



# Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

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Concept Stage | Date Prepared/Updated: 20-Sep-2018 | Report No: PIDISDSC23334

**BASIC INFORMATION****A. Basic Project Data**

Country Tonga	Project ID P161539	Parent Project ID (if any)	Project Name Tonga Climate Resilient Transport Project (P161539)
Region EAST ASIA AND PACIFIC	Estimated Appraisal Date Aug 20, 2018	Estimated Board Date Dec 20, 2018	Practice Area (Lead) Transport & Digital Development
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Finance and National Planning	Implementing Agency Ministry of Infrastructure	

**Proposed Development Objective(s)**

Improve the climate resilience of the Recipient's transport sector, and in the event of an Eligible Crisis or Emergency, to provide an immediate response to the Eligible Crisis or Emergency.

**PROJECT FINANCING DATA (US\$, Millions)****SUMMARY**

<b>Total Project Cost</b>	26.02
<b>Total Financing</b>	26.02
<b>of which IBRD/IDA</b>	26.02
<b>Financing Gap</b>	0.00

**DETAILS****World Bank Group Financing**

International Development Association (IDA)	26.02
IDA Grant	26.02

**Non-World Bank Group Financing**

Counterpart Funding	1.23
Borrower	1.23



Environmental Assessment Category

B - Partial Assessment

Concept Review Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

## B. Introduction and Context

### Country Context

The Kingdom of Tonga consists of 169 Islands with a total population of around 107,000. The country lies in the South Pacific and stretches over a distance of about 800 kilometers from north to south, covering a total land area of 748 square kilometers with an Exclusive Economic Zone (EEZ) of about 700,000 square kilometers.

### Sectoral and Institutional Context

With its remote location, small size and featuring dispersed islands, Tonga faces many geographical challenges in developing and maintaining sustainable internal, regional and international transport and communication linkages. These linkages are crucial to the economic development and social well-being of its estimated 107,000 population. The country is faced with limited capital resources and asset deterioration, combined with financial and administrative constraints. The Tongan transport sector currently lacks efficiency and resilience. For example, households in Vava'u and Ha'apai respectively spend 8.3 and 9.6 percent of their income on supply chain costs for imports, approximately twice that of Tongatapu (4.7 percent). This reflects the inefficiencies of interisland shipping in Tonga, particularly from the international port of Nuku'alofa in Tongatapu to the Outer Islands.

In addition to poor efficiency, Tonga is ranked second in the world for disaster risk using an index combining exposure and vulnerability, with the transport sector one of the most vulnerable elements. A recent World Bank study launched at the COP23 has shown that improved maintenance is the most efficient of several proposed resilient transport policies and can help Tonga avoid 18 percent of well-being and asset losses due to extreme weather event, followed by more resilient construction standards. This is consistent with the 2016 Tonga Climate Change Policy that lists as its second highest priority "redesigned, resilient roads". Thus, improved resilience through sound maintenance and revised construction standards especially in terms of drainage will be a focus of the project.

### Relationship to CPF

The Pacific Regional Partnership Framework (for Kiribati, Republic of Nauru, Public of The Marshall Islands, Federated States of Micronesia, Republic of Palau, Independent State of Samoa, Kingdom of Tonga, Tuvulu, and Vanuatu) operates for years FY17 to FY21. It is shaped by four focus areas, which are all heavily impacted on by the



quality and safety of transport infrastructure, management and transport use.

**Focus Area 1: Fully exploiting the available economic opportunities.** The thrust of the WBG program in this area is improved management of fisheries, increased incomes from agriculture, expanded tourism opportunities.

• **Focus Area 2: Enhancing access to employment opportunities.** The key interventions outlined in this area focus on broadening opportunities for labor mobility and improving education outcomes. Together with constraints placed on development by gender-based violence, the PIC9 countries experience gender inequality. This will be addressed in a cross cutting manner, while entry points to address Gender-Based Violence will be identified.

• **Focus Area 3: Protecting incomes and livelihoods.** A key focus will be on strengthened preparedness and resilience to natural disasters and climate change. Interventions will also help countries strengthen health systems and address NCDs.

