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PROPOSED PROJECT MANAGEMENT OFFICE (PMO) IN FULFILLING LENDER'S REQUIREMENTS TO ACHIEVE THE TARGET OF CONSTRUCTION WORK

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Abstract

PT PLN (Persero) has a mandate to construct pumped storage hydroelectric power plant project as part of large-scale renewable initiatives, one of which is Upper Cisokan Pumped Storage project. This project was originally targeted to start in early 2022 and be completed by the end of 2025 so that it can support PLN in achieving the target of a new renewable energy mix of 23% in 2025. Considering the enhanced readiness for the project implementation, the World Bank as lender has agreed to finance this project. However, even though the loan agreement already exists, PLN has not been able to start the construction work because it has not fulfilled the World Bank's requirements at pre-construction stage, resulting in the delay of the construction work for 9 months. The mixed research design that combines both qualitative and quantitative approach was conducted. For qualitative analysis, semi-structured interviews to selected respondents was carried out to assess their knowledges and opinions regarding the establishment of Project Management Office (PMO) as a way to integrate project management processes to achieve the target of construction work. Moreover, quantitative analysis is also carried out to evaluate alternatives of PMO type based on a set of criteria by using SMART (Simple Multi-Attribute Rating Technique) analysis method. The results demonstrate that the permanent type of PMO with cross-functional organizational structure should be established that will perform high-level monitoring and influence coordination with relevant parties to achieve project management objectives.

Keywords: New Renewable Energy, Project Management Office, Pumped Storage, World Bank.

1. Introduction and purpose

From the global efforts and national commitments to the Paris Agreement and Sustainable Development Goals, support for a long-term transition to cleaner, more equitable and lowercarbon energy is on the rise. The advancement for meeting the targets of SDGs is being made through the renewable energy sector where hydro power is driving a rapidly growing number of installations. Given the huge investment funding needs for the development of new and renewable energy-based power plants in the long term, companies need to develop an efficient investment plan using external funds to cover capital requirements. One alternative external funding that can be used to support investment activities in new renewable energy projects is a sub-loan agreement from a multilateral/bilateral loan between the World Bank and the Government of the Republic of Indonesia which is then forwarded to the company. However, the requirements provided by the World Bank are very comprehensive and there will be stringent review procedures that take a long time to process for approval.



Given PLN's strategic importance as the main provider of electricity to customers in Indonesia, PLN is committed to anticipate the dynamic future full of new growth opportunities by being agile, adaptive and focused to support sustainable development goals, particularly to increase the share of renewable energy in the global energy mix. The composition of the installed capacity of NRE power plants is still 8.3 MW with an energy mix of 12.74%, so that there is still a gap of energy mix of 10.22% from the target of of new and renewable energy mix of 23% in 2025. Therefore, PLN needs to build additional new and renewable energy power plants with total capacity of 10.6 GW until 2025 where the largest potential for development of new renewable energy comes from hydroelectric power plants of 10.4 GW in accordance with the Ratification of the Electricity Supply Business Plan of PT PLN (Persero) 2021-2030.

In executing its large-scale renewable initiatives, PLN faces significant problem namely delay in construction work of Upper Cisokan Pumped Storage project due to non-fulfilment requirements of the World Bank at the pre-construction stage. This is caused by several factors, including organizational complexity, improper planning of time schedule, insufficient integrated project management process, and lack of experiences in handling the World Bank-financed projects. A previous study about the hydropower development funded by the World Bank in Zhejiang Small Hydropower Program (X.Chen et al., 2013) also represents a series of challenges including the project owners are not acquainted with the management policies of the World Bank and the utilization of a World Bank loan increases the complications to project development.

Therefore, further studies are necessary to offer an enhanced understanding of the relationship between integration of project management process and the efficiency in time as one of project success measures. The purpose for this study is to provide the suitable type of project management office (PMO) to improve project management processes in fulfilling the World Bank's requirements at the pre-construction stage that can later be applied to other new renewable energy power plant projects, so that the target of construction work can be achieved on schedule in order to support PLN to meet the government-mandate decarbonization and new and renewable energy mix targets.

