



# Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 06-May-2022 | Report No: PIDA33995

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

Country Tonga	Project ID P178849	Project Name Additional Financing to the Tonga Safe and Resilient Schools Project	Parent Project ID (if any) P174434
Parent Project Name Tonga Safe and Resilient Schools Project	Region EAST ASIA AND PACIFIC	Estimated Appraisal Date 10-May-2022	Estimated Board Date 23-Jun-2022
Practice Area (Lead) Urban, Resilience and Land	Financing Instrument Investment Project Financing	Borrower(s) Kingdom of Tonga	Implementing Agency Ministry of Education and Training

## Proposed Development Objective(s) Parent

i) to enhance the safety and resilience of selected education facilities; and (ii) to improve the quality of data-driven education management, curricula and assessments in the selected educational programs.

## Proposed Development Objective(s) Additional Financing

To: (i) enhance the safety and resilience of selected education facilities; (ii) improve the quality of data-driven education management, curricula and assessments in the selected educational programs; and (iii) provide immediate and effective response to an eligible crisis or emergency.

## Components

Component 1: Improving Safety and Resilience of Education Facilities

Component 2: Establishment of EMIS and improved quality of curricula and assessments

Component 3: Contingent Emergency Response Component

Component 4: Project Management

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

<b>Total Project Cost</b>	14.56
<b>Total Financing</b>	14.56
<b>of which IBRD/IDA</b>	10.00
<b>Financing Gap</b>	0.00



## DETAILS

### World Bank Group Financing

International Development Association (IDA)	10.00
IDA Grant	10.00

### Non-World Bank Group Financing

Trust Funds	4.56
Papua New Guinea and Pacific Islands Umbrella Facility MDTF	4.56

Environmental and Social Risk Classification

Moderate

## Other Decision

1. Though the parent project has been under implementation for less than twelve months, Regional Vice President Approval has been granted for an exception to Section III paragraph 28 of the Bank Policy “Investment Project Financing,” consistent with the Bank Procedure on AF for IPF applying the Environmental and Social Policy which provides that *“If the project is currently rated moderately satisfactory or better for IP and DO but: (i) has not yet been under implementation for 12 months ... TL prepares and circulates a draft memorandum from CD to RVP, providing justification to proceed with AF”*.

## B. Introduction and Context

### Country Context

2. **Tonga consists of 169 islands with a total population of around 105,000.** Situated in the South Pacific, the country stretches across 800 kilometers from north to south, with land area of approximately 800 square kilometers. The population is primarily Polynesian, with a literacy rate close to 99 percent and a relatively low incidence of extreme poverty (approximately 1% of the population<sup>1</sup>).
3. **Tonga’s small size, geographic dispersion and isolation, and limited natural resources, provide a narrow economic base and makes the country extremely vulnerable to external shocks.** Agriculture, fishing and tourism account for most export earnings and are critically exposed to external events offshore. There is a high dependency on consistent external aid (approximately 15 percent of Gross National Income, GNI). Remittances from an estimated 100,000 Tongans abroad have historically been equivalent to about 30 percent of GNI, increasing Tonga’s vulnerability to any international crisis impacting on remittances, such as COVID-19 travel restrictions.

<sup>1</sup> United Nations Development Programme, Human Development Report 2020; The Next Frontier: Human Development and the Anthropocene – Tonga, 2020.



