



Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 05-Apr-2019 | Report No: PIDISDSA26914



BASIC INFORMATION

A. Basic Project Data

Country Samoa	Project ID P169279	Project Name Samoa Aviation Investment Project Additional Finance II	Parent Project ID (if any) P143408
Parent Project Name Samoa Aviation Investment Project	Region EAST ASIA AND PACIFIC	Estimated Appraisal Date 01-Apr-2019	Estimated Board Date 16-May-2019
Practice Area (Lead) Transport	Financing Instrument Investment Project Financing	Borrower(s) Independent State of Samoa, Ministry of Finance	Implementing Agency Samoa Airport Authority

Proposed Development Objective(s) Parent

The project development objective is to improve operational safety and oversight of international air transport and associated infrastructure.

Components

- Component A: Aviation Infrastructure Investments
- Component B: Aviation Sector Reform and Training
- Component C: Strengthening Airport Operations and Management Capacity
- Component D: Project Management

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	3.35
Total Financing	3.35
of which IBRD/IDA	2.20
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	2.20
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IDA Grant	2.20
Non-World Bank Group Financing	
Counterpart Funding	1.15
Borrower/Recipient	1.15
Environmental Assessment Category	
B-Partial Assessment	
Decision	

B. Introduction and Context

Country Context

1. Samoa is a small South Pacific country comprised of the islands of Upolu, which hosts the capital Apia, Savai'i, and seven smaller islands. More than 75 percent of its population of 186,000 lives on Upolu, with 20 percent in Apia. Samoa's inhabitants are 90 percent Polynesian, around seven percent are Euronesian, and the balance are either European or of mixed Asian-Polynesian descent.
2. Samoa is located in the "cyclone belt" near the earthquake generating "Tonga Trench". The majority of the population (some 80 percent) lives on a narrow coastal strip surrounding the two main islands. Since 1990, there have been five extreme cyclone events (hurricane strength), four of which caused massive damage, and a major tsunami. In general, Samoa's small and compact surface area (total of 2,820 sq. km) makes it particularly vulnerable to natural disasters and the impact of each event is likely to affect a large proportion of the country and population.
3. In spite of its small size relative to GDP, one third of Samoa's employment base is in agriculture. Although it has the smallest Pacific exclusive economic zone, fishing is also an important source of employment and livelihood. Remittances are a key contributor to economic livelihoods.
4. Tourism is also an important contributor to the economy of Samoa, with its distinctive geographical and cultural features allowing premium prices to be charged that are sufficient to cover relatively high costs. The vast majority of these visitors arrive by air. Visitor demand for agricultural, fishing and other food products, crafts, internal transport and other services underline the importance of tourism to the country and its people, and thus of efficient and functional aviation services to facilitate tourism.

Sectoral and Institutional Context



5. Aviation plays a vital economic and social role in Samoa's development. Most visitors, tourists and the crucial VFR (visiting friends and relatives) segment, rely predominantly on air transport. Furthermore, air connectivity is essential to meeting Samoa's educational and medical needs, and enables effective regional integration with its Pacific neighbors. Its geographic distance from main markets means that efficient air services are integral to the Government of Samoa's (GoS) drive to increase exports, especially those of low volume and high value that depend on fast delivery.

6. Samoa's remoteness, limited size, coastal settlement patterns and susceptibility to a host of natural disasters, make aviation crucial for effective disaster risk management, particularly in the delivery of relief aid. In emergency situations, air transport can effectively and efficiently bring in humanitarian cargo and aid workers to reach cut-off communities. Aircraft and helicopters also have the advantage of being able to survey large areas, scan affected zones for victims and assess damage on the ground. Ensuring the availability of resilient and appropriate air transport infrastructure is therefore critical.

7. The Samoa Airport Authority (SAA) operates Faleolo International Airport, the main international gateway, and the Asau and Maota airports on Savai'i. In addition, SAA is currently in the process of acquiring another small international airport, Fagali'i, located in Apia, previously owned and operated by the state-owned airline Polynesian Airlines that primarily provided short-haul services to American Samoa, as well as a limited number of domestic flights. Aerodrome upgrades at Faleolo International Airport were completed in 2000 under the IDA-financed Samoa Infrastructure Assets Management Project (SIAM) to comply with International Civil Aviation Organization (ICAO) operational standards. The level of SIAM investment was anticipated to meet a 10-year service life before further rehabilitation would be required, and this 10-year life has now been exceeded.

