



# Report and Recommendation of the President to the Board of Directors

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Project Number: 52031-001  
November 2020

## Proposed Grant Republic of Vanuatu: Greater Port Vila Urban Resilience Project

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**Asian Development Bank**

## **CURRENCY EQUIVALENTS**

(as of 26 October 2020)

Currency unit	–	vatu (Vt)
Vt1.00	=	\$0.0089
\$1.00	=	Vt112.750

## **ABBREVIATIONS**

ADB	–	Asian Development Bank
CDCCC	–	community disaster and climate change committee
COVID-19	–	coronavirus disease
DUAP	–	Department of Urban Affairs and Planning
GBV	–	gender-based violence
GPV	–	Greater Port Vila
GPV RUDSAP	–	Greater Port Vila Resilient Urban Development Strategy and Action Plan
km <sup>2</sup>	–	square kilometer
MFEM	–	Ministry of Finance and Economic Management
MOIA	–	Ministry of Internal Affairs
O&M	–	operation and maintenance
PAM	–	project administration manual
PCU	–	project coordination unit
PVMC	–	Port Vila Municipal Council
VPMU	–	Vanuatu Project Management Unit

## **NOTE**

In this report, "\$" refers to United States dollars.

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## PROJECT AT A GLANCE

<b>1. Basic Data</b>		<b>Project Number: 52031-001</b>	
<b>Project Name</b>	Greater Port Vila Urban Resilience Project	<b>Department/Division</b>	PARD/PAUW
<b>Country</b>	Vanuatu	<b>Executing Agency</b>	Ministry of Finance & Economic Management
<b>Recipient</b>	Government of Vanuatu		
<b>Country Economic Indicators</b>	<a href="https://www.adb.org/Documents/LinkedDocs/?id=52031-001-CEI">https://www.adb.org/Documents/LinkedDocs/?id=52031-001-CEI</a>		
<b>Portfolio at a Glance</b>	<a href="https://www.adb.org/Documents/LinkedDocs/?id=52031-001-PortAtaGlance">https://www.adb.org/Documents/LinkedDocs/?id=52031-001-PortAtaGlance</a>		
<b>2. Sector</b>		<b>Subsector(s)</b>	
✓ <b>Water and other urban infrastructure and services</b>	Other urban services	<b>ADB Financing (\$ million)</b>	
	Urban policy, institutional and capacity development		4.92
<b>Public sector management</b>	Decentralization		3.28
			1.44
		<b>Total</b>	<b>9.64</b>
<b>3. Operational Priorities</b>		<b>Climate Change Information</b>	
✓ Addressing remaining poverty and reducing inequalities		GHG reductions (tons per annum)	0
✓ Accelerating progress in gender equality		Climate Change impact on the Project	Medium
✓ Tackling climate change, building climate and disaster resilience, and enhancing environmental sustainability			
✓ Making cities more livable		<b>ADB Financing</b>	
✓ Strengthening governance and institutional capacity		Adaptation (\$ million)	4.82
		Mitigation (\$ million)	0.00
		<b>Cofinancing</b>	
		Adaptation (\$ million)	0.00
		Mitigation (\$ million)	0.00
<b>Sustainable Development Goals</b>		<b>Gender Equity and Mainstreaming</b>	
SDG 1.5, 1.b		Gender Equity (GEN)	✓
SDG 5.5, 5.c			
SDG 10.2		<b>Poverty Targeting</b>	
SDG 11.5, 11.a, 11.b		General Intervention on Poverty	✓
SDG 13.a			
SDG 16.7			
<b>4. Risk Categorization:</b>	Low		
<b>5. Safeguard Categorization</b>	Environment: B Involuntary Resettlement: B Indigenous Peoples: C		
<b>6. Financing</b>			
<b>Modality and Sources</b>		<b>Amount (\$ million)</b>	
<b>ADB</b>		<b>9.64</b>	
Sovereign Project grant: Asian Development Fund		9.64	
<b>Cofinancing</b>		<b>0.00</b>	
None		0.00	
<b>Counterpart</b>		<b>2.13</b>	
Government		2.13	
<b>Total</b>		<b>11.77</b>	
<b>Currency of ADB Financing: US Dollar</b>			

## I. THE PROPOSAL

1. I submit for your approval the following report and recommendation on a proposed grant to the Republic of Vanuatu for the Greater Port Vila Urban Resilience Project.<sup>1</sup>

2. The project will improve urban resilience in Greater Port Vila (GPV) through capacity building, institutional strengthening, and the construction of two multipurpose emergency shelters. The project is guided by the Greater Port Vila Resilient Urban Development Strategy and Action Plan (GPV RUDSAP), which envisions that, by 2030, GPV is a safe, inclusive, resilient, and vibrant economic hub based on sustainable development.<sup>2</sup> About 15,500 people in the municipality of Port Vila will benefit from the project, of whom about half are women.<sup>3</sup>

3. The project also supports efforts to recover from the impacts of the coronavirus disease (COVID-19) pandemic and Tropical Cyclone Harold through (i) preventive measures for health and social safety nets; (ii) a focus on the vulnerable, women, and the “new poor”;<sup>4</sup> and (iii) partnerships and investments that generate jobs and stimulate the local economy. The project is aligned with the government’s Vanuatu Recovery Strategy 2020–2023: Tropical Cyclone Harold & COVID-19.<sup>5</sup>

## II. THE PROJECT

### A. Rationale

4. Vanuatu ranks first globally as the economy most exposed to natural hazards based on vulnerability, and is highly exposed to geophysical hazards, including volcanic eruptions and earthquakes.<sup>6</sup> While not classified as a fragile and conflict-affected situation, Vanuatu is a small island developing state and shares many of the characteristics of fragile states—weak governance and low capacity, geographic isolation, high cost of doing business, frequent government changes, and vulnerability to climate change and disaster-related shocks.<sup>7</sup>

5. **Rapid urban population growth.** Port Vila is the capital city and economic gateway to Vanuatu, with an urban population of about 41,326 in 2019 (an increase from 38,714 people in 2016). Port Vila is a first-tier urban settlement of about 12 square kilometers (km<sup>2</sup>) with a formally established municipal council. The population density is 3,444 people per km<sup>2</sup> and about 30% of the population live in informal and squatter settlements.<sup>8</sup> GPV, comprising Port Vila and the

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<sup>1</sup> The design and monitoring framework is in [Appendix 1](#).

