



TERMS OF REFERENCE/ STATEMENT OF REQUIREMENTS

REPUBLIC OF KIRIBATI: MASTERPLANNING FOR BONRIKI AND CASSIDY INTERNATIONAL AIRPORTS for Community, Sustainable and Commercial outcomes

Agency: Department of Foreign Affairs and Trade – Pacific Aviation Section

Category: Management advisory services in accordance with the Deed of Standing Offer of DFAT Capital Infrastructure Services Panel (Client Side Project Management).

Close Date & Time: *To be confirmed.*

BACKGROUND

Safe and reliable air services are vital for Kiribati, as a highly remote and geographically dispersed country with a population of 115,000 people spread across 21 inhabited islands within an exclusive economic zone bigger than the land area of India. The majority of the population reside in South Tarawa, where the capital is located. The second largest concentration of people is on Kiritimati island which is 3,300 km to the east of Tarawa, approximately the same distance as Sydney to Perth.

Kiribati's main airports are located at Bonriki in South Tarawa (TRW) and Cassidy on Kiritimati island (CXI), with an additional 17 airstrips on outer islands. Both airports are coded 4C and rated as category 6 airport fire cover under ICAO Annex 14 and rule part 139 (where Kiribati has essentially adopted New Zealand requirements with limited expositions).

Currently, a B737 is the largest scheduled aircraft type operating at both CXI and TRW. Fiji Airways has twice weekly services between Nadi and TRW as well as weekly flights to CXI enroute to and from Nadi and Honolulu (although the CXI-HNL legs are passenger only). Air Nauru provides a weekly service between Brisbane, Nauru, Tarawa and the North Pacific as well as a weekly domestic service between TRW and CXI. The Kiribati Government anticipates extending the TRW-CXI route to Honolulu in future. CXI is also a designated alternate airport for emergency landings on the South Pacific – North America route and provides an important diversion capability for larger code D or code C aircraft on an occasional basis. Air Kiribati operates domestic twin otter flights from both TRW and CXI.

Previous international support

The World Bank Group has been Kiribati's primary international partner for aviation infrastructure. Under the Kiribati aviation investment program (KAIP) agreed in December 2011 and concluded in June 2016, the Bank provided a USD 35.6 million grant (of which USD 33.3 million was ultimately disbursed), to support aviation sector reform and critical infrastructure upgrades at both TRW and CXI.¹ Key activities financed by the World Bank were:

- a) *Sector reform, strengthening of airport management and operations, training, and project implementation.* This included, *inter alia*: (i) an air transport sector review finalized in 2013 to develop demand projections, outline options for sector restructuring and revenue opportunities, identify critical safety and security needs, and prepare 20 year masterplans as well as staged implementation

¹ World Bank, Kiribati Aviation Investment Program, Implementation Completion Report, December 2019 (<https://documents.worldbank.org/en/publication/documents-reports/documentdetail/92863157726873244/kiribati-pacific-aviation-investment-program-kiribati-aviation-investment-project>).



Australian Government

Department of Foreign Affairs and Trade

plans for both TRW and CXI; (ii) institutional reforms, including establishing the Civil Aviation Authority of Kiribati (CAAK) in 2015 and an independent public entity, Airports Kiribati Authority (AKA), to manage and operate Kiribati's airports; (iii) financing safety and security audits to support improved compliance with ICAO requirements; and (iv) support to develop and implement civil aviation technical regulations and associated manuals.

- b) *Infrastructure investments totalling USD 24.6 million (in 2011).* Based on the 2013 air transport sector review financed under the project, investments included: (i) a new terminal at CXI and improvements to the terminal at TRW; (ii) construction of fire tender vehicle shelter and maintenance equipment building at the CXI; (iii) resealing of road sections between CXI and London, the administrative centre for Kiritimati; (iv) installing new navigational aids, automatic weather monitoring, safety and security equipment at both airports; (v) upgrading runway lights at CXI; (vi) provision of air traffic control equipment; (vii) enhancing the power supply for CXI and the surrounding village; (viii) construction of a security fence for TRW; and (ix) completion of a seawall at TRW.