• **Focus Area 4 (Cross-cutting): Strengthening the enablers of growth and opportunities** (macro-economic management, infrastructure and addressing knowledge gaps). The WBG interventions in this area will support the efforts of the PIC9 to strengthen macroeconomic management, improving access to basic services and connective infrastructure and addressing the prevailing knowledge gaps.

### C. Proposed Development Objective(s)

Improve the resilience of the transport sector in the Recipient's territory, and in the event of an Eligible Crisis or Emergency, to provide immediate and effective response in such Eligible Crisis or Emergency.

Key Results (From PCN)

### D. Concept Description

The proposed PDO is to be achieved through the following components: (i) Component 1: Road sector infrastructure rehabilitation and technical assistance; (ii) Component 2: Maritime sector infrastructure rehabilitation and technical assistance (iii) Component 3: Aviation sector infrastructure rehabilitation; (iv) Component 4: Cross-cutting transport sector analysis and institutional strengthening; and (v) Component 5: a Contingency Emergency Response Component (CERC). Details for each component are provided below.



- **Component 1: Roads sector infrastructure rehabilitation and technical assistance**

- **1.1 Resurfacing and rehabilitation of sections of the road network.** This sub-component would include:
  - Resurfacing/rehabilitation of a combination of main and community/agricultural roads across Tonga's outer islands (Vava'u, 'Eua, Ha'apai and Niuafoou islands) as identified by the *Tonga National Roads Improvement 3- Year Plan (2015)*.
  - If budget allows after the outer island roads are procured, resurfacing of critical parts of the Airport and/or Bypass and/or Vuna Roads on Tongatapu.
  - Small climate adaptation works to increase resilience on coastal and hilly roads throughout Tonga by improving coastal protection, drainage and slope stability.
  - Conducting pilot trials combining the above rehabilitation works with maintenance through possible innovative types of maintenance contracts (area-wide coverage, multi-year, combined periodic and routine maintenance, and limited performance-based criteria).
- **1.2 Road safety investments and technical assistance.** This sub-component would address road safety challenges throughout Tonga, including but not limited to:
  - Investigation and design for: (i) a pilot bikeway; and (ii) sites requiring footpaths or other road safety investments, as well as delivery of the physical works.
  - Purchase of essential equipment including additional testing equipment for the Ministry of Infrastructure laboratory, as well as Transport Management System Information Technology investments. Training will also be provided to allow full use of these investments.
  - Existing condition road safety audits which will inform the design of road rehabilitation work.
  - Conducting studies on (i) Nuku'alofa traffic modelling and (ii) public transport policy options. Review and updating of regulations and legislation as appropriate related to enhancing road safety.

- **Component 2: Maritime sector infrastructure rehabilitation and technical assistance**

- **2.1 Addressing the Maritime Transport Infrastructure Maintenance backlog.** This sub-component will undertake a variety of safety repair works at a number of locations including: Nafanua, 'Eua; Pasivulangi, Niuafoou and Futu, Niuafoou. The activities will be based on the recommendations of the *"Assessment of Maritime Safety Conditions of Ports and Wharves"* (2017) and the findings from the Ministry of Infrastructure (MOI) Marine and Ports Division (MPD) investigation of Nafuna Port at 'Eua (October, 2017). They complement projects that already under procurement through the World Bank funded Tonga Transport Sector Consolidation Project (TSCP) in Taufa'ahau, Ha'apai; Halaevalu, Vava'u. Activities that may be financed include:
  - Emergency repairs to sheet pile walls, breakwaters, pavements and concrete capping beams, as well as replacement of fenders and bollards.
  - Minor dredging at ports listed above to remove sediment deposits within the basin and docking areas.
  - Improvements to port infrastructure to enhance access for persons with disabilities and to improve services/safety for women and girls.
- **2.2 Maritime sector institutional strengthening.** This sub-component will finance technical assistance including but not limited to:
  - Forecasting of operational revenue and expenses of outer islands ports and identification of sources of funding for ports maintenance, as well as investigation of the feasibility and benefits of establishing a Maritime Maintenance Fund.
  - Design and implementation of a maritime information system for ferry passenger management that



provides important statistics for monitoring compliance with regulations and standards.