<sup>2</sup> Government of Vanuatu, Ministry of Internal Affairs. 2020. Greater Port Vila Resilient Urban Development Strategy and Action Plan. Port Vila.

<sup>3</sup> The Asian Development Bank (ADB) provided transaction technical assistance for the project. ADB. 2017. *Technical Assistance for the Pacific Urban Development Investment Planning and Capacity Development Facility*. Manila.)

<sup>4</sup> The World Bank defines the new poor as “those who were expected to be non-poor in 2020 prior to the COVID-19 outbreak but are now expected to be poor in 2020.” (M. Nguyen, N. Yoshida, H. Wu, and A. Narayan, 2020. *Profiles of the New Poor because of the COVID-19 Pandemic*. Washington, DC. <https://www.worldbank.org/en/topic/poverty/brief/Profiles-of-the-new-poor-due-to-the-COVID-19-pandemic>.)

<sup>5</sup> Government of Vanuatu. 2020. *Yumi Evriwan Tugeta. Vanuatu Recovery Strategy 2020–2023: TC Harold & COVID-19, Vanuatu*. Port Vila.

<sup>6</sup> Bündnis Entwicklung Hilft and Ruhr University Bochum – Institute for International Law of Peace and Armed Conflict. 2019. *The WorldRiskReport 2019*. Berlin.

<sup>7</sup> ADB’s 2018 Country Performance Assessment rated Vanuatu 3.19 while ADB’s harmonized list of fragile and conflict-affected situation for its 2019 operations rated it 3.28—marginally above the cut-off rating (3.2). (ADB. 2019. *Annual Report on the 2018 Country Performance Assessment Exercise*. Manila; and ADB. Governance Issues: Fragile and Conflict-Affected Situations. <https://www.adb.org/sectors/governance/issues/fragile-situations>.)

<sup>8</sup> Australian Agency for International Development. Republic of Vanuatu – Urbanisation Issues. A Fact Finding Study. Vanuatu. Unpublished. Cited in ADB. 2016. *The Emergence of Pacific Urban Villages: Urbanization Trends in the Pacific Islands*. Manila.

surrounding peri-urban areas in Shefa Province, is defined for urban planning purposes as covering an area of 289 km<sup>2</sup>. The population of GPV is projected to increase to 112,140 by 2030 from about 84,852 in 2018 (an increase from 81,712 people in 2016) driven by rapid internal migration from the outer islands.<sup>9</sup> Population growth has increased the pressures on existing infrastructure and services and worsened inequality. The combined impact of COVID-19 and frequent tropical cyclones also contribute to deepening inequality.

**6. Vulnerability to climate change and disasters.** The impacts of existing and future climate change on GPV include (i) an increase in both average annual rainfall and the intensity and frequency of extreme rainfall events; (ii) sea level rise; (iii) storm surge; (iv) increased temperatures; and (v) changes in wind and wave climate, resulting in potential increases in extreme wave heights, and ocean acidity. About 41% of the tropical cyclones that affected Vanuatu between 1981 and 2010 were category 3 or stronger.<sup>10</sup> The social and economic impact of disasters caused by natural hazards, such as earthquakes and strong winds, is significant. At the 100-year mean return period, about 85% of the buildings and population are exposed to moderate levels, and 15% to high levels, of potential risk of earthquakes and winds.<sup>11</sup> In 2015, Tropical Cyclone Pam, a category 5 cyclone, caused an estimated total loss of about \$450 million—equivalent to 64% of the gross domestic product of Vanuatu. About 65,000 people were displaced from their homes and about 50% of private households in Shefa Province sought shelter.<sup>12</sup> In 2020, Vanuatu experienced the impacts of a dual emergency—category 5 Tropical Cyclone Harold in April and COVID-19, which necessitated border closure affecting tourism, disaster recovery operations, and trade.<sup>13</sup> Vanuatu has been in a state of emergency since 26 March 2020, and the economy is expected to contract by 9.8% in 2020.<sup>14</sup> COVID-19 is exacerbating the challenges women face in all spheres, including employment, and is likely to increase the incidence and severity of gender-based violence (GBV).

**7. Traditional temporary evacuation centers unsatisfactory.** Churches, schools, and community halls are often designated as evacuation centers. However, these buildings are not always designed to withstand strong winds; are unsuitable for long stays; do not have sufficient water, toilets, or cooking facilities; and may not meet the needs and priorities of both men and women. Additional challenges with such evacuation centers include the high cost of cleanup and restoration of facilities after use, the urgent need for the facilities to resume normal operations, limited capacity and access to centers, and poor connectivity to hospitals and emergency services. It is recognized that an emergency shelter needs to have a daily function or use to ensure a regular source of revenue to cover the costs for operation and maintenance (O&M).

**8. Need for greater urban resilience in GPV.** Building urban resilience requires a holistic and coordinated approach to city development and its application to future projects and policies based on existing policy directions, initiatives, and disaster and climate change risk

<sup>9</sup> Government of Vanuatu, National Statistics Office. 2011. *2009 National Population and Housing Census. Analytical Report Volume 2*. Port Vila. Population projections for 2030 are based on estimated annual average growth rates of 2.2% for Port Vila Municipal Council (PVMC) and 2.6% for Shefa Provincial Government Council.

<sup>10</sup> P. Kouwenhoven. 2013. *Profile of Risks from Climate Change and Geohazards in Vanuatu*. New Zealand; and Australian Bureau of Meteorology and Commonwealth Scientific and Industrial Research Organisation. 2014. *Climate Variability, Extremes and Change in the Western Tropical Pacific: New Science and Updated Country Reports*. Melbourne.

<sup>11</sup> Beca International Consultants Ltd, GNS Science, and National Institute of Water and Atmospheric Research. 2016. *Urban Risk Management Strategy: Risk Mapping and Planning for Urban Preparedness*. Port Vila.

<sup>12</sup> Government of Vanuatu. 2015. *Post Disaster Needs Assessment Report*. Port Vila.