2. Problem Exploration

In order to identify the root causes of problem, Current Reality Tree (CRT) is used to maps out a sequence of cause and effect from the core problem to the symptoms where most of the symptoms will arise from the one core problem or a core conflict. The benefit of building a CRT is that it identifies the connections or dependencies between perceived symptoms and root causes explicitly. If core problems are identified, prioritized, and tackled well, multiple undesirable effects (UDEs) in the system will disappear and then focus on solving the core problems which would cause the biggest positive systemic changes. A CRT begins with a list of problems, known as undesirable effects (UDEs) that are assumed to be symptoms of a deeper common cause. A CRT depicts a chain of cause-and-effect reasoning (if, and, then) in graphical form, where ellipses or circles represent an "and".

Based on Figure 1, it can be seen that the delay of construction work of hydropower projects was caused by several factors, including organizational complexity, improper planning of time schedule, insufficient integrated project management process, and lack of experience in fulfilling the World Bank's requirements. Moreover, it can be seen that there are some uncontrollable root causes including the dynamic of organizational change and rigid internal regulations from the World Bank. Meanwhile, another root cause can be considered as controllable one is absence of project management office (PMO). Thus, the root cause that has the most significant impact if it can be handled properly and also can be controlled internally is the absence of a Project Management Office (PMO) which can be considered as the core problem of the delay of construction work on hydropower project.



Figure 1: Current Reality Diagram of Delay of Construction Work of Hydropower Project

3. Literature Review

The literature review will elaborate the results of previous researchers that provides an overview of the development of knowledge underlying the writing of this study that will focus on the following aspects: (1) Project complexity at the pre-construction stage, (2) Critical success factors for World Bank-financed project, and (3) Project management office (PMO).

3.1 Project Complexity at the Pre-Construction Stage

It's a common statement that the construction project is one of the most complex and risky business undertaken. Mills (2001) described the construction industry as one of the most dynamic, risky and challenging businesses which has a very poor reputation for managing risk, with many major projects failing to meet deadlines and cost targets. Gidado (1996) offers that project complexity is the measure of difficulty of executing a complex process, where a complex process is regarded as that having a number of complicated individual parts brought together in an intricate operational network to form a workflow that is to be completed within a stipulated time, cost and quality. A preliminary study conducted by Wood and Gidado (2008) stating that the construction industry perceives projects with a high degree of interdependency, interaction and interrelationships between the parts as those projects which will be complex. Another previous study was also carried out to determine the most significant complexity factors during the pre-construction stage using relative importance index (RII). Che Nen et al. (2020) found that the top rank complexity factors during pre-construction stage are insufficiency in the collection and review of drawings, award contracts to a low qualified bidder with noncompliance and delay in preparing technical specifications/scope of work/terms of reference, respectively.

3.2 Critical Success Factors for World Bank-financed Projects

The project success criteria are a set of principles or standards used to determine project success which include relevance, efficiency, effectiveness, impact, and sustainability. Relevance refers to the extent to which the project suits the priorities of the target group, the recipient and the donor. Efficiency refers to the extent to which the project uses the least costly resources possible to achieve the desired results. Effectiveness refers to the extent to which the project meets its objectives. Impact refers to the positive and negative changes produced by the project, directly or indirectly, intentionally or not. Sustainability refers to whether the benefits of the project are likely to continue after donor funding has been withdrawn.

The research has been conducted on Critical Success Factors (CSF) for international development projects (Ika et al., 2011) as follows:



Figure 2: Relationship between CSF and Project Success

As a result, this research contributes to the generic Critical Success Factor (CSF) literature in Project Management. It highlights a specific set of five CSFs consisting of monitoring, coordination, design, training, and institutional environment. The research then shows that

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there is a statistically significant and positive relationship between each of the five CSFs and project success.