In parallel to the World Bank, the New Zealand Government in 2011 provided a NZD 17 million grant for the resurfacing of the CXI runway and Taiwan in 2012 provided a concessional loan equivalent at the time to AUD 20 million for resurfacing the TRW runway.

Infrastructure investments at both airports have supported a rapid increase in passenger numbers. In 2018, TRW accommodated approximately 148,600 passengers compared to 42,000 in 2009. Similarly, CXI accommodated 17,000 passengers in 2018 compared to 2,500 in 2009.

The Government of Kiribati's 20 year vision (KV20), launched by President Maamau in 2016, gives high priority to establishing Kiritimati as an economic growth centre, and notes the importance of increasing safe and secure air services as well as associated airport infrastructure required to achieve this goal.² Consistent with KV20, Kiribati's national infrastructure investment plan (NIIP) 2022-2032, highlights the priority of further investments in airports, especially outer islands.³

Potential future international assistance

Reflecting the Government of Kiribati's policy priorities, the World Bank is currently preparing a multisectoral economic development program for Kiritimati. The first phase of the program includes a proposed new USD 35 million investment project to support further upgrades to CXI as well as upgrade to the road from London to CXI and a Technical Assistance Facility to design the overall economic development program and priorities. The Bank team anticipate seeking Board approval of the proposed investment before the end of calendar 2024.

The Australian Government has offered to provide ground support equipment with associated training and maintenance support, as well as equipment sheds for TRW and CXI. The Australian Government has scope to provide further advisory and other targeted assistance to Kiribati to enable good decision-making, assist with quality and safety in aviation services as well as increase coordination, cooperation and connectivity. Australia sees great value in supporting ongoing Government of Kiribati-led community consultation. The range of community consultation ideally includes engagement with local community for financial, operational, environmental and social perspectives. The placement of an Australian-funded aviation adviser with the

² *Tobwaan Ao Karikirakean Kiribati (Kiribati 20 Year Vision 2016-2036).* chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://www.mfed.gov.ki/sites/default/files/KIRIBATI%20YEAR%20VISION%202016-2036%20.pdf

³ *Kiribati National Infrastructure Investment Plan (2022-2032).* <https://www.theprif.org/document/kiribati/national-infrastructure-investment-plans/kiribati-national-infrastructure>



Government of Kiribati also supports improved partner capacity to understand and assess proposals from development partners to achieve quality outcomes.

ASSIGNMENT OBJECTIVE AND SCOPE OF SERVICES

The Australian Government, through the Pacific Aviation Section in the Department of Foreign Affairs and Trade (DFAT), has agreed to support the Government of Kiribati to prepare a new 20-year community, sustainable and commercial masterplan for both CXI and TRW, as well as a phased implementation plan for investments at both airports. Ideally, the investment plans developed under the masterplan may assist the World Bank and Government of Kiribati to reach agreement on new investments at CXI. It is expected that the masterplan will also guide potential future donor infrastructure investments.

The assignment will be conducted in two parts. An initial phase will focus on:

- a) *A desktop review of existing documentation* including:
 - i. TRW and CXI airport masterplans developed as part of the Kiribati Transport Sector Strategic Development Plan (2013);
 - ii. World Bank KAIP project documents, including detailed design for works undertaken and implementation completion reports;
 - iii. Maps and records of current land uses, built form and natural features at the TRW and CXI airports and their surroundings including the layout of existing terminal buildings and other facilities at each airport;
 - iv. Preparatory work undertaken or commissioned by the World Bank associated with the planned Kiritimati multisectoral economic development program, particularly the initial phase of work which is expected to involve upgrades to CXI;
 - v. Current land use planning and development controls applicable to each airport and its environs. The Consultant shall not be required to carry out additional topographical survey work in order to prepare the masterplans;
 - vi. Obstacle Limitation Surfaces (OLS) areas together with Procedures for Air Navigation Systems Operation Surfaces (PANS-OPS) and noise exposure forecast mapping applicable at each airport;
 - vii. Relevant Kiribati Government policies, and other relevant studies and strategies likely to be of significance to the future planning and development of the TRW and CXI airports.
- b) *Tarawa (Bonriki)*. For TRW, the consultants will:
 - i. *Develop forecasts of passenger and cargo traffic for the next 20-year period, with a detailed forecast for the first 10 years.* The forecast should include numbers of domestic and international passenger arrivals and departures, freight estimates, number of aircraft movements and the type of aircraft which will be operated. The forecast should project low/medium/high passenger forecasts with influencing factors identified that are then monitored year on year to trigger demand for next phase activity. This will require predicting changes in demand, including potential new airline operators and routes, beyond usual planning horizons. The consultant shall consult with all relevant Government of Kiribati departments, travel agents and the aircraft operators in the region who currently use or may in the future use the airport, as well as community representative groups (as directed by Government of Kiribati).