4. **The COVID-19 pandemic is having severe negative effects on Tonga's tourism-dependent economy and government finances.** In March 2020, a State of Emergency was declared, international borders were locked down and strict social-distancing measures and domestic travel restrictions were implemented. In February 2022, Tonga experienced its first outbreak of COVID-19. The country's high vaccination rate (above 90 percent of the eligible population) and domestic lockdowns in February and March 2022 have helped to curb the spread.
5. **Extreme poverty (consumption of less than US\$1.90 in purchasing power parity terms per person per day) was less than 1 percent in FY16, among the lowest in the Pacific region. However, a quarter of the population suffer from hardship.** Around 30 percent of households have at least one member working in tourism-linked sectors—the sectors hardest hit by the border closure and strict social distancing measures. Business surveys indicate that over 60 percent of firms have reduced staff and/or reduced workers' hours in response to the economic downturn. Moreover, four out of every five households receive remittances from abroad. Remittances are projected to decline by 15 percent due to COVID-19. A decline of this size would have a significant negative impact on the poorest and most vulnerable households, for whom remittances tend to account for a higher share of income. Tonga is affected by rising global commodity prices due to the Russian invasion of Ukraine, compounding the impacts on the economy and public finances.
6. **Tonga is focused on accelerating its gender commitments under its revised National Policy on Gender and Development (RNPAGD) 2014 and the Sustainable Development Goal 5: Gender Equality.** Based on the 2019 Gender Inequality Index (GII)<sup>2</sup>, the Kingdom of Tonga ranked 79 out of 162 countries on the index with a GII score of 0.354. This is a substantial improvement from 2015 when Tonga was ranked 152 with a GII score of 0.659. While significant progress has been made in education (for example, with an increase to 94.0% of girls achieving some secondary education in 2019), Tonga has encountered challenges, with only 7.4 percent of parliamentary seats held by women<sup>3</sup>. The review of the RNPAGD 2014-2018, identified important achievements of the progress of gender equality and empowerment of women for the period including (i) the enforcement of Tonga's Family Protection Act 2013, providing greater protection of women and girls from domestic violence; (ii) a Practice Parliament for women was carried out in 2014 as an initiative to wider participation in the law making process; (iii) in 2017 a government grant targeted economic empowerment of women and women's entrepreneurship, allowing registered women's development groups and Non-Government Organizations to participate in regional and international handcraft expos and other projects<sup>4</sup>; and (iv) the incorporation of gender components and indicators in policies, major projects and plans involving disaster risk reduction and resilience building (e.g. Tonga's Climate Change Policy 2016 and Joint National Action Plan II on Climate Change (JNAP 2)).

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<sup>2</sup> United Nations Development Programme, Gender Inequality Index Data, 2019.

<sup>3</sup> United Nations Development Programme, Human Development Report 2020; The Next Frontier: Human Development and the Anthropocene – Tonga, 2020.

<sup>4</sup> Questionnaire for the Content of National Reports on Beijing +25 - Tonga response



## Sectoral and Institutional Context

7. **Education's share of GoT spending has hovered around 16-17 percent of total government expenditure for several years, significantly above public spending on average across the Asia/Pacific<sup>5</sup> region, which is typically around 4 percent of GDP.** In recent years the composition of sector spending has remained relatively stable, with around 75 percent for recurrent expenditure and 25 percent for development spending. In FY19, early childhood and primary education accounted for around 49 percent of sector spending, around 20 percent for secondary and non-tertiary education (i.e. technical and vocational education and training), and less than 10 percent for tertiary education (FY20 budget). The main statutory functions for education policy rest with the Ministry for Education and Training (MET).
8. **GOT has recognized the importance of building resilience within the education sector including through the prioritization of future investment which is resilient to existing and future climate and disaster hazards.** In addition to the Tonga Education Policy Framework and Education Act (2016) key specific frameworks, strategies and policies that contribute to the enabling environment for this proposed Project include the Tongan Strategic Development Framework 2015-2025 (TSDF II), the Tonga Education Policy Framework (2004-2019) (TEPF)<sup>6</sup>, and the Fixed Asset Management Framework and Policy (2019).
9. **The impact of TC Gita in 2018 highlighted the vulnerability of school infrastructure in Tonga and the need to improve building stock resilience in Tonga to avoid similar impacts to education facilities in the future.** School buildings were affected disproportionately, with 75 percent of the 150 schools on the main island of Tongatapu damaged, compared to 25 percent of all residential buildings. Damage and losses to the education sector were in excess of US\$10.2 million, with many classrooms and Water, Sanitation and Hygiene (WASH) facilities in need of repair, retrofitting and reconstruction to higher engineering and more resilient standards.
10. **In response to TC Gita, the GoT committed significant resources to reconstruct and strengthen Tonga's school building portfolio, laying the foundation for further investments in safe and resilient school infrastructure.** Through Additional Financing to the Tonga Pacific Resilience Program (PREP Tonga, P154840), the GoT has reconstructed 33 new classroom buildings, 21 new WASH facilities and repaired 10 existing buildings to higher resilience standards. The works under PREP account for approximately five percent of Tonga's school building portfolio.
11. **School Infrastructure was again damaged and destroyed by the Hunga-Tonga-Hunga-Ha'apai (HT-HH) volcanic eruption and tsunami on January 15, 2022.** The HT-HH disaster is estimated to have caused physical damages and economic losses of at least US\$182 million (36.4 percent of GDP), which includes damage and destruction of twelve schools.

<sup>5</sup> OECD (2019), "Education spending", in Society at a Glance: Asia/Pacific 2019, OECD Publishing, Paris

<sup>6</sup> A new Tonga Education Policy (2021-2036) will be developed with support from New Zealand Ministry of Foreign Affairs and Trade (MFAT).