3.3 Project Management Office

A project management office (PMO) is an organizational entity established to assist project managers, teams and various management levels on strategic matters and functional entities throughout the organization in implementing project management principles, practices, methodologies, tools and techniques (Ward, 2000). In order to improve the effectiveness of project management, PMO enable the acquisition of knowledge from earlier failures and successes and by providing a range of support and facilitative services not only for projects but also for various management levels and support units (Dinsmore, 1999; Fleming and Koppelman, 1998; Knutson, 1998).

The presence of PMO has several benefits for the implementation of project management as follows (Dai and Wells, 2004):

- 1. A PMO can develop a set of standards and methods, becoming a steward of documented project management expertise within the organization
- 2. A PMO can provide a centralized archive to systematically collect and store project knowledge such as lessons learned and templates
- 3. A PMO can provide project administrative support
- 4. A PMO can provide assistance in identifying the proper person to manage a project and the proper skill requirements for the project team and gathering data to conduct performance evaluations
- 5. A PMO can take a leadership role in working with a HR department in the areas of skill set identification and training on project management

According to Project Management Body of Knowledge (PMBOK, 2013), PMO has 3 main functions as follows:

Supportive PMO

This type of PMO provides a consultative role for projects through the provision of templates, project management best practice, training, access to information as well as lessons learnt from other projects. The PMO is basically a knowledge repository, where the degree of control is low

Controlling PMO

This type of PMO provides support and requires compliance of projects via various means, such as through the adoption of project management standards, using specific templates, forms or through conformance to certain governance arrangements. The degree of control provided is moderate.

Directive PMO

This type of PMO has direct control of projects through provision of project management services to enable delivery of the projects. The degree of control provided is high.

4. Conceptual Framework

In order to build a conceptual framework, a research question must be chosen. This study wants to investigate what is the suitable type of PMO to improve the project management process in fulfilling lender's requirements. Then, in order to move forward with the research question, key variables must be identified. For the expected cause, the project management process is the



independent variable, meanwhile for the expected effect, the construction work is the dependent variable. Thus, the hypotheses will be that the more integrated project management process in fulfilling the World Bank's requirements at pre-construction stage, the greater the chance to achieve the target of construction work.

A conceptual framework of this research is made from the analysis of previous literatures about the successful implementation of World Bank-financed project, particularly for hydropower projects which is supported by establishment of project management framework with a Project Management Office (PMO) at its core to support multi-level management, integrate project management processes, and perform monitoring and control process.







According to Figure 3, with previous experience in the Upper Cisokan Pumped Storage project, PLN needs to improve project management processes in meeting World Bank's requirements which can later be used as lessons learned and applied to the Matenggeng Pumped Storage project so that the construction work can be achieved as targeted and will not experience further delays. The improvement of project management process can be in the form of establishing a Project Management Office (PMO) that has been proven to be effective in overseeing the implementation of project management on previous World Bank-financed projects.

5. Methodology

In order to answer research questions, it's necessary to collect both qualitative and quantitative data and integrate the data at different stages of inquiry, therefore the mixed research design is conducted by the researcher. As data collection method, the researcher obtained the data from primary and secondary sources. For primary data, semi-structured interview was conducted with 7 selected respondents who are structural officials in PLN that have the authority and are directly involved in the process of fulfilling the World Bank's requirements at pre-construction stage. This interview aims to assess knowledges and opinions of respondents regarding the establishment of Project Management Office (PMO) as a way to integrate project management processes to achieve the target of construction work. In addition, the researcher also gathered information from PLN's internal documents such as Ratification of Electricity Supply Business Plan (RUPTL) of PT PLN (Persero) for 2021-2030 and several Regulation of Board of Directors of PT PLN (Persero) concerning Organization and Procedures for PT PLN (Persero).