8. Air transport in Samoa suffers from the challenges facing all smaller Pacific island countries (PICs): long routes with thin traffic and low freight levels constrain airline and airport profitability, placing high demands on professional management and regulations in an environment where highly specialized human resources are not readily available.

9. Aviation sector regulatory oversight is carried out by the Civil Aviation Division (CAD) of the Ministry of Works, Transport and Infrastructure (MWTI). Airport regulation and airport management were separated in 1984, with the CAD in MWTI and SAA performing these functions respectively. A comprehensive Airport Authority Act was enacted in 2012, which confirms the separation of airport operations, air traffic control and aviation security provided by SAA from safety and security regulatory functions performed by CAD. This act grants SAA the right to impose and collect fees, charges and levies for the provision of services.

10. Nevertheless, the reform agenda is far from completed and some urgent investments are needed to prevent deterioration of key airport assets:

- The latest ICAO Universal Safety Oversight Audit Programme (USOAP) audit conducted in 2010 identified 59 findings and benchmarked Samoa below global average in six of the eight critical areas. Samoa has submitted a Corrective Action Plan to ICAO and CAD estimates that approximately 40 percent of the findings have been addressed, but further assistance from Pacific Aviation Safety Oversight (PASO) and/or NZCAA will be required to address all findings. A follow up mission by ICAO is expected to occur soon.
- Samoa's civil aviation safety and security oversight capacity is still limited. The main constraints are availability of human resources with appropriate skills and experience and very limited funding. The Safety and Security Levy (SSL) introduced in October 2015 under the Pacific Aviation Investment Program (PAIP) and the expanded role of PASO as coordinator and training provider help address these constraints.



C. Proposed Development Objective(s)

11. The original Project Development Objective (PDO) is to improve operational safety and oversight of international air transport and associated infrastructure. This PDO would remain the same.

PDO Level Indicators

12. The PDO is measured through four indicators defined as outcome-level indicators:
- a. Regulatory certification of safety and security at project airports
 - b. State requirements for safety measured by Universal Safety Oversight Audit Programme (USOAP) reaches global ICAO average
 - c. Modernization of air traffic management
 - d. Implementation of a regional safety and security levy for departing international passengers.

Key Results

13. The project is in the final year of a five-year implementation period, with a current project closing date of June 30, 2019. Progress towards achieving the PDO and Overall Implementation Progress are Satisfactory, associated with the achievement of key project milestones. Despite delays in some works, the PDO indicators have been or are being achieved: (i) Faleolo International Airport was certified by the Civil Aviation Authority in March 2000 and remains compliant; (ii) The rehabilitation works of the apron and resurfacing of the runway are underway; (iii) the Automatic Dependent Surveillance-Broadcast (ADS-B) avionics have now been installed in three aircrafts and the VSAT and ADS-B ground stations are installed and operational meeting the outcome of upgraded communications and navigations equipment; (iv) the delivery and commissioning of fire rescue vehicles are complete, exceeding the targeted outcome of improving the Airfield Rescue and Fire Fighting category (from previous Category 8 to Category 10); (v) the Aviation Sector Strategy and the Samoa Airport Authority (SAA) Business Strategy and Master Plan have both been completed; (vi) the US\$3.57 equivalent or AU\$5 equivalent Safety and Security Levy (SSL) for international departing passengers has been in place since October 2015; (vii) targeted technical assistance activities to elevate State requirements for safety and security to reach global International Civil Aviation Organization (ICAO) average are well advanced¹, including support for Personnel Licensing and Accident and Incident Investigation polices; and, (viii) the contract for the airfield ground lighting and navigational aid packages is underway, even though contract completion is likely to be delayed until end 2019/ early 2020 due to long lead times in contract processing and some materials availability.

D. Project Description

14. The current Project (original financing, plus AF I) contains the following components with a total cost of US\$48.17 million:

¹ The Pacific Aviation Safety Oversight Organization (PASO) will support the Civil Aviation Department (CAD) by sending an independent consultant to monitor the progress made by CAD regarding its compliance with ICAO safety and security standards, and update the project's PDO indicator "State requirements for safety measured by Universal Safety Oversight Audit Program (USOAP) reaches global ICAO average".