<sup>13</sup> Ministry of Health daily update <https://covid19.gov.vu/>. Ministry of Health reports that there have been no confirmed cases of COVID-19 as of 3 October 2020.

<sup>14</sup> ADB. 2020. *Asian Development Outlook Update: Wellness in Worrying Times—September 2020*. Manila.

assessments.<sup>15</sup> Urban infrastructure development in GPV has occurred with limited planning or prioritization of investments: (i) development has been influenced by the informal systems established under customary land ownership; (ii) investments have not contributed to a common vision; (iii) investments have not considered the rural–urban synergies within the GPV area; and (iv) there has been limited focus on improving safety for women and children, enhancing pedestrian access and the connectivity of public spaces, and retrofitting existing buildings to enhance vibrancy in Port Vila. To address these shortcomings, the GPV RUDSAP includes prioritized investments and emphasizes greater resilience in urban planning, development, and management for sustained inclusive economic growth.

9. **Limited partnerships and capacity in strengthening urban resilience.** The Ministry of Internal Affairs (MOIA) oversees local government and is mandated to coordinate urban planning and development in Port Vila. The MOIA coordinates with the National Disaster Management Office on disaster risk management efforts at the subnational level. In 2020, the Department of Urban Affairs and Planning (DUAP) was established to focus on the needs of municipalities as growing urban centers. Port Vila Municipal Council (PVMC) is responsible for the administration of the municipality, including O&M of municipal assets. It operates on corporate principles and prepares 3-year corporate plans and annual business plans. Yet PVMC is hampered by its poor financial capacity, which constrains its ability to resource and finance the requirements for this role. Property taxes account for about 59% of its income. The present property valuation roll dates from 2003 and, while updated in 2013, it was not published in the Official Gazette.<sup>16</sup> In addition, during and immediately after disasters, community disaster and climate change committees (CDCCCs) are responsible for communities' disaster response. Greater formal and informal collaboration, training, and partnerships are needed across different subnational government agencies and with communities to promote local disaster risk and climate change adaptation solutions. Women employees are a minority within the MOIA (37%); PVMC (17%, excluding councilors); and on CDCCCs (only about 30% of which include women), and closer reflection of societal makeup would better support partnerships.

10. **Lessons.** The project addresses issues of effectiveness and sustainability identified by the completed Port Vila Urban Development Project and other Asian Development Bank (ADB) projects, and in consultation with development partners and the Vanuatu Project Management Unit.<sup>17</sup> Lessons reflected in project design include the importance of aligning investments with a common vision guided by a Port Vila urban development strategy; focusing on building PVMC's capacity for O&M of assets; using local experts to strengthen partnerships in the municipal urban ward units and communities for greater resilience; allowing enough time to complete land

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<sup>15</sup> Beca International Consultants Ltd, GNS Science, and National Institute of Water and Atmospheric Research. 2016. *Urban Risk Management Strategy: Risk Mapping and Planning for Urban Preparedness*. Port Vila; and ADB. 2019. *Disaster Risk Assessment/Climate Risk and Vulnerability Assessment for Port Vila Integrated Urban Improvements Project*. Consultant's report. Manila.

<sup>16</sup> Port Vila Municipal Council updates the property valuation roll in consultation with the Ministry of Land and Natural Resources.

<sup>17</sup> ADB, International Development Association, Australian Department of Foreign Affairs and Trade, and New Zealand Ministry of Foreign Affairs and Trade. ADB. 2020. *Port Vila Urban Development Project: Project Completion Report*. Manila; ADB. 2019. *Completion Report: Supporting the Vanuatu Project Management Unit and the Ministry of Infrastructure and Public Utilities in Vanuatu*. Manila; ADB. 2019. *Completion Report: Establishment of the Maritime Safety Administration in Vanuatu*. Manila; ADB. 2003. *Completion Report: Urban Infrastructure Project in Vanuatu*. Manila; World Bank. 2016. *Vanuatu. Infrastructure Reconstruction and Improvement Project*. Washington, DC; World Bank. 2015. *Pacific Resilience Program*. Washington, DC; Australian Agency for International Development (undated): *Vanuatu Transport Sector Support Program. Design Document (Phase 1) Road Transport*. Canberra; Sapere Research Group. 2017. *Evaluation of New Zealand's Aid Programme in Vanuatu*. Auckland; and Australian Department of Foreign Affairs and Trade. 2015. *Performance Audit Report: Managing Aid to Vanuatu*. Canberra.



acquisition processes; and providing sufficient technical assistance support for project management, procurement, and contract and financial management.

11. **Strategic alignment.** The project aligns with the government's GPV RUDSAP, which provides a strategic road map for resilient urban development in GPV to 2030. It contributes to the achievement of Sustainable Development Goals 1, 5, 6, 11, 13, and 16; and is consistent with ADB's Strategy 2030 operational priorities 1, 2, 3, 4, and 6. The project supports the government's Vanuatu Recovery Strategy 2020–2023 in disaster preparedness, response, and recovery. Consultations with development partners focused on the project design and project preparedness, and synergies with ongoing sector and institutional activities.

## B. Project Description

12. The project is aligned with the following impact: By 2030, GPV is a safe, inclusive, resilient, and vibrant economic hub based on sustainable development (footnote 2). The project will have the following outcome: Urban resilience in GPV improved (footnote 1). This will be achieved through four outputs.

13. **Output 1: Resilience in urban planning and management strengthened.** The output will strengthen the capacity of PVMC and the DUAP of the MOIA. The project will (i) support the DUAP in urban planning and administration for greater resilience and improved service delivery, including by updating the GPV RUDSAP and preparing the Port Vila livable city action plan; (ii) review PVMC's 3-year corporate plan and annual business plan to ensure appropriate planning for asset maintenance, disaster response, and gender targets; (iii) review and expand PVMC's asset register; and (iv) support PVMC in financial planning, including updating the property valuation roll and taxes.<sup>18</sup> The output will also support the establishment of an information-sharing network between PVMC and other municipal councils to share experiences and lessons through peer-to-peer learning.

