project proponent, then the message could be on the project's standards or measures to ensure transparency and accountability of the project proponent and on seeking stakeholder's suggestions on how to improve this. If the reason is expected nonsatisfaction of their substantive, procedural, and psychological needs (see footnote of Tool 2), then the message could be on measures to address needs and interests of affected stakeholders as well as the project's limitations, and suggestions of stakeholders on how the project could address these needs.

The necessary core and customized message may change during the different phases of project development—from project conceptualization, designing, implementation, monitoring, evaluation, to completion—depending on the project progress and on the possible changing views and perspectives of stakeholders.

Third Step: Developing the Medium of the Message

Marshall McCluhan, in his book *The Medium is the Massage* (1967), argued that the medium or the manner by which a message is conveyed is more important than its content because the characteristics of the medium

¹⁶ Examples of project-specific questions for a road transport project are on road use, capacity to pay the prescribed fare rate, etc.; for water and sanitation projects are practices for and problems in disposing solid waste. If participants believe some answers may be private and confidential, then a survey may be the appropriate method for data collection.

can change the meaning as well as the outcome of the communication.¹⁷ For example, if the message is about gender-responsive stakeholder participation mechanisms but if the process of conveying this message is top-down in that the stakeholders have limited or no opportunity to impart their views and those invited in the communities are heads of households who are mostly men, then what can easily be remembered and imbibed is the top-down, gender-biased communication experience rather than the gender responsive stakeholder participation content.

In Tool 2, the last column is on the means of a stakeholder for receiving and sending information and news. To enable this stakeholder to receive information about the project and give feedback, then the project should ensure that the message is channeled through these means of communication in a language the stakeholder understands. Possible examples are (i) meetings; (ii) news over the radio, TV, and newspaper; (iii) comics; (iv) mobile phones; and (v) social media (e.g., Facebook, Twitter).

Fourth Step: Preparing a Communication Strategy Plan Matrix

When the first three steps have been completed, then the **communication strategy plan matrix** is ready to be prepared. Tool 3 may be used for this step. Stakeholders with similar positions and reasons for the position may be put together in one row of Tool 3.

Tool 3: Stakeholder Communication Strategic Plan Matrix

Overall SCS Objective/s:	_
Core message:	

Strategic Elements			Workplan Elements			
Stakeholder	Communication Objective ^a	Communication Activities ^b	Responsible Person/ Group	Resources Needed		
Primary Stakeholders						
1.						
2.						
Secondary Stakeholders						
1.						
2.						

D - + -	proparo	-1		

Note: The SCS planning matrix is a living document or open to revisions based on the changes in the position of each stakeholder in the course of project implementation and on further reviews and elaboration of communication experts.

- ^a The communication objective will depend on the information contained in Tool 2, specifically the position and reasons for the position of each stakeholder, and on the formulated core and customized message.
- ^b The designing of communication activities will take into consideration the means of each stakeholder for receiving and sending information and responses provided in the last column of Tool 2.

Source: Asian Development Bank.

¹⁷ M. McLuhan and Q. Fiore. 1967. The Medium is the Massage: An Inventory of Effects. Corte Madera, CA: Gingko Press, Inc.

Fifth Step: Implementing the Stakeholder Communication Strategy

For an **effective implementation of the SCS**, the following measures are important:¹⁸

- ensuring the approval of the SCS as an official project document—incorporated in the PAM or facility administration manual—and as a project-level policy, which the executing and implementing agencies are bound to implement, with a note that it is a living document and may be revised if changes in the stakeholder analysis demand;
- developing the capacity of the executing and implementing agencies and concerned ADB staff in implementing the SCS, and monitoring and evaluating its progress and achievements;
- designating a project communications officer or focal person in the executing and implementing agencies and recruiting a national or international communications expert (see attached proposed terms of reference) to lead and supervise the drafting, implementation, monitoring, and evaluation of the SCS (provide the contact information of these officers and experts for easier consultation and coordination on project communication strategies);
- coordinating with the project's environmental and social safeguards team and ADB safeguards staff for the application of this guidance note for the consultation and participation requirements of an environmental or social safeguards framework or plan;

- developing sustained mechanisms for stakeholder participation in the course of implementation of the SCS and of the project in general;
- as necessary, training of the representatives of primary and secondary stakeholders in effective participation in the project;
- allocating an adequate budget (to be specified in the PAM) for the full implementation of the SCS;
 and
- periodically assessing and updating the stakeholder analysis and the SCS.

Sixth Step: Monitoring and Evaluation of the Implementation of the Stakeholder Communication Strategy

To monitor and evaluate the effectiveness of an SCS, the general rule is to use the stakeholder communication plan matrix (Tool 3), specifically the communication objectives and activities, as the basis for defining the SCS performance indicators and targets. Tool 4 presents some examples of these performance indicators and the means of verification.¹⁹

The responsibility for assessing the status of the performance indicators is with the designated project communications officer with the guidance of the national or international strategic communications specialist (attached draft terms of reference). They will integrate the results into the project's quarterly report and the project completion report.

Footnote 1, p. 15 Table 1 provides a list of suggested communication activities and requirements.