Australian Government

Department of Foreign Affairs and Trade

- ii. *Airport Capacity*: Assess the capacity of both TRW to support the increase in aircraft movements, passengers and freight needs given current aprons/taxiways, terminals, freight facilities, car parking, ground access and other associated infrastructure:
 - within existing footprint;
 - with expanded footprint (less any land reclamation), based on advice from Government of Kiribati on what is feasible
- iii. **s 33(a)(iii), s 33(b)**
- iv.
- v. *Air traffic control*. Undertake an assessment of existing air traffic control infrastructure and communication/navigation/ surveillance (CNS) systems to identify potential investments based on traffic forecasts to support future air traffic demand
- vi. *Future land use*. Assess the impact of potential airport expansion to meet national service delivery expectations against current and future urban planning. This will need to consider community impacts of air transport growth particularly factors like aircraft noise, airspace protection and hazard of aircraft operations, as well as the potential for future urban growth and encroachment.
- vii. *Climate change, disaster resilience, and environmental sustainability*. Assess the likely impact on current and future aerodrome operations, including risks of sea level rise and erosion. Consider options to improve the sustainability of operation such as, for example, options for operations to be supported through renewable power and recycling water runoff.
- c) *Kiritimati island (Cassidy)*. For CXI, the consultants will undertake a similar analysis as conducted for TRW in paragraph b(i)-b(vii) above. This is expected to draw on preliminary analytical work that will be undertaken or commissioned by the World Bank associated with the planned Kiritimati multisectoral economic development program, particularly to assist with identifying broad priorities for upgrades to CXI. As the World Bank is expected to be the main financier for CXI infrastructure, the consultants will be expected to liaise closely with World Bank counterparts and any consultants engaged by the Bank. The consultants will also need to work closely with GoK counterparts to avoid risks of duplication or consultation fatigue with this more extended assessment.
- d) *CXI runway assessment*. The consultants will assess the status of CXI runway, in consultation with GOK counterparts. This is expected to be undertaken within 6 weeks of mobilisation in order to help inform World Bank project preparation.
- e) *Community priorities*. Consultations with community groups and other stakeholders, including women, people with disabilities, the elderly and youth, will be required to ensure future planning is responsive to community priorities and Kiribati cultural norms. This will include, although not be limited to, considering appropriate facilities for farewelling and meeting passengers, car parking, sanitation facilities, and **discreet disembarkation channel for family violence victims arriving from the**



- outer islands.). Records of community and stakeholder consultations shall be kept and included in the final report.
- f) *Economic Opportunities*. Consider future growth and economic opportunities at both TRW and CXI, including scope for AKA to potentially strengthen revenue through concessions or leases to private businesses, including women-owned businesses, to provide services for passengers and other airport users. Consideration should also be given to increased tourism and transport services to support cross-cutting economic development.
 - g) *Inclusion*. Consider inclusive and accessible spaces for all. This could include inclusion and design principles, particularly for people with disabilities (such as physical access, signage, assistance services, security, safety, information, emergency arrangements), with reference to international regulations and guidelines.
 - h) *Local participation*. With a view to maximising participation by local Kiribati firms, undertake a market analysis of the capacity of local firms – as well as constraints – to contract, sub-contract, or otherwise participate in potential future airport investments. This will include consultations with quality firms currently working on major Australian Government and multilateral funded projects in Kiribati.
 - i) Identify potential *financing options*, including donor financing already secured, required Government financing, and associated financial implications. The consultant will not, however, undertake any negotiations or provide any commitments regarding future support by any partners.