For qualitative analysis, the researcher analyzed and interpreted the data in the qualitative narrative. The analytic strategy used for this qualitative data analysis is by taking notes, highlighting similar information to strengthen a statement, and summarizing the interview results from respondents. Moreover, quantitative analysis is also carried out to generate the most appropriate solution to the issues where the researcher used SMART (Simple Multi-Attribute Rating Technique) analysis method to evaluate alternatives of PMO type based on a set of criteria with three steps as follows:

- a. Determine the relevant criteria and alternatives
- b. Attaching statistical measures to the relative importance of the criteria and the impacts of the alternatives on these criteria
- c. Ranking of each alternative

6. Data Analysis

The list of interview questions is determined based on the framework of establishment of Project Management Office (PMO), so that the data obtained will be more structured. The interview protocol is divided into two: top and middle management will be given more strategic questions, while basic management will be given tactical questions. The primary data that are collected through interview with selected respondents can be summarized as follows:



No.	PMO Framework	Summary			
1.	Define PMO Objectives, Mission, and Strategy	The objectives of Project Management Office (PMO) are to carry out planning, management and supervision of power plant construction works in an appropriate cost, quality and time manner as well as ensure the implementation of an orderly administration by strengthening the collaboration and involvement from related stakeholders.			
2.	Specify the PMO Functions and Types	PLN already had a clear and standardized organizational structure in which there were already PMO functions spread over several divisions, however improvement is still needed in the form of integration between divisions at PLN. The expected function of PMO in overseeing the fulfilment process of World Bank's requirements are Controlling and Directive functions.			
3.	Define PMO Success Criteria and Metrics	The key metrics that are needed to measure PMO performance at pre- construction stage are related to survey, permit, land acquisition, procurementof Contractors and Consultants, internal budget proposal, Environmental and Social ManagementPlan (ESMP), and Land Acquisition and Resettlement Action Plan (LARAP).			
4.	Define PMO Organization Structure	The PMO organizational structure must be a functional one that is adap to the PLN UIP organizational structure. In addition, the RASCI matrix a needs to be prepared within the PMO organization to clarify the ba communication between the parties involved.			
5.	Determine the Number of PMO member	The number of PMO members will be around 30 people by involving all employees from Project Site Office (UPP) and related structural officials from all divisions in Project Implementing Unit (UIP).			
6.	Secure Top Management Commitment and Support	Commitment and support from top management is needed to encourage collaboration within the organization and to integrate the functions of each division so that they have the same understanding and goals in carrying out the PMO strategy.			
7.	Build the Project Management Processes	The PMO needs to define the project management processes that can support the main and supporting activities at the pre-construction stage. Moreover, the PMO must also continue to update the procedures in order to ensure it is still relevant to the needs of organization and guidelines from the World Bank.			
8.	Track PMO Metrics and Ensure Continuous Monitoring	The implementation of monitoring and controlling process can be carried out through periodic meetings every month to update progress of the key metrics chosen so that if there is a deviation from the predetermined target, it can be immediately followed up and handled by the relevant PIC.			

Source: Author

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In order to determine what type of PMO needs to be formed, SMART analysis method is used. Considering the results of interviews, there are three alternative types of PMO that will be evaluated, including not establishing new PMO but only integrating PMO functions spread across divisions (Alternative 1), establishing ad-hoc PMO at Project Implementing Unit (UIP) level (Alternative 2), and assigning Project Site Office (UPP) as the permanent PMO organization (Alternative 3). Then, it's also necessary to identify the relevant criteria for evaluation of the alternatives, including the need for human resources (C1), the expertise and commitment of PMO members (C2), and the level of effectiveness of project management implementation (C3). The calculation of alternatives using SMART analysis are presented in the following tables:



	Weight . (a)	Alternative 1		Alternative 2		Alternative 3	
Criteria		Rating (b)	Score = (a) x(b)	Rating (c)	Score = (a) x (c)	Rating (d)	Score = (a) x (d)
C1: the need for human resources	30%	75	22,5	50	15	50	15
C2: the expertise and commitment of PMO members	20%	25	5	25	5	50	10
C3: the level of effectiveness of project management implementation	50%	25	12,5	50	25	75	37,5
Weighted Sum	100%		40		45		62,5

Table 2: The Calculation of Alternatives using SMART Analysis

Source: Author

Based on the previous table of SMART analysis, it can be seen that the alternative 3 "Assigning Project Site Office (UPP) as the permanent PMO organization" has the highest weighted sum of 62,5 compared to other alternatives. This demonstrates that the type of PMO that needs to be established at PLN to oversee the process of fulfilling the World Bank's requirements is a permanent type, namely by utilizing the existing organizational structure by strengthening PMO functions at Project Site Office (UPP) level because they are the ones who will be dedicated and focused on handling hydroelectric power plant project from pre-construction stage to the completion stage.

7. Proposed Solution

Considering the complexity of project management processes in hydropower projects, a PMO is required at PLN to perform high-level monitoring and influence coordination with relevant parties to achieve project management objectives. The type of PMO proposed to be established is a permanent type that will integrate the three main functions of the PMO. For the directive function, the UPP will take this part where they will have direct control over project implementation and have access to communicate directly with relevant stakeholders. For the controlling function, it is proposed to be complied by PMO members. To strengthen the PMO organization at PLN, it is also necessary to have a supporting function by involving the PMIS (Project Management Information System) sub-division which not only plays a role in reporting project progress to both internal and external parties, but is also responsible for archiving documents related to the chronology of fulfilling the World Bank's requirements.

Defining a set of metrics that measures PMO performance and provides an indication of its performance is important. These metrics should be driven by the PMO's objectives and aligned with the organization's mission and objectives. The key metrics are classified into four parts, including the fulfilment of government's regulations, the fulfilment of Environmental & Social Standards (ESS) from the World Bank, the financial readiness, and the preparation for construction work. Moreover, these key metrics have their respective targets and success criteria which need to be monitored periodically by related PIC in the PMO organization to ensure that the actual progress is in accordance with the progress plan.

The proposed PMO organization structure is a cross-functional PMO where its activities will focus on cross-functionality in terms of scope, interdependency, challenges, risks, human resources, and stakeholders. This organizational structure is expected to support the PMO in

managing project scope and saving time effectively by maximizing cross-functional participation and providing transparency as well as clarifying the relationship between one function and others. This organization structure needs to involve employees both at UPP and UIP where the proposed PMO arrangements are adjusted to the organizational decrees from PLN.

The proposed project management processes (as explained in Table 4) are adjusted to the key metrics where each key metric will be equipped with procedures that need to be prepared and complied with and what documents need to be provided. The proposed procedures are specific ones that will focus on fulfilling the Environmental & Social guidelines from the World Bank. In addition, there are also proposed procedures related to the approval process from the World Bank in the STEP application where later it is necessary to appoint a PIC from the PMO who will carry out data input in the form of a procurement plan, project roadmap, and supporting documents. With this procedure, it is expected that the approval process (issuance of No Objection Letter) from the World Bank will have a clear timeframe so that PMO members can prepare all the documents needed according to a predetermined schedule.



