

# Transport Sector Plan 2014 – 2019



## Volume I

*“A Transport Network to Future Prosperity”*

## Foreword

I am pleased to present the Transport Sector Plan for the period 2014-2019. This Plan is the first for the sector and provides a coordinated planning framework that promotes a whole of Government perspective in the prioritisation and funding of investment in the transport sector for the next five years.

Samoa's vulnerability to natural disasters is a major concern given that about 70 percent of our population and transport infrastructure, including the main international airport and seaport, are located in low lying coastal areas. The key goals and strategies of the Plan are a direct response to this vulnerability to minimise infrastructure damage and disruptions to the movement of people, goods and trade; to improve safety and security consistent with best practices for all transport service providers and users; to improve efficiency and competitiveness including outsourcing to and partnerships with the private sector; to ensure increased and sustainable funding for transport infrastructure maintenance and; to integrate environmental sustainability, climate change adaptation and energy efficiency into all transport infrastructure planning, design and construction.

Government regards an efficient, highly coordinated and well managed transport system to be an essential pre-requisite for sustained economic growth. The Transport Sector Plan provides the necessary whole of sector framework to guide the development and funding of the sector in the next five years that is consistent with this general policy objective.

As Minister responsible primarily for the Transport Sector, I will take particular interest to ensure that our Development Partners, our partners and stakeholders in the private sector as well as our communities will continue to be involved in the ongoing development of the transport sector and to contribute to the monitoring and evaluation of this important Plan.



Hon. Manu'alesagatala Enokati Posala  
**MINISTER OF WORKS, TRANSPORT AND INFRASTRUCTURE**

## Transport Sector Framework 2014 – 2019

**Vision** *“Sustainable, safe, secure and environmentally responsible transport network that supports Samoa’s economic and social development and contributes to improving the quality of life for all Samoans.”*

**Key Goals**

*Goal 1: Strengthen transport sector governance framework*

*Goal 2: Improve, sustain and climate proof road transport network*

*Goal 3: Improve effectiveness, safety, security and competitiveness of maritime services*

*Goal 4: Upgrade the capacity, safety and security of air transport services*

*Goal 5: Ensure environmentally sustainable, energy efficient and socially responsible transport sector*

**National Coordinating Body** *Transport Sector Steering Committee (TSSC)*

**Key Implementing Agencies**

*Ministry of Works Transport and Infrastructure (MWTI)*  
*Land Transport Authority (LTA)*  
*Samoa Airport Authority (SAA)*  
*Samoa Ports Authority (SPA)*  
*Samoa Shipping Corporation (SSC)*  
*Ministry of Finance (MOF)*

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## Table of Contents

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Foreword.....	ii
Transport Sector Framework 2014 – 2019 .....	ii
List of Figures and Tables.....	v
Transport Sector Snapshot .....	vi
List of Acronyms.....	vii
Executive Summary.....	ix
Chapter 1: Introduction .....	1
1.1 Overview and Background .....	1
1.2 Methodology.....	2
1.3 Purpose of this Plan .....	3
Chapter 2: Sector Framework of Action 2014-2019 .....	4
2.1 Sector Vision .....	4
2.2 Sector Development Principles.....	5
2.3 Goals and Outcomes .....	5
2.4 Sector Framework of Action .....	6
Chapter 3: Sector Implementation Modalities .....	15
3.1 Sector Governance Structure.....	15
3.2 Sector Stakeholders and Clients .....	17
3.3 Sector Capacity Building Development.....	18
Chapter 4: Sector Resource Requirements.....	20
4.1 Overview .....	20
4.2 Sector Costing Process .....	20
4.3 Recurrent Costs of Key Sector Agencies .....	20
4.4 Costing of Sector Action Plan.....	21
4.5 Sector Resourcing Mechanisms .....	22
4.6 Rolling Medium Term Expenditure Framework.....	23
Chapter 5: Sector Monitoring and Evaluation .....	25
5.1 Overview .....	25
5.2 Sector Monitoring and Review Process .....	25
5.3 Sector Performance Monitoring Framework.....	26
5.4 Sector Risk Monitoring Framework .....	27
Chapter 6: Conclusion and Way Forward .....	29
Annex 1: TSSC Terms of Reference .....	30