- *Component A: Aviation Infrastructure Investments (total costs of approximately US\$41.72 million).* This component finances the aviation infrastructure investments at the Faleolo International airport, including: rehabilitation of airport runways; rehabilitation, repair and/or expansion of taxiways, and aprons; reconfiguration of fuel hydrant; installation of new navigation aids, automatic weather monitoring, safety and security equipment, and air traffic control equipment; upgrading of generator capacity and installation of energy efficient equipment such as terminal lighting; provision of water storage tanks; security improvements such as closed circuit television; upgrading of runway lighting; provision or upgrading of fire safety equipment; provision of the Very Small Aperture Terminal (VSAT) secure communications system; and provision of the design and supervision consulting services required for implementation of the infrastructure investments.
- *Component B: Aviation Sector Reform and Training (total costs of approximately US\$1.57 million).* This component finances technical assistance and training designed to improve aviation sector management, policy, safety and security oversight; development of a national aviation policy; and safety and security oversight audits.
- *Component C: Strengthening Airport Operations and Management Capacity (total costs of approximately US\$1.58 million).* This component finances activities to strengthen airport operations and management capacity, including among other things: studies to assess the current conditions of the aviation sector and airports; development of a strategic business plan; and training on aviation policy, management, and operations.
- *Component D: Project Management (total costs of approximately US\$3.30 million).* This component finances the provision of support required for the project, including, technical, advisory, and administrative support to the PAIP Technical and Fiduciary Services Unit (TFSU) and the Project Support Team (PST); and annual subscriptions for the operation of the VSAT infrastructure during project implementation.

15. The second Additional Financing (AF II) resources will provide funds to cover continuation of on-going activities and variations to existing contracts, as a result of the use of the uncommitted funds from the original IDA and AF I resources for the apron and runway work contract variation. Those activities did no longer fit into the financing envelope. No new activity will be funded using AF II, with the exception of the consultant who is expected to replace the firm who is currently supervising the pavement works.

16. The activities to be funded by AF II are the following: (I) contracts amendments, to include (i) the acquisition of spare parts equipment for maintenance of the Airfield Ground Lighting (AGL), NAVAIDs, power supply and Air Traffic Control (ATC) equipment package, (ii) drafting of bidding documents for the procurement of a Doppler Very High Frequency Omni Range (DVOR) and Instrument Landing System (ILS), (iii) extension of SAIP Project Manager and (iv) Project Accountant's contracts; (II) the replacement of the current supervision consultant on the APW Pavement works; (III) the launch of the originally planned activities, with the acquisition of (i) water tanks and (ii) passenger facilitation equipment; and (IV) the continuation of on-going activities: (i) payment of TFSU service fees; (ii) training of CAD staff; (ii) training of SAA staff; and (iv) payment of implementation operating costs. No new activity will be funded using AF II.

E. Implementation

Institutional and Implementation Arrangements

17. There will be no change to the implementation arrangements currently in place, until December 31, 2019, when TAIP closes. Activities to be financed by AF II, inclusive of all procurements, are expected to be complete by December 31, 2019. Delivery of last spare parts for the AGL equipment and possible remaining CAD and SAA staff training may



occur in 2020, and will be supported by Transport and Infrastructure Sector Coordination Division (TISCD) and Centralized Technical Services Support Unit (CTSSU), as required. The newly established TISCD will provide direct support to all Transport projects, with the support of the CTSSU, which will provide fiduciary support and, if needed, proceed with the recruitment of consultants to carry out some services currently provided by TFSU (like potential technical and/or safeguard support).

18. Safeguards implementation on the project to date has been of a high standard, with the contractor Environmental Safeguards Specialist adopting international best practice. While the contractor is competent and has performed well on safeguards compliance, it is noted that the cancellation of the supervision consultant's contract may result in some discontinuity of oversight. Notwithstanding it is anticipated that the contractor will continue to ensure a high level of safeguards compliance despite the variable oversight. The contractor has also agreed to provide peer-to-peer capacity building on OH&S matters for staff from the Ministry of Commerce Industry and Labour (MCIL).

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

The project activities are being undertaken at two discrete locations: on the Faleolo Airport airfield and at the nearby Olo Quarry. On the airfield works are being undertaken on the runway and apron and other locations where instrumentation/lighting infrastructure is being replaced. The asphalt plant and aggregate laydown area has been established adjacent to the runway to the north of West Coast Road. All airfield sites are situated on Government-owned land and activities do not involve any significant environmental interactions. Aggregate is being obtained from the Olo Quarry which is situated approximately four kilometres south-west of Faleolo. The quarry site and existing access road are situated on land owned by Samoa Trust Estates Corporation (STEC), a Samoa-government entity. The reopening of the Olo Quarry was initially refused by Samoa Water Authority (SWA) and Ministry of Natural Resources and Environment (MNRE) citing concerns over the potential for contamination of groundwater-sourced drinking water supplies for Mulifanua and nearby villages. The concerns were around the potential for blasting activities to damage established water bores in proximity to the quarry site. The contractor developed a blasting methodology to limit the ground-borne vibration and this combined with the distance to the water bores mitigated any potential issues to the satisfaction of SWA and MNRE and a development consent was duly issued. The haul route from the quarry to the laydown site passes a number of houses occupied by STEC workers. These residents have been consulted and a traffic management plan (TMP) prepared to ensure community health and safety impacts from traffic, noise and dust is not compromised. The TMP also covers the short haulage distance along the West Coast Road where traffic volumes are higher.