14. **Output 2: Urban resilience enhanced through local partnerships.** The output will facilitate vertical and horizontal partnerships and coordination<sup>19</sup> through activities including training ward secretaries in disaster risk management and climate change adaptation; financing public campaigns on climate change adaptation and disaster risk management with a particular emphasis on the poor, women, and vulnerable households; and preparing inclusive and gender-responsive emergency preparedness plans for each shelter constructed.

15. **Output 3: Resilient urban infrastructure constructed in Greater Port Vila.** The output will finance two multipurpose and gender-responsive emergency shelters that include sanitation facilities, office space, and market area improvements. The shelters are one of the seven areas of investment prioritized in the GPV RUDSAP.<sup>20</sup> They will be located at Seaside Showground in Center ward and at Freshwota in Freshwota-Tasariki ward. Geographic information system hazard risk and exposure maps were used as an initial screening tool to determine the location

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<sup>18</sup> These activities will complement the ongoing efforts by the Programme for Technical Assistance to Pacific Island Countries that is being implemented by Local Government New Zealand, which supports local government authorities in Pacific island countries.

<sup>19</sup> Vertical partnerships include those among the MOIA, PVMC, and wards. Horizontal partnerships include those between PVMC, wards, CDCCCs, and local stakeholders such as businesses.

<sup>20</sup> The strategy includes 67 interventions with a cost estimate of \$180 million, of which 30 interventions are prioritized across 7 broad areas totaling \$25 million.

of candidate shelters.<sup>21</sup> Final selection was based on ward priority, community accessibility, equitable spatial distribution, and maximizing the number of beneficiaries.

16. The two shelters can help about 905 potential evacuees avoid death, disability, and diseases during disasters. The design of the two shelters for use outside emergency situations in the country is an innovation introduced by this project. They will include communal space that can be used for economic activities (e.g., a marketplace), community meetings, and gender-sensitive post-disaster response. For instance, movable partitions will be available to cordon off part of the open space on the ground floor for emergency triage activities. Each shelter incorporates these unique design features that enable them to be used during the COVID-19 pandemic or future health emergencies. Each shelter will be equipped with water supply, separate sanitation facilities for men and women, and a kitchen for hygienic food preparation. All facilities will be accessible to people living with disabilities.

17. **Output 4: Asset management and institutional capacity strengthened.** The output will improve the MOIA's capacity to develop, implement, and monitor projects; and will strengthen PVMC's capacity to operate and maintain shelters constructed under the project. Sustainable O&M will be ensured through the implementation of the Asset Management Strategy that was developed during project preparation, which includes support to PVMC in establishing and managing a dedicated major maintenance reserve account to finance future repairs and rehabilitation of the shelters. This will benefit both agencies' future investment activities.

### C. Value Added by ADB

18. The project's approach to urban development strongly emphasizes capacity building and institutional strengthening, and the practical application of the GPV RUDSAP in planning and financing infrastructure to help build urban resilience and address the causes of fragility. The approach builds on and implements activities developed through technical assistance, including the GPV RUDSAP (footnote 2), a geographic information system platform that used hazard risk and exposure data sets and associated spatial maps (footnote 21), and a strategic procurement plan.<sup>22</sup> The approach supports the government's decentralization framework for urban service delivery and governance; focuses on effectiveness and sustainability through the implementation of a capacity development plan and the Asset Management Strategy, featuring an O&M plan for each project asset; and responds to COVID-19 and Tropical Cyclone Harold by focusing on localized preparedness for, response to, and recovery from disasters and health emergencies.

### D. Summary Cost Estimates and Financing Plan

19. The project is estimated to cost \$11.77 million (Table 1). Detailed cost estimates by expenditure category and by financier are included in the project administration manual (PAM).<sup>23</sup>

20. The government has requested a grant not exceeding \$9.640 million from ADB's Special Funds resources (Asian Development Fund) to help finance the project. Climate adaptation is estimated to cost \$4.820 million based on calculations outlined in the climate change assessment.<sup>24</sup>

<sup>21</sup> ADB. 2016. *Technical Assistance for Strengthening Urban Infrastructure Investment Planning in the Pacific*. Manila.

<sup>22</sup> ADB. 2016. *Technical Assistance for Building Project Implementation Capacities in the Pacific*. Manila.

<sup>23</sup> Project Administration Manual (accessible from the list of linked documents in [Appendix 2](#)).

<sup>24</sup> Climate Change Assessment (accessible from the list of linked documents in [Appendix 2](#)).

**Table 1: Summary Cost Estimates**

(\$ million)

Item	Amount <sup>a</sup>
<b>A. Base Cost<sup>b</sup></b>	
1. Output 1: Resilience in urban planning and management strengthened	0.32
2. Output 2: Urban resilience enhanced through local partnerships	0.17
3. Output 3: Resilient urban infrastructure constructed in Greater Port Vila	6.25
4. Output 4: Asset management and institutional capacity strengthened	3.59
<b>Subtotal (A)</b>	<b>10.33</b>
<b>B. Contingencies<sup>c</sup></b>	<b>1.43</b>
<b>Total (A+B)</b>	<b>11.77</b>

Note: Numbers may not sum precisely because of rounding.

<sup>a</sup> Includes taxes and duties of \$1.01 million. Such amount does not represent an excessive share of the project cost. The government will finance taxes and duties of \$1.01 million through exemption.

<sup>b</sup> In mid-2020 prices as of June 2020.

<sup>c</sup> Physical price contingencies, and a provision for exchange rate fluctuation are included.

Source: Asian Development Bank estimates.

21. The summary financing plan is in Table 2. ADB will finance the expenditures in relation to technical support and capacity development, works, equipment, and project management support. The government will finance project-related taxes and duties, land acquisition and resettlement, incremental administration salaries, and office space in-kind.

**Table 2: Summary Financing Plan**

Source	Amount (\$ million)	Share of Total (%)
Asian Development Bank <sup>a</sup>		
Special Funds resources (Asian Development Fund)	9.64	81.9
Government of Vanuatu	2.13	18.1
<b>Total</b>	<b>11.77</b>	<b>100.0</b>

<sup>a</sup> The Asian Development Bank financing includes \$5.13 million grant allocation from the Asian Development Fund Disaster Risk Reduction financing mechanism.

Source: Asian Development Bank estimates.