Based on assessments undertaken, a second phase will:

- a) Support AKA to develop *vision statements* for the sustainable development of each airport and its environs that will guide future growth of associated commerce and business;
- b) Identify *immediate short-term investments* that could support improved aerodrome operations, **s 33(a)(iii), s 33(b)** well as potential “quick wins” to give confidence to the Government of Kiribati and local communities regarding international partners’ commitment to continuing assistance for airport operations. Cost estimates for priorities will be provided.
- c) *Formulate new 20-Year masterplans for TRW and CXI airports*. Masterplans will include:
 - i. *Prioritised investment plans* outlining infrastructure upgrades required to enable continued growth and development (both aviation and non-aviation) of both airports for the most likely scenario for the next 10 years. Cost estimates will be provided.
 - ii. *Layouts for longer-term investments* at both airports that can support a coordinated and phased approach to investments in the context of longer-term urban planning at both locations. Drawings shall include plans for the airport and its surroundings, a larger scale plan of the airport itself and a plan of the operations area, including the apron, terminal, control tower, hangar precinct, etc, giving greater details of the area. Detailed design of any investments proposed under the masterplan, however, will not be part of this assignment and will be undertaken separately following agreement between the Government of Kiribati and relevant donor partners on investment priorities.
 - iii. An *outline of constraints and strategic risks* associated with the operational, management, or other recommendations developed as part of the Plans.



Australian Government

Department of Foreign Affairs and Trade

The Community, sustainable, commercial Master Plans should be of a standard sufficient to enable the Government of Kiribati to use them to engage with the World Bank to refine priorities for further improvements at CXI airport under the Bank's proposed new financing package for Kiritimati Island. All outputs and reports delivered by the Consultant shall be practical, for implementation by the Government of Kiribati. The Consultant shall give careful consideration to the format and style of the reports to ensure they are focused, concise, and appropriate to the size and scale of the aviation sector and airports.

OUT OF SCOPE

The masterplanning exercise is expected to focus on CXI and TRW only, with consideration of domestic aviation in the context of providing linkages with international services.

Australia is separately providing advice to Kiribati on institutional structures in the aviation sector, capacity support to strengthen key agencies, and can potentially also provide advice on airline operations. This advisory work will not be addressed through these master plans.

Other activities that are out of scope:

- Legal or commercial advice.
- Undertaking of any negotiations or commitment for future or longer-term work on behalf of the Australian Government.
- The advisor must not engage with the media unless approved to do so in advance by DFAT.

CONSULTATION

Masterplans will need to include inputs from a wide variety of stakeholders. Consultation activities will be led by the Government of Kiribati. The implementing Ministry will work closely with the consultant to ensure consultation with relevant Government of Kiribati ministries, aviation authorities and key stakeholders as well as local communities. Close coordination with the World Bank will also be required, especially given the Bank's historical role as the lead donor partner in the aviation sector in Kiribati.

REPORTING ARRANGEMENTS

The contractor will report to DFAT's Pacific Aviation sector, which is financing this assignment on behalf of the Government of Kiribati. Prior to sharing any drafts or other reports, the consultant will seek approval from DFAT which will consult as necessary with Government of Kiribati counterparts.

The contractor's engagement with stakeholders in Kiribati will be under the direction of, and coordinated by, the Ministry of Information Communication, and Transport (MICT). MICT is considering chairing a steering committee of relevant government agencies to coordinate engagement.

DELIVERABLES

Anticipated deliverables are set out in the table below. It is expected that this assignment will be conducted over a period of about 32 weeks. Proposed timing reflects the fact that consultation with Ministers on the proposed masterplan will be required, which will likely only be possible following Parliamentary and Presidential elections in Kiribati later in 2024. Based on their expertise, the Consultant may suggest modifications to the schedule and the scope of services which shall be mutually agreed.