No.	Key Metrics	Procedures	Document Requirements		
A.	The fulfilment of Government				
1.	The issuance of permits	Procedures for the issuance of permits for power plant projects	 Information about spatial suitability Permit of location determination Permit of borrow-to-use forest area (IPPKH) Governor's approval for land asset of village 		
2.	The completion of land acquisition	Procedures for land acquisition for power plant projects	 Inventory list and field map Report on the implementation of compensation payment and release of rights from the land owner Report of the implementation of land acquisition Handover certificates 		
В.	The fulfilment of Environ	mental & Social Standard from the World I	3ank		
1.	ESS1: Assessment and Managementof Environmental and Social Risks and Impacts	Procedures for approval process of Environmental, Social, Health, Safety (ESHS) te am	 Evaluation criteria for ESHS team Checklist of monitoring for ESHS team mobilization 		
2.	ESS2: Labour and Working Conditions	 Procedures for monitoring the preparation of ESMP document Procedures for the World Bank's approval process of ESMP document 	 Checklistof monitoring for LMP Checklistof monitoring for GRM Checklistof monitoring for Occupational Health and Safety Risk Identification and Management Plan 		
3.	ESS3: Resource Efficiency and Pollution Prevention Management	 Procedures for monitoring the preparation of ESMP documents Procedures for the World Bank's approval process of ESMP documents 	 Checklistof monitoring for Waste ManagementPlan Checklistof monitoring for Pollution Prevention ManagementPlan 		
4.	ESS4: Community Health and Safety	 Procedures for monitoring the preparation of ESMP documents Procedures for the World Bank's approval process of ESMP documents 	 Checklistof monitoring for Road Safety and Traffic ManagementPlan Checklistof monitoring for Community Health and Safety ManagementPlan Checklistof monitoring for Sexual Exploitation & Abuse (SEA)/Sexual Harassment (SH) Management Plan 		
5.	ESS5: Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	 Procedures for monitoring the preparation of LARAP documents Procedures for the World Bank's approval process of LARAP documents 	 Checklist of monitoring for LARAP documents Checklist of monitoring for Forest Partnership Action Plan 		

Table 3: Proposed Procedures and Document Requirements

6.	ESS6: Biodiversity Conservation and Sustainable Management of Living Natural Resources	 Procedures for monitoring the preparation of ESMP documents Procedures for the World Bank's approval process of ESMP documents 	Checklistof monitoring for Biodiversity Management Plan			
7.	ESS8: Cultural Heritage	 Procedures for monitoring the preparation of ESMP documents Procedures for the World Bank's approval process of ESMP documents 	 Checklistof monitoring for Cultural Heritage Managemen Plan 			
8.	ESS10: Stakeholder Engagement and Information Disclosure	 Procedures for monitoring the preparation of SCMP Procedures for the World Bank's approval process of SCMP documents 	Checklistof monitoring for Stakeholder Engagement Plan			
C.	Financial Readiness	eadiness				
1.	The acceptance of financial arrangements	Procedures for internal budget proposals	 GRC Documents (Legal Opinion, Risk Studies, and Compliance Studies) Investment budget decrees for main contract and independent consultant Formal letter regarding confirmation of financial readiness 			
D.	Preparation for Construction Works					
1.	The availability of pre-construction documents	Procedures for survey of power plant projects	Topographic map and site plan			
2.	Signing contractfor Contractors and Independent Consultants	Procedures for the World Bank's approval process in STEP application	 Performance guarantee Advance/down payment guarantee Procurement Plan 			

Source: Author

Conclusions

The purpose of the study was to provide the suitable type of project management office (PMO) to improve project management process in fulfilling the World Bank's requirements at the preconstruction stage. This has been accomplished with a mixed research design involving both qualitative analysis by semi-structured interviews and quantitative analysis by using SMART analysis method. The study has assessed knowledges and opinions of respondents regarding the establishment of PMO as a way to integrate project management processes to achieve the target of construction work, where the permanent PMO is deemed necessary to carry out planning. management and supervision of construction works in an appropriate cost, quality and time manner as well as strengthen the collaboration and involvement from related stakeholders. The results have implications for the effectiveness and efficiency of the process of fulfilling the World Bank's requirements which can support PLN in achieving project success in relation to the timeliness of construction work. For further research, it's suggested to develop an integrated application to strengthen the supportive functions of PMO which can later provide a consultative role for projects through project management best practice as well as lessons learnt from other projects. The proposed solution of this study could be improved and adopted to other new and renewable energy power plant projects financed by the World Bank in order to obtain strategic benefits from the projects.

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