- **Component 3: Aviation sector infrastructure rehabilitation**

- **3.1 Repairs to infrastructure at select domestic airports.** This sub-component would include:
  - Urgent resurfacing of the Ha'apai runway and apron, including reconstruction in localized spots and full line marking.
  - Conducting an obstacle surface limitation study for Kaufana Airport, 'Eua.

- **Component 4: Cross-cutting transport sector technical assistance and institutional strengthening**

- **4.1 Staffing to support project implementation.** This sub-component would cover activities including:
  - Finance the cost of the Project Management Unit to be housed in the Ministry of Infrastructure, and possibly co-finance with other International Development Agency (IDA) projects the costs for a central fiduciary unit, including Social and Environmental Safeguard specialists.
- **4.2 Support to MoI with Institutional Reform.** Assistance as may be required to assist the MoI with completing the institutional reform process started under TSCP.

- **Component 5: Contingency Emergency Response Component (CERC) (TBC)**

**5.1 Zero-dollar component for emergency repairs.** This component will allow for simple reallocation of funds to undertake emergency repairs to infrastructure (e.g. roads, wharves, jetties, runways, bridges, seawalls) in the case of a disaster event. The Government may request the Bank to channel resources from this component into an Immediate Response Mechanism (IRM). The IRM would enable the use of a portion of uncommitted funds from the overall IDA portfolio to respond to emergencies. Specific details around this component will be defined in the IRM Operations Manual.

## SAFEGUARDS

### A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

Tonga's population is primarily Polynesian, with a literacy rate close to 99 per cent and a relatively low incidence of poverty. However, Tonga's small size, geographic dispersion and isolation, and limited natural resources provide a narrow economic base. Agriculture, fishing and tourism account for most export earnings and it has a high dependency on external aid (approximately 15% of Gross National Income, GNI).

Coastal resources are important to Tonga's economy and livelihoods. All sea resources and coastal areas 50 feet above the high tide watermark are Crown property and the rights to all resources (sand, dead coral, marine life) are vested in the Crown. Coastal areas include various ecosystems such as mangroves, coral reefs, sea grasses, beaches and diverse species that inhabit the coastal habitats.

With its remote locations, small size, dispersed islands setting and other geographical factors, Tonga faces many



challenges in developing and maintaining sustainable internal (intra- and inter-island), regional and international transport and communication linkages, all of which are crucial to the economic development and social well-being of its population.

The project includes three components involving physical works in three sectors: roads, maritime and aviation. Works may include: resurfacing/rehabilitation of existing roads on a number of islands; completion of safety repair works to maritime infrastructure at Nafanua, ‘Eua; Pasivulangi, Niuatoputapu and Futu, Niuafu‘ou which may include repairs to sheet pile walls, breakwaters, pavements and concrete capping beams, minor dredging to remove sediment deposits within the basin and docking areas, and improvements to port infrastructure to enhance access for persons with disabilities and to improve services/safety for women and girls; and urgent resurfacing of the Ha’apai runway and apron, including reconstruction in localized spots and full line marking. Tonga has a number of operational and licensed land-based quarries across the island groups, and it is very likely that aggregates will be sourced domestically. Given that the works are maintenance or rehabilitation of existing facilities, it is unlikely that the Project will result in significant environmental and social risks, but this will be assessed during the preparation of the ESIA and component specific ESMP.

**B. Borrower’s Institutional Capacity for Safeguard Policies**

MNFP, and MOI have experience with Bank safeguards policies from previous projects in the transport sector. The project manager has experience in managing consultants to prepare instruments and managing the implementation of ESMP. There are a pool of consultants in Tonga with World Bank or equivalent experience.

A Centralized Fiduciary Service Unit (CFSU) in the Ministry of Finance and National Planning (MFNP) is proposed by the MoF to be established to advise all IDA projects in Tonga on fiduciary aspects (Procurement, Financial Management) and environmental and social safeguards. Given that the Project Management Unit (PMU) which is managing the Tonga Transport Sector Consolidation Project (TSCP) is functioning well, one option being discussed is to maintain the current arrangements in parallel to the CFSU. The CFSU would provide oversight to TCRTF PMU, as well as other projects, offering advisory support where required on an as needed basis, possibly with time charged to TCRTF and other projects based on the time spent by staff on each project. This proposal was discussed with MFNP, who are considering options and will be undertaking consultations with other projects to be served by the CFSU. The exact modalities of the new implementation arrangements are being discussed between the World Bank, MoFNP and the concerned sector ministries to agree on the way responsibilities will be shared between the proposed centralized unit and the sector ministries/agencies. This discussion will be with respect to the whole Tonga transport portfolio and not just the TCRTF, and will be finalized by appraisal. Safeguards implementation will be confirmed in the ISDS and ESMP.

