

EMERGENCY ASSISTANCE COORDINATION

A. Major Development Partners: Strategic Foci and Key Activities

1. The Government of Tonga is leading the response efforts with the assistance of nine humanitarian clusters and support from bilateral partners, nongovernment organizations, and other development partners.¹
2. In the direct aftermath of the cyclone, the Pacific Humanitarian Team—led by the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA)—mobilized relief items and personnel, and supported national sector coordination through the National Emergency Management Office. Emergency relief assistance was provided by bilateral partners, international and local nongovernment organizations, businesses, and individuals. This included cash grants and in-kind aid, such as hygiene kits, tarpaulins, and water purification tablets.
3. The government withdrew \$6 million in disaster contingent financing under the Asian Development Bank (ADB) Pacific Disaster Resilience Program, which was established in December 2017 to help strengthen the disaster resilience of Samoa, Tonga, and Tuvalu.² ADB approved a further \$1 million grant to the government from the Asia Pacific Disaster Response Fund for humanitarian relief efforts. The government also received a \$3.5 million payout from the Pacific Catastrophe Risk Insurance Company based on its insurance cover against tropical cyclones.³ These funds were deposited in the government's emergency fund and were an essential part of the government's immediate response and early recovery efforts.
4. The government conducted a post-disaster rapid assessment (PDRA)⁴ with assistance from ADB, European Union, United Nations and the World Bank, as well as other regional organizations and bilateral partners, including the Pacific Community. It also developed a disaster recovery framework, which outlines recovery needs for the first 3 years of recovery. The total recovery and reconstruction cost is estimated at \$148.7 million, and significant development support will be required to meet funding needs.
5. Energy sector reconstruction costs are estimated at \$45.9 million. The government's emergency fund contributed \$3.3 million for immediate temporary repairs. The Government of New Zealand also provided \$2.1 million for immediate repairs through Tonga Power Limited and has committed a further \$7.7 million (NZ\$11 million) for the reconstruction and “building back better” of priority areas of the Nuku'alofa electricity network under the Nuku'alofa Network Upgrade Project. A significant financing gap remains. ADB's experience in energy sector infrastructure in Tonga means that ADB is well placed to contribute to filling this financing gap.

¹ Clusters are led by government ministries and include shelter, education, water and sanitation, food security and livelihood, safety and protection, telecommunications, essential services (primarily electricity), logistics, economic and social recovery, and infrastructure and transportation.

² ADB 2017. *Report and Recommendation of the President to the Board of Directors: Proposed Grant and Loan to the Kingdom of Tonga for the Pacific Disaster Resilience Program*. Manila.

³ The Pacific Catastrophe Risk Insurance Company was established in 2016 as a successor to a pilot insurance program implemented under the Pacific Catastrophe Risk Assessment and Financing Initiative (PCRAFI) from 2013 to 2015. PCRAFI was a joint initiative of the World Bank, Pacific Community, and ADB.

⁴ Kingdom of Tonga. 2018. *Draft Post Disaster Rapid Assessment, Tropical Cyclone Gita*. Nuku'alofa.

6. The World Bank and other development partners will focus on other sectors, including the reconstruction of education infrastructure. The People's Republic of China is expected to contribute to the reconstruction of public buildings, particularly the Parliament building. ADB also intends to establish a new disaster contingent financing facility, to replace the Pacific Disaster Resilience Program.