12. **There remains an urgent need to invest in safer, resilient and inclusive school infrastructure in Tonga.** Tonga has a high proportion of school buildings that fail to meet the safety, structural adequacy and basic sanitary requirements of the Tonga National Building Code and associated Australian and New Zealand Standards, which pose a substantial risk to lives, buildings and education continuity in the context of a future cyclone or earthquake, in the current COVID-19 pandemic, and as the climate warms. There is also a severe shortage of quality, accessible and code compliant WASH facilities.
13. **Approximately 92 percent of Government Primary Schools (GPS) buildings are a high risk to one or more hazards and require immediate intervention to reduce risk and improve the safety and resilience of the assets.** The portfolio of buildings is most exposed to earthquake and wind, with 100% of school buildings found to be at Moderate or High exposure to these risks, though schools in Tonga are also exposed to tsunami, flooding (both coastal and inundation), liquefaction, landslide (both slope collapse and debris impact), and volcanic (both pyroclastic flow and ash fall). The risk metrics recently developed as part of the ongoing World Bank Resilient Public Facilities in Pacific Island Countries TA (P152037) indicate Annual Average Losses of approximately \$USD 2.1 million from earthquakes, \$USD 1.9 million from wind and \$USD 0.7 million from floods can be expected across the existing school infrastructure portfolio of both government and non-government primary, middle and secondary schools. The total replacement cost of the assets has been estimated at \$USD 256.8 million.
14. **The vulnerability of individual schools and school buildings to these natural hazards was found to vary widely across the school portfolio due to differing building typologies and conditions.** The GPS portfolio in Tonga consists of a total of 108 schools across six Districts. In addition to GPS, there are a further 21 non-government Primary Schools and 51 Secondary Schools (15 government, 36 non-government). Phase two of the Safer Schools TA program (World Bank Resilient Public Facilities in Pacific Island Countries TA (P152037)) was launched in 2020 with the objective of assessing the risk and vulnerability of all primary and secondary (government and non-government) schools in Tonga and the future needs of educational infrastructure. Leveraging the experience and tools developed by the Global Program for Safer Schools, the TA has supported a performance-based assessment and quantitative risk assessment of common building typologies and school assets to support the development of a transparent, robust and multi-criteria investment prioritization framework for investments under the proposed Project. Preliminary results indicate that government school buildings are more vulnerable than non-government facilities and are more likely to experience greater levels of building damage, disruption to education and potential injuries/casualties from future hazard events.

### **C. Proposed Development Objective(s)**

#### Original PDO

15. The parent project PDO is: i) to enhance the safety and resilience of selected education facilities; and (ii) to improve the quality of data-driven education management, curricula and assessments in the selected educational programs.

#### Revised PDO



16. The PDO will be revised as follows:

*To: (i) enhance the safety and resilience of selected education facilities; (ii) improve the quality of data-driven education management, curricula and assessments in the selected educational programs; and (iii) in case of an Eligible Crisis or Emergency, respond promptly and effectively to it.*

## Key Results

17. The PDO will be measured by the following PDO level indicators:

- a. Targeted education facilities constructed or strengthened to improved performance levels to one or more natural hazards;
- b. Direct beneficiaries with increased safety from new and strengthened education facilities;
- c. Primary and Secondary schools using the new EMIS with up-to-date data in the system according to established guidelines; and
- d. Teachers delivering revised curricula and assessments

## D. Project Description

18. The AF will scale up Component 1: Improving Safety and Resilience of Education Facilities activities. This will require a corresponding scale up of Component 4: Project Management of the Parent Project. The targets of the Results Framework indicators for Component 1 will be revised upwards to measure the increased development impact as a result of the AF.

19. **Component 1. Improving Safety and Resilience of Education Facilities.** The AF will support activities under both subcomponents of the Parent Project.

20. Under the AF, **Sub-Component 1.1: Resilient Infrastructure Investments** will finance:

- a. The carrying out of a program of civil works to: (i) repair, retrofit and or reconstruct Approved Education Facilities<sup>7</sup> damaged or destroyed by the January 15, 2022, tsunami<sup>8</sup>. Support may be

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<sup>7</sup> "Approved Education Facilities" means Education Facilities selected, prioritized, and approved for the purposes of Sub-component 1.1 of the Project either in accordance with the Project Operations Manual or as agreed with IDA, if such approval is requested prior to the adoption of the Project Operations Manual. As with the Parent Project, these facilities may include both government or non-government schools.