## E. Implementation Arrangements

22. The implementation arrangements are summarized in Table 3 and described in detail in the PAM (footnote 23). The Ministry of Finance and Economic Management (MFEM) will be the executing agency. The MOIA and PVMC will be the implementing agencies. The MOIA will set up a project coordination unit (PCU) within the DUAP for overall project coordination and management. A project implementation unit within PVMC will assist the MOIA in implementing the project and coordinating day-to-day project activities with two ward secretaries in Center and Freshwota-Tasariki wards. The MFEM and the MOIA will be responsible for administering ADB financing, including procurement, contract administration, and disbursement.

23. Multipurpose emergency shelters are designed and packaged for improved urban resilience in GPV using a single-package, two-lot, design-bid-build works strategy that optimizes opportunities for local contractors while remaining attractive to international ones. The approach is responsive to the additional challenges brought about by the COVID-19 pandemic. The shelter works will be procured and managed through a balanced team of government counterparts and supporting consultants, incorporating lessons from the management arrangements of previous ADB-financed projects in Vanuatu.

24. ADB and the MOIA have developed a strategic procurement plan for the project. Procurement will follow the ADB Procurement Policy (2017, as amended from time to time) and the Procurement Regulations for ADB Borrowers (2017, as amended from time to time).

**Table 3: Implementation Arrangements**

<b>Aspects</b>	<b>Arrangements</b>		
Implementation period	December 2020–December 2025 (5 years)		
Estimated completion date	15 December 2025		
Estimated grant closing date	15 June 2026		
<b>Management</b>			
(i) Oversight body	VPMU steering committee: Director general of the Office of the Prime Minister (chair); director general, MFEM; director general, MIPU; director, PWD, MIPU; director general, MOFA; director, DOFT; director, DSPPAC; and secretary general of Public Service Commission		
(ii) Technical advisory roundtable	Director, DUAP, MOIA (project director, PCU) (chair); director, DOFT, MFEM; town clerk, PVMC; director, PWD, MIPU; director, DOCC; and others		
(iii) Executing agency	MFEM		
(iv) Key implementing agencies	MOIA and PVMC		
(v) Project coordination unit (MOIA)	Project director (director, DUAP, MOIA), engineer, project accountant, procurement officer, works inspector, safeguard officer, community and gender liaison officer, climate disaster resilience officer, and secretary		
(vi) Project implementation unit (PVMC)	Manager and capacity development coordinator, community liaison specialist, property valuation officer, and accountant		
(vii) Ward secretaries	Will facilitate ward level activities in output 2 with PVMC and CDCCCs		
Procurement	Open competitive bidding (internationally advertised)	1 package (2-lot)	\$5,399,530
	Request for quotations	8 contracts <sup>a</sup>	\$323,161
Consulting services	PIAC–QCBS (90:10)	39.5 international and 72 national person-months	\$1,644,000
	DSC–QCBS (90:10)	20.5 international and 81.5 national person-months	\$905,000
	Contract manager–ICS	36 international person-months	\$437,010
Disbursement	Disbursement of the grant proceeds will follow ADB's <i>Loan Disbursement Handbook</i> (2017, as amended from time to time) and detailed arrangements agreed between the government and ADB.		

ADB = Asian Development Bank; CDCCC = community disaster and climate change committee; DOCC = Department of Climate Change; DOFT = Department of Finance and Treasury; DSC = design and supervision consultants; DSPPAC = Department of Strategic Policy, Planning and Aid Coordination; DUAP = Department of Urban Affairs and Planning; ICS = individual consultant selection; MFEM = Ministry of Finance and Economic Management; MIPU = Ministry of Infrastructure and Public Utilities; MOFA = Ministry of Foreign Affairs; MOIA = Ministry of Internal Affairs; PCU = project coordination unit; PIAC = project implementation assistance consultants; PVMC = Port Vila Municipal Council; PWD = Public Works Department; QCBS = quality- and cost-based selection; VPMU = Vanuatu Project Management Unit.

<sup>a</sup> Includes equipment and security services contract for the temporary marketplace at Freshwota.

Source: Asian Development Bank.

### III. DUE DILIGENCE

#### A. Technical

25. The two multipurpose emergency shelters are designed to withstand cyclones and earthquakes, and benefit communities throughout the year. Each shelter will be built in an area

that is not susceptible to high tide storm surge or localized flooding and is protected against high winds. Hazard mapping confirmed the location of these sites and their degree of exposure and vulnerability to natural hazards. The shelters will be built with the required structural resilience to withstand extreme storm conditions and small to moderate earthquakes at 100-year mean return period, following the national building code and international best practice for resilient buildings. They are designed to use locally available materials and techniques commonly applied in Vanuatu to enable upkeep by local firms. The designs build on the National Disaster Management Office's minimum requirements for evacuation centers and incorporate design features that enable the shelters to be used during COVID-19 or future health emergencies. The cost estimates are based on actual rates for buildings constructed under the Port Vila Urban Development Project, other construction contract rates, and cost estimates for market improvements.

## **B. Economic and Financial Viability**

26. The two multipurpose emergency shelters are cost-effective solutions. Standard cost-benefit analysis is not applicable for this project, because the quantifiable benefits, in the form of avoided deaths and disabilities of residents,<sup>25</sup> that could result from the establishment of shelters would yield disproportionately low benefits relative to investment costs. The two shelters can help about 905 potential evacuees avoid death, disability, and diseases during disasters. Thus, a least-cost analysis was conducted, which found that multipurpose emergency shelters constructed with concrete block walls and reinforced concrete columns are a more cost-effective solution, with 9%–17% lower costs per evacuee, than similar shelters made from light-gauge galvanized steel. The two shelters will also provide employment opportunities to about 339 people through improved market area development, and will serve about 15,500 people at different times and in various capacities (e.g., as an emergency shelter, marketplace and/or community center).