KIRIBATI AVIATION MASTERPLAN DELIVERABLES			
No	Item	To be completed at	Payment Milestone
1	Implementation plan following an inception meeting with DFAT and Kiribati MICT that includes a detailed work program and any proposed revisions.	Week 2 after mobilizing	10% On DFAT approval
2	CXI runway technical assessment completed and report submitted	Week 6	5%
2	Baseline Data Report following initial consultations in Kiribati to include assessments of: <ul style="list-style-type: none"> • Desktop review of existing documentation • Demand forecast • Airport capacity to meet forecasts • Airport safety needs • Airport security needs • Future land use • Climate change, disaster resilience, and environmental sustainability • Community priorities • Economic opportunities • Inclusion • Scope for local participation • Possible financing options For CXI, this report is expected to be undertaken in close coordination with the World Bank and draw from preliminary work undertaken or commissioned by the Bank.	Week 12	15% On DFAT approval
3	Draft masterplans for TRW and CXI including: <ul style="list-style-type: none"> • Long term vision statements for sustainable business development at the airports • 20- year masterplans plans with <ul style="list-style-type: none"> ○ Immediate/short terms needs and costings ○ Prioritised and costed 10-year investment plans ○ Layouts for longer-term priorities • An outline of constraints and strategic risks 	Week 18	20% On DFAT approval
4	Presentation of findings and discussion of options through a series of stakeholder and community workshops in both Tarawa and Kiritimati	Week 24 <i>Can occur only once a Government in place after elections</i>	20% On DFAT approval
5	Confirmed Masterplans for TRW and CXI submitted, reflecting advice from Government of Kiribati and other stakeholders	Week 30	20% On DFAT approval



KIRIBATI AVIATION MASTERPLAN DELIVERABLES			
No	Item	To be completed at	Payment Milestone
6	<p>Final Report reporting on all aspects of the assignment, including an assessment of lessons learned, training/capacity building undertaken as part of the assignment, and an executive summary for key decision makers.</p> <p><i>DFAT and Government of Kiribati shall have not less than 30 days to review the Draft Final Report and provide comment to the Consultant.</i></p>	Week 32	10% On DFAT approval

Each deliverable will be reviewed by DFAT representatives in consultation with counterparts from Kiribati MICT (formal acceptance shall be determined by DFAT).

EXPERTISE REQUIREMENTS

The firm engaged for the consultancy should demonstrate an understanding of: (a) air transport sector policy and planning, including economic analysis and financing; (b) the aviation industry and Pacific travel markets; (c) the Pacific air transport regulatory environment; (d) airport master plan development; (e) similar developing country contexts, particularly small island developing states in the Pacific.

Key experts proposed as members of the consulting team should have at least 7 years of relevant professional experience, including at least 5 years of relevant experience in the air transport sector, and should have conducted similar studies or master planning project(s) in similar small developing country contexts. Any subsequent changes of experts or hiring of additional resources by the consulting firm will be with prior DFAT consent.

PROCUREMENT METHODOLOGY

Procurement will be limited to invited firms from the DFAT Capital Infrastructure Services Panel (Client-side project management). Procurement shall be based on a single step Quality and Cost Based Selection (QCBS) methodology with technical and policy criteria being weighted at 80% and financial criteria at 20%. Proposals will be reviewed in accordance with the following tender evaluation criteria:

Evaluation Criteria	Weighting %
1. Technical proposal outlines the methodology and scope that will be used to deliver the SORs	30
2. Technical proposal outlines the capability, qualifications and technical experience of the supplier (and any partners/subcontractors), particularly the proposed Team Leader	50
3. Project Timeline outlines the approach and workplan for completing the Statement of Requirements within the allocated timeframe of 32 weeks	10
4. Statement that outlines the supplier's understanding of the role of policies relating to Gender Equality, Diversity and Social Inclusion (GEDSI) and Preventing Sexual Exploitation, Abuse and Harassment (PSEAH) in supporting sustainability in aviation in the Pacific, and how these policies will inform your approach	10



Bids should include the following:

Section 1 – Technical Proposal

- The details of the firm / consortium partners.
- The CVs for the experts to be mobilised for the exercise.
- The methodology, work plan and deliverables to be submitted. The work plan should identify the split between on-site and off-site engagement.
- The duration of the exercise and how the time would be split between the different outputs required for the assignment.

Section 2 – Financial Proposal

- Consultancy fee and the payment schedule.

Section 3 – Statement regarding GEDSI and PSEAH

- Understanding of the role of GEDSI and PSEAH policies in supporting sustainable aviation in the Pacific
- How these policies will inform your approach.