<sup>8</sup> Because of the complete destruction of some of the schools, it is possible that they will not be reconstructed at the existing site and will be relocated to other safer and less exposed locations. The specific details of such relocations will be confirmed during implementation. The investment eligibility requirements (as outlined in Annex 4 of the Parent Project PAD) will be set out in the



provided for the operations of the Approved Education Facilities including through the purchase and distribution of curriculum materials, equipment, and furniture.

- b. The carrying out of a program of civil works to: (i) construct new Approved Education Facilities; (ii) retrofit and strengthen existing Approved Education Facilities; and (iii) undertake minor repair and maintenance works.<sup>9</sup>
- c. The carrying out, *inter alia*, of detailed building-level structural condition assessments, geotechnical and other site investigations, feasibility design studies, investment planning, detailed engineering designs (incorporating multi-hazard resilience measures as appropriate to site-specific exposures), construction supervision and quality assurance, and monitoring of the contractors' environmental and social management plans.

- 21. Under the AF, **Sub-component 1.2: Strengthening Education Infrastructure Planning and Maintenance** will finance a scale up of technical assistance and support to implement the Operation and Maintenance program and improved asset management practices in an increased number of schools.
- 22. **Under the AF, Component 4: Project Management** will finance the additional Project Management costs associated with the scale up of activities under Component 1.
- 23. **Financing.** Section VII: Detailed Changes indicates the current and revised component costs as a result of the proposed AF which are further broken down below in Table 2. The AF will result in the increase in the costs of Component 1 and Component 4 to increase respectively from US\$9 million to US\$22.56 million and US\$1.5 million to US\$2.5 million.

Table 2: Project Costs and Financing by Component

Component No.	TSRSP Original Financing (US\$M)	TSRSP Additional Finance (US\$M)			TSRSP Total (US\$M)
		Crisis Response Window	Papua New Guinea and Pacific Islands Umbrella Facility	AF Total	
<b>1</b>	<b>9</b>	<b>9.0</b>	<b>4.56</b>	<b>13.56</b>	<b>22.56</b>
1.1	8.8	8.7	4.56	13.26	22.06
1.2	0.2	0.3	-	0.3	0.5
<b>2</b>	<b>4.5</b>	-	-	-	<b>4.5</b>
<b>3</b>	<b>0</b>	-	-	-	<b>0</b>
<b>4</b>	<b>1.5</b>	<b>1.0</b>	<b>0.0</b>	<b>1.0</b>	<b>2.5</b>
<b>Totals</b>	<b>15</b>	<b>10</b>	<b>4.56</b>	<b>14.56</b>	<b>29.56</b>

Project Operation Manual. All land lease and land ownership requirements of the Parent Project will apply. The preliminary estimated of the investment needs for these schools is US\$3 million.

<sup>9</sup> The investment selection and prioritization process for the scale up of investments under the AF will be as per the Parent Project.



24. **Closing Date.** The closing date will remain unchanged at 30 September 2027.
25. **Climate Change.** The Additional Finance will further reduce the vulnerability of school infrastructure to disaster risk and climate change vulnerabilities from more frequent adverse weather events (including changes in precipitation, increased flooding, more intense storm events and tropical cyclones). It will contribute to climate resilience and adaptation through the construction and retrofitting of more resilient education facilities. It will also provide support to GoT for climate and disaster resilient investment planning, improved maintenance, and management of education infrastructure to help better withstand future climate change exacerbated weather events. The scale up will also contribute to climate mitigation through the use, where feasible, of contextually appropriate renewable energy sources, passive cooling options, and energy efficiency for the construction and retrofitting of selected education facilities.
26. **Gender.** In line with the Parent Project design, the Additional Finance will respond to the specific gender needs of beneficiaries under Component 1 by targeting gaps in gender, inclusive of WASH facilities.
27. **Climate Co-Benefits.** The Parent Project has been screened for short-and-long term climate and disaster risks, and was assessed for its contribution to climate change adaptation and mitigation. The scale up of Component 1 investments under the AF will further reduce disaster and climate vulnerabilities from more frequent adverse weather events and contribute to climate resilience through adaptation and mitigation. Additional climate co-benefits will therefore be created under the AF.
28. **Citizen Engagement.** The activities and indicators related to Citizen engagement under the Parent Project remain unchanged.

#### Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

#### Summary of Assessment of Environmental and Social Risks and Impacts

29. The environmental and social risks for both the Parent Project and the Additional Finance are considered to be moderate. Risks and impacts are not likely to be significant, large or complex and are expected to be predictable and temporary. Risks are expected to be site specific with low probability of serious adverse effects to human health or the environment and easily mitigated in a predictable manner.
30. The project investments will include capacity building and TA activities as well as physical works. Small-scale civil works will be undertaken including renovation and construction of classrooms, WASH facilities, teachers' housing, and other facilities (such as halls, dormitories, laboratories, libraries, administration) and the construction of ramps and pathways to improve the accessibility of school. An Environmental and Social Management Plan (ESMP) was prepared to assess environmental and social risks for these works.