27. The fee that could be earned from the use of the shelters during normal times would not cover the full investment costs. An incremental recurrent cost analysis was conducted, which concluded that the incremental yearly cost required to operate and maintain two shelters averages Vt5.8 million, or about 10% of the fee expected to be collected by the shelters. The remaining 90% constitutes revenue surplus, a portion of which will be kept in the major maintenance reserve account for future repairs and rehabilitation.<sup>26</sup> Thus, adequate funds should be available to cover the full O&M cost of the shelters and ensure the financial sustainability of their operations. The proposed fee for facility uses during normal times is considered affordable. The Asset Management Strategy will help to ensure that the project assets are operated and maintained.<sup>27</sup>

## **C. Sustainability**

28. The project will provide financing to build urban resilience and address the causes of fragility through an emphasis on capacity building, improved forecasting and planning, and institutional development. PVMC relies on property taxes and other fees since it does not receive central budget transfer for its operations. The project will implement the Asset Management Strategy, set forth in the PAM (footnote 23), which addresses the technical, administrative, and financial requirements for O&M of the project assets. Based on the Asset Management Strategy, each shelter will have an O&M plan outlining these requirements. To ensure that the shelters are adequately maintained and funds are available, the project will support PVMC in setting up a major maintenance reserve account dedicated to the O&M of the project assets, completing a

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<sup>25</sup> Measured in disability-adjusted life-years because of disasters caused by natural hazards.

<sup>26</sup> The amount will be determined during project implementation, based on detailed designs and actual cost of O&M.

<sup>27</sup> Financial Analysis and Economic Analysis (accessible from the list of linked documents in [Appendix 2](#)).

property valuation review, and reviewing alternative revenue-generating streams. ADB and the government will review the Asset Management Strategy and update it, as needed.

#### **D. Governance**

29. The assessed pre-mitigation financial management risk is *moderate*, based on a financial management assessment completed for the MFEM, the MOIA, and PVMC. The project will strengthen the capacity of the PCU staff in financial management and internal and external audit oversight. The PCU and the project implementation unit will have qualified staff. While the limited number of available skilled staff presents an inherent risk to project effectiveness, this will be mitigated during implementation through the consulting packages. The MFEM and the MOIA will recruit project assistance and implementation consultants to support project management and provide training in ADB financial management and reporting procedures, project accounting, funds flow management, and procurement. The Office of the General Auditor will recruit an external auditor acceptable to ADB to assist in annual project audits.

30. The project procurement classification is *B* with risk mitigating actions. A strategic procurement plan has been prepared based on the institutional procurement capacity assessments carried out in 2020, and a 2017 country and sector and/or agency procurement risk assessment report. The MFEM has experience in implementing ADB-financed projects and is familiar with ADB's procurement procedures under the 2017 procurement framework. The MOIA has dedicated procurement officers with some experience with projects funded by ADB and other development partners. Procurement under the project is not complex and will be done by the PCU with support from the consultants and the MFEM. The project allocates sufficient resources for procurement training, contract management, and ADB oversight.

31. ADB's Anticorruption Policy (1998, as amended to date) was explained to and discussed with the government, the MFEM, the MOIA, and PVMC. The specific policy requirements and supplementary measures are described in the PAM (footnote 23).

#### **E. Poverty, Social, and Gender**

32. Poverty targeting is general intervention. By working with ward secretaries and communities, the project will use a place-based approach by targeting an entire community to identify (i) climate change and disaster risk management issues in neighborhoods, and (ii) the poor and vulnerable households in each ward. These challenges will be transformed into messages for public awareness-raising and addressed in emergency preparedness plans. The multipurpose emergency shelters will be accessible to all community members and will strengthen community social cohesion. The shelters will be inclusive, as they will provide employment opportunities and support income generation for men, women, and youth; and are designed to reflect community priorities and characteristics.

33. The project is categorized *gender equity theme*. Women are rarely key stakeholders in urban planning and design and, as a result, urban infrastructure does not always meet their needs or priorities. Key gender issues include limited participation by women and lack of female representation in leadership roles in decision-making, high levels of gender-based violence (GBV), limited access to employment and skills development, and poor market conditions and facilities. About 60% of women have experienced some form of abuse from an intimate partner at

least once in their lifetime, with 21% left with permanent injuries.<sup>28</sup> The project will promote gender equality and women’s empowerment through meaningful participation and inclusion of women in leadership and decision-making opportunities; training opportunities for women; specific measures to respond to GBV, including public campaigns and GBV referral pathways; and gender-responsive resilient infrastructure. The MOIA will monitor the gender action plan will be monitored on a quarterly basis using a template provided by ADB.

**F. Safeguards**

34. In compliance with ADB’s Safeguard Policy Statement (2009), the project’s safeguard categories are as follows.<sup>29</sup>

35. **Environment (category B).** The two multipurpose shelters are expected to have positive impacts. Potential negative impacts arising from construction activities will be limited in scope and scale, and can be substantially mitigated by good construction management. Proper disposal (including reuse or recycling) of materials is part of the environment assessment and included in the environmental management plan. An initial environment examination has been prepared for the two shelters.

36. **Involuntary resettlement (category B).** A resettlement plan has been prepared for the two shelters, which are located on government land. There may be partial impacts on trees and temporary displacement of market vendors to an alternative market adjacent to the existing site, with minimal to no impacts on incomes.

37. **Indigenous peoples (category C).** The project is not expected to impact any distinct and vulnerable group of indigenous peoples as defined under ADB’s Safeguard Policy Statement, as Vanuatu’s population comprises mostly Melanesians. Local communities will receive culturally appropriate benefits and will actively participate in the project.

38. Safeguard planning documents are prepared in accordance with ADB’s Safeguard Policy Statement and Government of Vanuatu regulations. The MOIA will submit semiannual safeguard monitoring reports to ADB and, with support from project consultants, will monitor compliance with safeguards. A grievance redress mechanism will be established to address issues and grievances in a timely and effective manner.

**G. Summary of Risk Assessment and Risk Management Plan**

39. High and substantial risks and mitigating measures are summarized in Table 4 and described in detail in the risk assessment and risk management plan.<sup>30</sup>

**Table 4: Summary of Risks and Mitigating Measures**

<b>Risks</b>	<b>Mitigation Measures</b>
Project commencement is delayed because of the COVID-19 pandemic.	The project uses mostly national consultants for project implementation and optimizes opportunities for local contractors.

<sup>28</sup> Government of Vanuatu, Ministry of Justice and Community Services, Department of Women’s Affairs. 2015. *National Gender Equality Policy 2015–2019*. Port Vila; and UN Women. *Asia and the Pacific–Vanuatu*. <https://asiapacific.unwomen.org/en/countries/vanuatu>.