¹⁹ Footnote 2, pp. 5-60 illustrates steps, tools, and methods in participatory monitoring and evaluation.

Tool 4: Monitoring and Evaluation of the Stakeholder Communication Strategy

Per	formance Indicators	Means of Verification			
A. Input-Output Indicators					
1.	Number of stakeholder groups (including groups of women and the disadvantaged individuals) that participated in stakeholder participation mechanisms or events of the project	Attendance sheets (with sex- disaggregated information) of the projects' activities with stakeholders			
2.	Number of stakeholder groups (including groups of women and the disadvantaged) that reported having adequate information about the project	Collated and analyzed answers of participants' evaluation forms,			
3.	Number of stakeholder groups (including groups of women and the disadvantaged) that expressed satisfaction with their participation in project activities	administered at the end of each project activity with stakeholders			
4.	Increase in correct knowledge of safeguards entitlements among project-affected people				
5.	Early identification and resolution of potential problems before escalation through the grievance mechanisms or complaints to ADB's Accountability Mechanism	Project reports			
B. Outcome Indicators					
6.	Number of stakeholder groups (including groups of women and the disadvantaged) that expressed support for the project (with baseline of $__$ at project start)	Collated and analyzed answers of participants' evaluation forms, administered at the end of each project activity with stakeholders			
7.	Number of positive versus negative press and social media statements on the project	Collated news and media statements about the project			
8.	Degree to which people's expectations were met	Pre- and post-project survey			
9.	Degree to which stakeholder feedback is addressed and incorporated				
C. Impact Indicators					
10.	Percentage increase in desired behaviors or attitudes among the target population	Pre- and post-project survey			
11.	Presence of more stakeholders' positive than negative stories about the project's design, implementation mechanisms, and achievements				

Source: Modified from ADB. 2013. User Guide for Preparing Communication Strategies for Projects. Manila. p. 60.

CONCLUDING NOTE

While this guidance note provides basic approaches and tools for developing an effective evidence-based SCS, it does not claim to be a solution for all barriers to stakeholder participation and support. Definitely, there are factors that are beyond the project's capacity to resolve.

TERMS OF REFERENCE OF THE STRATEGIC COMMUNICATIONS EXPERT

A. Purpose of the Strategic Communications Expert

The purpose of the strategic communications expert is to facilitate the development and implementation of the project's stakeholder communication strategy (SCS) toward eliciting stakeholder inputs for the improvement of the project, mobilizing multi-stakeholder participation and public support, and enabling the target beneficiaries to adopt and maintain the desired behavior or practices.

B. Main Functions

In accordance with the approved Guidance Note on Preparing and Implementing a Stakeholder Communication Strategy for ADB-financed Projects in South Asia,

- (i) assist the project management unit (PMU) and project implementation unit, specifically the project communications officer, conduct a participatory stakeholder analysis;
- (ii) prepare the project's SCS, specifically
 - (a) develop the project's core message and customized message for each stakeholder group, and the effective means of communicating these messages based on the results of the stakeholder analysis;
 - (b) formulate a communication strategy matrix based on the results of the first three steps of preparing an SCS as provided in the guidance note;
 - (c) present the proposed communication strategy matrix to concerned ADB staff for review and endorsement and to the project's executing and implementing agencies for approval; and
 - (d) facilitate the development of communication materials and holding of stakeholder events to convey core (general public) and customized (to each stakeholder) messages of the project.
- (iii) train the PMU and project implementation unit staff in the effective implementation of the SCS and in effective communication skills as specified in the guidance note;

- (iv) as needed and wanted by the stakeholders, train the representatives of stakeholder groups in effectively participating in the project;
- (v) guide the PMU and project implementation unit in responding to queries and issues raised by the stakeholders;
- (vi) oversee the full and quality implementation of the SCS; and
- (vii) monitor and evaluate the progress and achievements of the SCS using the project's SCS performance indicators and means of verification, and integrate the results in the project's quarterly reports and the consolidated results in the project completion report.

C. Job Specifications or Qualifications

The consultant should have (i) at least 5 years of experience in developing and implementing an SCS with different sectors and in facilitating multi-stakeholder participation in development projects, preferably ADB-financed projects; (ii) at least 5 years of experience in facilitating training on the principles, approaches, and tools of SCS; (iii) ability to organize and express own ideas verbally and in writing; and (iv) preferably a postgraduate degree in development communication or other related fields.

D. Reporting Authority

The SCS expert will report to the head of the PMU.

About the Asian Development Bank

ADB is committed to achieving a prosperous, inclusive, resilient, and sustainable Asia and the Pacific, while sustaining its efforts to eradicate extreme poverty. Established in 1966, it is owned by 68 members—49 from the region. Its main instruments for helping its developing member countries are policy dialogue, loans, equity investments, guarantees, grants, and technical assistance.



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ISBN 978-92-9261-640-3 (print), 978-92-9261-641-0 (electronic) pubsmarketing@adb.org

Publication Stock No. TIM190189-2 DOI: http://dx.doi.org/10.22617/TIM190189-2