31. Key risks include:

- i. Occupational health and safety risks;
- ii. Soil and water risk due to improper management of erosion and sediment controls;
- iii. Risk associated with the management of hazardous materials;
- iv. Resource efficiency risks associated with sourcing of materials;
- v. Risk to air quality via construction dust;
- vi. Noise impacts; and
- vii. Construction waste management

32. The negative environmental impacts directly associated with construction activities will be minor and can be readily mitigated via the implementation of mitigation measures outlined in the ESMP. Once specific sites for works have been selected a site assessment checklist will be completed to assess site specific impacts for the works. This site assessment checklist will also determine the need for contractors to prepare a site-specific construction environmental and social management plan (CESMP) or environmental and social code of practice (ESCOP) based on the works to be completed at each site and the environmental and social risks identified. The CESMP or ESCOP will be prepared by the contractor and will consolidate mitigation measures for the sites based on the specific works and construction methodology. Operational risks associated with the school facilities include management of operational waste and potentially fire safety risk.

33. Downstream environmental impacts of TA activities have also been considered and the environmental risk for these activities is considered to be low. The school community-based operation and maintenance capacity building program will require management of occupational and community health and safety risk, waste management and hazardous materials management. These risks are expected to be readily mitigated through the implementation of an ESCOP for the program which will be developed in accordance with Environmental Health and Safety guidelines and good international industry practice (GIIP).

34. The overall social impact of the project is expected be positive with improved access to education, improved education systems and teaching standards, more resilient public sector buildings with potential emergency/ evacuation centers and gender informed WASH facilities included in the outcomes.

35. The key social risks and impacts associated with the project are expected to include:

- i. Community health and safety due to interactions with construction workers and construction equipment;
- ii. Exposure of workers and building occupants (including school aged children) to potentially hazardous materials (such as disturbed asbestos) and dangerous activities (such as machinery) before and during demolition and or construction/rehabilitation activities;
- iii. Child safety and impact to the school community due to the proximity of workers to school children and school staff;



- iv. Impacts of construction impacts such as noise, dust or vibration impacts to the school community and students due to the proximity of the buildings to construction works are to take place;
- v. Minor impacts to community or livelihoods due to restricted or temporarily reduced access to sites and regular travel routes;
- vi. Risks to vulnerable groups (poor, disabled, elderly, isolated or ethnic groups) and gender-based violence as a result of construction activities and the movement of people;
- vii. GBV, Sexual Exploitation and Abuse and Sexual Harassment risks during construction;
- viii. The risk of COVID-19 to workers and the school community if community transmission become apparent;
- ix. Potential impacts to land, or access to land, during construction and operation of works as a result of set down areas; and
- x. Failure to provide adequate information and involvement in decision-making about the impacts of the activities on students and families.

36. These impacts are considered temporary and minor and will be subject to standard accepted mitigation measures to be implemented by the contractor. No major disruption to education services is expected, with a staged construction program considering exam periods and students having only minor in-situ relocation if at all.

37. The project's management of social risks will be guided by the ESMP, which provides a high level environmental and social impact assessment for the types of activities to be completed by the project, provides generic mitigation measures relevant to these risks and includes a site specific environmental and social site assessment template which must be completed during the design for each site. This approach was also used on the PREP Tonga project and will allow for continuity in the risk management process between projects and provide the opportunity to build on existing mechanisms and implement lessons learned.

38. Labor Management Procedures for PMU and contracted workers will also be prepared to ensure proper working conditions and management of worker relationships, Occupational Health and Safety management, and to prevent sexual exploitation and abuse and sexual harassment. A Project COVID Safety Protocol would also be prepared during project preparation to address COVID-19 Safety risk.

39. In addition, a project's Stakeholder Engagement Plan has been prepared to ensure widespread engagement with communities and its more vulnerable groups including the elderly, people with underlying medical conditions, people with disabilities, and indigenous peoples, among others) - to disseminate information related to the project.

## **E. Implementation**

### **Institutional and Implementation Arrangements**

29. There are no significant proposed changes to the implementation arrangements. However, since the approval of the parent project, the GoT has advised that the **Project Steering Committee (PSC)** will now be chaired by MET, rather than MOF. The arrangements for the PSC will be set out in the Project Operations Manual.



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**APPROVAL**

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