<sup>29</sup> ADB. [Safeguard Categories](#).

<sup>30</sup> Risk Assessment and Risk Management Plan (accessible from the list of linked documents in [Appendix 2](#)).

<b>Risks</b>	<b>Mitigation Measures</b>
The MOIA has limited experience implementing large projects.	Consulting services are included in the project to support the MOIA in all aspects of project and contract management.
O&M funds are diverted to other higher-priority uses.	The project strengthens PVMC's capacity in O&M of project assets following completion of the shelters. A capacity development plan and the agreed Asset Management Strategy address the requirements for O&M of shelters.
The MOIA and PVMC have limited experience and familiarity with ADB financial and procurement processes.	The project allocates resources for financial and procurement training and contract management. ADB will conduct regular missions to review implementation progress and address implementation challenges.

ADB = Asian Development Bank, COVID-19 = coronavirus disease, MOIA = Ministry of Internal Affairs, O&M = operation and maintenance, PVMC = Port Vila Municipal Council.

Source: Asian Development Bank.

#### **IV. ASSURANCES**

40. The government, the MFEM, and the MOIA have assured ADB that implementation of the project shall conform to all applicable ADB requirements, including those concerning anticorruption measures, safeguards, gender, procurement, consulting services, financial management, and disbursement as described in detail in the PAM and grant documents.

41. The government, the MFEM, and the MOIA have agreed with ADB on certain covenants for the project, which are set forth in the draft grant agreement.

#### **V. RECOMMENDATION**

42. I am satisfied that the proposed grant would comply with the Articles of Agreement of the Asian Development Bank (ADB) and recommend that the Board approve the grant not exceeding \$9,640,000 to the Republic of Vanuatu from ADB's Special Funds resources (Asian Development Fund) for the Greater Port Vila Urban Resilience Project, on terms and conditions that are substantially in accordance with those set forth in the draft grant agreement presented to the Board.

Masatsugu Asakawa  
President

13 November 2020



## DESIGN AND MONITORING FRAMEWORK

<b>Impact the Project is Aligned with</b>			
Greater Port Vila is a safe, inclusive, resilient, and vibrant economic hub based on sustainable development (Greater Port Vila Resilient Urban Development Strategy and Action Plan) <sup>a</sup>			
Results Chain	Performance Indicators	Data Sources and Reporting Mechanisms	Risks and Critical Assumptions
<b>Outcome</b> Urban resilience in Greater Port Vila improved	By 2026:	a.–d. Census, project performance reports, baseline and project completion surveys, PVMC business plans and O&M plans, and training records	R: Project commencement is delayed because of the COVID-19 pandemic.
	a. At least 15,500 people, of whom at least 7,200 are women, benefit from more resilient urban assets and services (Baseline: 0) (OP 4.1, 2.1.4)		
	b. Resilient urban planning, management, and financial sustainability functions of the MOIA and PVMC improved (Baseline: Not applicable) (OP 4.2, 6.1)		
	c. Urban environment, climate resilience, and disaster risk management of two wards improved (Baseline: Not applicable) (OP 4.3)		
	d. At least 75% of women who access multipurpose emergency shelters report infrastructure meets their needs (Baseline: Not applicable)		
<b>Outputs</b> 1. Resilience in urban planning and management strengthened	By 2025:	a.–d. Project performance reports, PVMC business plans, regulations, and participation records	R: The MOIA has limited experience implementing large projects.  R: The MOIA and PVMC have limited experience and familiarity with ADB financial and procurement processes.  R: O&M funds are diverted to other higher-priority uses.
	a. PVMC includes urban resilience and gender commitments in corporate plans (Baseline: Not applicable) (OP 2.3.2)		
	b. GPV RUDSAP update and the Greater Port Vila Livable City Action Plan are approved (Baseline: Not applicable) (OP 2.3.2, 3.2.4, 4.2.1)		
	c. Leadership and decision-making training provided to at least 20 staff in the MOIA and PVMC, of whom at least 30% are women (Baseline: 0) (OP 2.3.1, 6.1.1)		
	d. At least 95 government officials, of whom at least 40% are women, trained in urban planning, development, climate and disaster resilience, and municipal finance concepts (Baseline: 0) (OP 6.1.1)		
2. Urban resilience enhanced through local partnerships	By 2025:	a.–c. Training records, and project performance reports	
	a. Five public campaigns held on topics of disaster risk and climate change adaptation (Baseline: Not applicable) (OP 2.2.3, 4.3.2)		
	b. One disaster preparedness plan prepared for each shelter (Baseline: 0) (OP 2.3.2, 4.3.2)		

Results Chain	Performance Indicators	Data Sources and Reporting Mechanisms	Risks and Critical Assumptions
	c. At least 18 people, of whom at least 50% are women, trained in climate and disaster resilience in wards (Baseline: 0) (OP 4.3.2)		
3. Resilient urban infrastructure constructed in Greater Port Vila	By 2025: a. Two multipurpose emergency shelters constructed (Baseline: 0) (OP 1.2, 2.5.2, 3.2, 3.2.5, 4.1.2) b. Two multipurpose emergency shelters include gender-inclusive design elements and features and offer information, training, and potential to be first point of contact in a GBV referral system and in triage for health emergency response (Baseline: 0) (OP 1.2, 1.1.2, 2.2.3, 2.5.2, 3.2, 3.2.5, 4.1.2)	a.–b. GPV RUDSAP, feasibility studies, appraisal reports, detailed designs, and project performance reports	
4. Asset management and institutional capacity strengthened	By 2025: a. 100% of project-financed investments have an O&M plan as per the Asset Management Strategy (Baseline: 0) (OP 6.2.2, 4.2.2) By 2021: b. A dedicated major maintenance reserve account established by PVMC (Baseline: Not applicable) c. By 2025: At least 150 government officials, of whom at least 40% are women, trained in project development, implementation, and monitoring (Baseline: 0) (OP 6.1.1)	a.–c. PVMC business plan, project performance reports, training records, feasibility studies, appraisal reports, and detailed designs	