7. The table below summarizes development partner contributions to the response.

Major Development Partners			
Development Partner	Project Name	Duration	Amount (\$ million)
Energy			
Government of New Zealand	Emergency restoration of electricity services	2018	2.1
	Nuku'alofa Network Upgrade Project	2018–2020	7.7
Education			
World Bank	Education infrastructure (proposed)	2018–2020	10.0
Multisector			
ADB	Tropical Cyclone Gita Emergency Response Project (APDRF)		1.0
	Pacific Disaster Resilience Program (withdrawal of disaster contingent financing)		6.0
European Union	Recovery/reconstruction		2.4
Government of Australia	Humanitarian assistance including emergency relief (including through NGOs) and logistical support, and recovery/reconstruction (sectors to be confirmed)		10.6
Government of New Zealand	Humanitarian assistance, including school materials		4.9
PCRIC	Catastrophe risk insurance payment		3.5
Various	Humanitarian assistance – emergency relief (including Pacific Humanitarian Team and Governments of Fiji, India, Japan, Nauru, People's Republic of China, Republic of Korea, United States of America)		6.4
World Bank	Budget support (proposed)		10.0

ADB = Asian Development Bank, APDRF = Asia Pacific Disaster Response Fund, NGO = nongovernment organization, PCRIC = Pacific Catastrophe Risk Insurance Company.

Source: Government of Tonga, Asian Development Bank estimates.

B. Institutional Arrangements and Processes for Development Coordination

8. The government's disaster recovery framework (para. 4) will guide sector-based recovery programs and plans, which will be developed and implemented by responsible government agencies in consultation with development partners, civil society, and the wider community. The framework (i) provides overall direction and a shared vision for stakeholders that have a role in recovery activities; (ii) establishes guiding principles; (iii) defines priorities and work programs, and which organizations will lead specific programs; and (iv) identifies governance structures, and clarifies institutional roles and responsibilities.

9. The Tonga Emergency Management Act 2007 defines legal responsibilities for disaster risk management.⁵ In the recovery phase following a disaster, a National Emergency Recovery Committee is responsible for oversight and coordination of all recovery and rehabilitation works. The committee is chaired by the Ministry for Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications; and includes line ministries taking lead roles in the development, implementation, and monitoring of programs that fall within their portfolios via cluster arrangements.

10. To improve management of the fiscal risk associated with disasters, the government has established an Emergency Fund, which receives minimum annual appropriations of T\$5.0 million (\$2.3 million) for natural hazards and other emergencies. The fund played an important role in the government's immediate response and early recovery efforts, and disaster contingent financing and catastrophe risk insurance payments were channeled through its structures (paragraph 3).

11. The Ministry of Finance and National Planning, through its aid and project management division, manages and coordinates development partner activities and project implementation. It is also the executing agency for this proposed project and will co-chair the Project Coordination Committee for the Nuku'alofa Network Upgrade Project,⁶ with the Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications. The committee will also include the Ministry of Public Enterprises; Tonga Power Limited; New Zealand's Ministry of Foreign Affairs and Trade; and ADB as members.

12. The Red Cross and nongovernment organizations play an important role in immediate post-disaster response, providing and distributing emergency relief supplies. They are also active in strengthening community disaster preparedness.

C. Achievements and Issues

13. The government has achieved a generally acceptable level of development partner coordination for relief and reconstruction. The PDRA and disaster recovery framework provide a common platform for managing immediate and short-term relief, as well as medium- to long-term recovery and reconstruction, including building-back-better principles. This is particularly important because the reconstruction needs significantly exceed the government's capacity.

D. Summary and Recommendations

14. Given the number of development partners supporting Tonga in reconstruction following Cyclone Gita, and the crosscutting nature of the reconstruction work, close coordination and consultation between the development partners and with the government is needed to avoid redundancies and recognize support gaps. ADB is well placed to contribute to energy infrastructure reconstruction, given its extensive experience in the sector. The establishment of a Project Steering Committee to cover both ADB's and New Zealand's support for the Nuku'alofa Network Upgrade Project will be an important means to facilitate coordination.

⁵ The act establishes (i) the National Emergency Management Office for the coordination of disaster risk management activities in Tonga, and (ii) organizational structures such as the National Emergency Management Committee, the National Emergency Operations Committee, and the National Emergency Recovery Committee.

⁶ Both ADB and New Zealand investments on power sector reconstruction will be carried out under the Nuku'alofa Network Upgrade Project structure.