**C. Environmental and Social Safeguards Specialists on the Team**

- Wolfhart Pohl, Environmental Safeguards Specialist
- Rachelle Therese Marburg, Social Safeguards Specialist
- Nathalie Suzanna Noella Staelens, Environmental Safeguards Specialist

**D. Policies that might apply**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	The Project will involve physical investments across all four major island groups in Tonga. It is unlikely to



cause any significant adverse environmental or social impacts and has been categorized as Category B under OP 4.01. Potential impacts are expected to be site-specific and few, if any, would be irreversible. An Environmental and Social Impact Assessment (ESIA) and an Environmental and Social Management Plan (ESMP) will be prepared prior to appraisal. This will cover all project components and include the identification of mitigation measures to be implemented throughout the life of the project. For the Emergency component of the project, an ESMF will be prepared.

Potential project impacts to be considered by the ESIA include: roads component- potential impacts could include temporary changes in access, noise, drainage and run off, dust and presence of construction workforce; impacts associated with the aviation component are likely to be more limited as all works will take place within the existing airport boundary, though may include noise, odor and health and safety of workers and the community; finally, for the ports component, the impacts of onshore works could include noise, changes in access and presence of construction workforce, though off shore works including dredging could have potential impacts on the marine environment. Possible mitigation measures could include: development of traffic management plans to minimise potential impacts to pedestrians and access; adherence to strict working hours; use of existing MOI facilities for laydown yards; use of best practice dredging and marine notification procedures; and material sourcing from local quarries.

Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	Yes	The project will involve physical investments to roads, ports and airports, most of which will have storm water discharges to coastal environments (which may include mangrove and/or coral communities). Harbor dredging may affect nearby benthic, mangrove or coral communities. Natural habitats will be assessed as part of ESIA and the impacts will be managed under the ESMP.
Forests OP/BP 4.36	No	The project involves maintenance of existing road, aviation and port facilities and thus impacts to forests are unlikely. This will be confirmed during the ESIA. If





		impacts are identified, these will be appropriately identified and mitigated in accordance with OP4.04.
Pest Management OP 4.09	No	There will be no requirement to manage pests or purchase or use pesticides.
Physical Cultural Resources OP/BP 4.11	No	The physical investments will all be carried out within the footprints of Government-leased, highly modified environments, where PCR are not anticipated. The ESIA will identify the potential for PCR to be impacted from temporary, ancillary, land use or physical works and identify measures to avoid them. For this reason the policy is not triggered, however, the ESMP will still contain a chance find procedure to address physical and cultural resources as a matter of good practice.
Indigenous Peoples OP/BP 4.10	No	OP 4.10 is not triggered. Tongans are predominantly homogenous (Polynesian) and therefore a separate Indigenous People’s Plan will not be prepared.
Involuntary Resettlement OP/BP 4.12	No	The project will involve improvements to existing port, airports and road infrastructure and it is anticipated that all works will take place on government owned or controlled land. As such, involuntary land acquisition or resettlement is not anticipated for any component. For the roads component, legal road reserves are well formed and mapped by the Government Lands Department; all works to the airport and marine facilities will be within the existing boundary. The ESIA will review this assessment, and as necessary, highlight in the ESMP actions to avoid impacts to land or assets. OP4.12 will also be considering during the preparation of the CERC.
Safety of Dams OP/BP 4.37	No	The project does not include investments in dams or will affect, or be affected by, the operation of a dam or reservoir.
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

**E. Safeguard Preparation Plan**

Tentative target date for preparing the Appraisal Stage PID/ISDS

Jun 04, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

TORs are already prepared and consultants will commence in February 2018. Safeguards instruments will be disclosed



prior to appraisal.

## CONTACT POINT

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## APPROVAL

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