### Key Activities with Milestones

#### 1. Resilience in urban planning and management strengthened

- 1.1 Review and update the capacity development plan, as needed (Q1 2022, annually until 2025).
- 1.2 Develop an annual training plan based on the capacity development plan and implemented to address priority training needs and the planned activities for the year (Q2, 2022; updated annually to Q2 2025 for implementation until Q4 2025).
- 1.3 Review and include urban resilience actions and gender actions (e.g., actions support women in the workplace, including women in leadership and technical roles, based on sex-disaggregated data and analysis) (Q4 2022–Q1 2023; annual review during the same period).
- 1.4 Review and update property value register, including PVMC's existing revenue streams; make recommendations for discussion and agreement (Q2 2022–Q1 2023).
- 1.5 As part of the GPV RUDSAP updating, review and revise geographic information system hazard risk maps and Greater Port Vila Zoning and Development Control Plan to ensure regular alignment with the GPV RUDSAP (Q4 2022–Q1 2023, Q2–Q3 2025).
- 1.6 Develop a Greater Port Vila livable city action plan that includes specific safety and access measures for women, children, and people living with disabilities (Q4 2023–Q4 2024, approval Q2 2025).

<p>1.7 Establish information network between PVMC and other municipalities (Q4 2021–Q4 2025).</p> <p><b>2. Urban resilience enhanced through local partnerships</b></p> <p>2.1 Hold socially inclusive and gender-responsive public awareness campaigns on DRR, CCA, and the impact of disasters. Topics include GBV, DRR, CCA, COVID-19, menstrual hygiene management, and handwashing hygiene (Q3 2022–Q2 2025).</p> <p>2.2 Prepare a gender-responsive disaster emergency preparedness plan for each shelter in output 2 (Q3 2022–Q3 2023).</p> <p>2.3 Develop and implement an annual training plan that addresses climate and disaster resilience priorities following the capacity development plan (Q3 2022, Q3 2023, and Q3 2024).</p> <p><b>3. Resilient urban infrastructure constructed in Greater Port Vila</b></p> <p>3.1 Detailed designs of Freshwota Market shelter and Seaside Showground shelter include a market area and separate sanitation facilities for women and men (Q1–Q2 2022).</p> <p>3.2 Review feasibility studies, and complete detailed design, procurement, contractor selection, and civil works for Freshwota Market shelter and Seaside Showground shelter (Q1 2022–Q2 2023).</p> <p>3.3 Establish and strengthen GBV referral and triage pathways as part of each O&amp;M plan for project assets (Q3 2022 onward, reviewed quarterly).</p> <p><b>4. Asset management and institutional capacity strengthened</b></p> <p>4.1 Appoint one gender focal in project coordination unit and project implementation unit to coordinate implementation of the gender action plan (Q1 2021).</p> <p>4.2 Review and amend, as needed, the Asset Management Strategy, O&amp;M plan requirements, and PVMC's asset management registry (Q2–Q3 2022, annual review).</p> <p>4.3 Establish the major maintenance reserve account (Q3–Q4 2021) and audit annually (Q4 2023, Q4 2024, and Q4 2025).</p> <p>4.4 Develop an annual training plan based on the capacity development plan and implement it to address priority training needs in project development, implementation, and monitoring, including O&amp;M and gender awareness-raising (Q2 2022; updated annually to Q2 2024 for implementation until Q1 2025).</p> <p>4.5 Prepare, implement, and annually review O&amp;M plans for shelters (Q2 2022, Q2 2023, Q2 2024, Q2 2025 and implementation to Q4 2025).</p> <p>4.6 Establish a project performance monitoring system with sex- and ward-disaggregated data (Q1–Q2 2022) and submit annual project performance monitoring and evaluation reports to ADB (Q1 2023, Q1 2024, Q1 2025, and Q1 2026).</p>
<p><b>Project Management Activities</b></p> <p>Recruit project implementation assistance consultants, contract manager, and design and supervision consultants; implement and monitor gender action plan; implement environmental management plan; submit quarterly project progress reports (including financial reports) to ADB; prepare and submit semiannual safeguard monitoring reports to ADB; implement communication strategy; conduct annual audits of financial accounts; prepare inception, annual, and midterm reports; prepare project completion report; and conduct ADB–government joint review missions on project progress and administration (at least twice a year).</p>
<p><b>Inputs</b></p> <p>ADB: \$9.64 million ADF grant (includes \$5.13 million allocation from ADF 12 disaster risk reduction) Government of Vanuatu: \$2.13 million (estimated, in-kind)</p>

ADB = Asian Development Bank, ADF = Asian Development Fund, CCA = climate change adaptation, COVID-19 = coronavirus disease, DRR = disaster risk reduction, GBV = gender-based violence, GPV RUDSAP = Greater Port Vila Urban Resilient Development Strategy and Action Plan, MOIA = Ministry of Internal Affairs, O&M = operation and maintenance, OP = operational priority, PVMC = Port Vila Municipal Council, Q = quarter, R = risk.

<sup>a</sup> Government of Vanuatu, Ministry of Internal Affairs. 2020. Greater Port Vila Resilient Urban Development Strategy and Action Plan. Port Vila.

#### **Contribution to Strategy 2030 Operational Priorities**

Expected values and methodological details for all OP indicators to which this operation will contribute results are detailed in Contribution to Strategy 2030 Operational Priorities (accessible from the list of linked documents in [Appendix 2](#) of the report and recommendation of the President).

Source: Asian Development Bank.

**LIST OF LINKED DOCUMENTS**

<http://www.adb.org/Documents/RRPs/?id=52031-001-2>

1. Grant Agreement
2. Sector Assessment (Summary): Water and Other Urban Infrastructure and Services
3. Project Administration Manual
4. Economic and Financial Analysis
5. Summary Poverty Reduction and Social Strategy
6. Risk Assessment and Risk Management Plan
7. Contribution to Strategy 2030 Operational Priorities
8. Climate Change Assessment
9. Gender Action Plan
10. Initial Environmental Examination
11. Resettlement Plan

**Supplementary Documents**

12. Summary Description of Two Multipurpose Emergency Shelters
13. Port Vila Municipal Council: Finance and Property Taxes
14. Disaster and Climate Risk Assessment for Greater Port Vila Urban Resilience Project