G. Environmental and Social Safeguards Specialists on the Team

Wolfhart Pohl, Environmental Specialist
Ashraf Bakry El-Arini, Environmental Specialist
Ross James Butler, Social Specialist
Nicholas John Valentine, Environmental Specialist



SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	Yes	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The safeguards issues and impacts identified during project preparation remain unchanged. All activities are being undertaken on Government-owned land and environmental issues are being satisfactorily managed. The contractor is implementing best practice environmental, social, and occupational and community health and safety management measures. The quarry operations have involved some minor clearance of vegetation however this is regrowth on former plantation land and does not represent a loss of significant habitat. There are no large scale, significant or irreversible impacts.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

No significant potential indirect or long-term impacts from the activities have been identified. The airport operations may see a moderate increase in the number of flights over time however this is not expected to result in any significant community impacts. As the Olo Quarry has now been reopened and has a development consent there is the prospect that this resource may be utilized for future projects. Any future activities will be subject to conditions imposed by the development consent. The laydown area will be demobilized and rehabilitated at the conclusion of



works to the satisfaction of Samoa Airports Authority.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

Several quarry sites were considered as potential aggregate sources with the ultimate source – Olo Quarry – initially excluded given the aforementioned drinking water concerns. Aside from this matter (which was mitigated through design) the Olo site - given its proximity to the airfield, previous operation and limited community interactions – had the least adverse impacts of all the candidate quarries.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

The implementing agency – Samoa Airports Authority (SAA) – was provided with assistance from TFSU during project inception for preparation of the Project Environmental and Social Management Plan (PESMP). SAA has satisfactorily overseen the implementation of the PESMP requirements to date and has benefited from a highly-competent contractor and supervision environmental specialist. Notwithstanding the transition to a new supervision engineer it is expected that the contractor will continue to maintain a high standard of safeguards compliance. No changes are required to the PESMP as a result of the additional financing and the contractor is amending its CESMP accordingly to reflect the minor scope revisions.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

The key stakeholders remain unchanged from the parent project and comprise SWA, MNRE and the local community (both resident and travelling). The key group of potentially affected people are the STEC employees who are residing along the aggregate haul route. This group is regularly consulted and were actively involved during the preparation of the traffic management plan for this activity. For the AF, the updated safeguards instruments were received by the Bank on July 30, 2018 and disclosed "in country" on March 6, 2019 on the project website – www.saip.ws. As with the parent project, under the AF the Indigenous Peoples Policy OP/BP 4.10 is triggered but a separate Indigenous Peoples Development Plan is not required as it was agreed that the PESMP was sufficient. Below, in section B "Disclosure Requirements", disclosure dates for the Indigenous Peoples Development Plan are given because these fields cannot be left blank. The dates given are the same as the disclosure of the PESMP.

B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank	Date of submission for disclosure	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
24-Jan-2016	31-Jan-2016	
<p>"In country" Disclosure</p> <p>Samoa 31-Oct-2013</p> <p>Comments</p>		



Indigenous Peoples Development Plan/Framework

Date of receipt by the Bank

18-Nov-2013

Date of submission for disclosure

18-Nov-2013

"In country" Disclosure

Samoa

31-Oct-2013

Comments

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)

OP/BP/GP 4.01 - Environment Assessment

Does the project require a stand-alone EA (including EMP) report?

If yes, then did the Regional Environment Unit or Sector Manager (SM) review and approve the EA report?

Are the cost and the accountabilities for the EMP incorporated in the credit/loan?

OP/BP 4.10 - Indigenous Peoples

Has a separate Indigenous Peoples Plan/Planning Framework (as appropriate) been prepared in consultation with affected Indigenous Peoples?

If yes, then did the Regional unit responsible for safeguards or Sector Manager review the plan?

If the whole project is designed to benefit IP, has the design been reviewed and approved by the Regional Social Development Unit or Sector Manager?

The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank's Infoshop?



Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

Have costs related to safeguard policy measures been included in the project cost?

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

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Borrower/Client/Recipient

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APPROVAL

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