## List of Figures and Tables

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Figure 1: Transport Sector Institutional Framework.....	16
Table 1: SDS 2012-2016 Key Priorities .....	4
Table 2: Transport Sector Goals & Outcomes.....	5
Table 3: Sector Action Matrix 2014 – 2019.....	7
Table 4: Sector Roles and Responsibilities.....	17
Table 5: Summary Estimates for New Sector Initiatives, 2013/14 - 2018/19.....	21
Table 6: Indicative Sector Resources by Source: 2013/14 - 2018/19 .....	22
Table 7: Funding Gaps for New Sector Initiatives: 2013/14 - 2018/19.....	23
Table 8: Integration of Sector Goals, Programmes & Agency Budgets.....	24
Table 9: Sector Key Performance Indicators.....	26
Table 10: Sector Risk Management Matrix.....	27

***All amounts in the report are in Samoan Tala unless otherwise indicated***

## Transport Sector Snapshot

- Roads**
- **Road Network: (2012)<sup>1</sup>**
    - **Total:** 1152Km
    - **Class 1 roads** = 476Km
    - **Class 2 roads** = 179Km
    - **Class 3 roads** = 497Km
  - **Registered Vehicles: (2012)**
    - **16,396**
- Ports**
- **Port Network: 5**
    - **Aleipata** – new small wharf and slipway intended for vessel maintenance and cargo transport to and from American Samoa (seldom used);
    - **Apia** – main port of entry for international trade and sea travel;
    - **Asau** – small “international” port on north west coast of Savaii (seldom used);
    - **Mulifanua** - main wharf and ferry terminal on Upolu for domestic passenger, cargo and vehicle transport to Savaii;
    - **Salelologa** –wharf and ferry terminal on Savaii for domestic passenger, cargo and vehicle transport to Upolu;
  - **International Arrivals: (2013)<sup>2</sup>**
    - 5,335 passenger arrivals (2,502 or 47 percent visitor arrivals)
  - **Trade Volumes: (2012)**
    - 11,600 containers (twenty foot equivalent units - TEUs) imported;
    - 75,200 revenue tonnes of fuels imported;
    - 54,850 revenue tonnes of break bulk cargo imported;
    - 12,400 containers (TEUs) exported (about 95percent of which were empty);
    - 7,700 revenue tonnes of break bulk cargo exported.
- Airports**
- **Airport Network: 4**
    - **Paved runways**
      - ✓ Faleolo International Airport (3000m) the main port of entry for air travel and freight;
      - ✓ Fagalii Airport (under 914m) used mainly for international flights and freight to American Samoa and some domestic flights;
      - ✓ Asau;
      - ✓ Maota.
  - **International Arrivals: (2013)<sup>3</sup>**
    - 157,542 passenger arrivals (122,171 or 81 percent visitor arrivals<sup>4</sup>).

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<sup>1</sup> Source: LTA estimates

<sup>2</sup> Source: STA – based on Central Bank of Samoa definition a tourist to Samoa is a person who normally resides abroad and is visiting Samoa for a period of more than 24 hours and less than 12 months. Thus arrivals do not include cruise ship passengers who tend to stay for less than 24 hours in Samoa; however their spending is estimated and added to the balance of payments.

<sup>3</sup> Source: SAA Annual Report 2011 - includes all arrivals through the major airlines including Polynesian Blue (Virgin Samoa), Air Pacific (Fiji Airways), Air New Zealand, Polynesian Airlines, Inter Island, and other carriers.

<sup>4</sup> Samoa Bureau of Statistics, *Monthly Arrival and Departure by Mode of Travel and Net Migrations*.

## List of Acronyms

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ACC	Accident Compensation Corporation
ADB	Asian Development Bank
OAG	Office of the Attorney General
ATO	Authorised Traffic Officers
AusAID	Australian Agency for International Development
CAD	Civil Aviation Division (of MWTI)
CBA	Central Business Area/Cost Benefit Analysis
CDC	Cabinet Development Committee
CEO	Chief Executive Officer
CRWCR	Enhancing the Climate Resilience of the West Coast Road [Project]
EIB	European Investment Bank
ERAP	Enhanced Road Access Project
EU	European Union
FY	Financial year (1 Jul to 30 Jun)
GDP	Gross Domestic Product
IA	Implementing Agency
IAMP	Infrastructure Asset Management Plan
IATA	International Air Transport Association
ICAO	International Civil Aviation Organisation
IDA	International Development Association
IMO	International Maritime Organisation
ISIC	International Standards on Industrial Classification
ISPS	International Ship and Port Facility Security
JICA	Japan International Cooperation Agency
LTA	Land Transport Authority
MEF	Monitoring and Evaluation Framework
MFAT	Ministry of Foreign Affairs and Trade
MNRE	Ministry of Natural Resources and Environment
MOF	Ministry of Finance
MTEF	Medium Term Expenditure Framework
MWTI	Ministry of Works, Transport & Infrastructure
NGO	Non-Governmental Organization
NISP	National Infrastructure Strategic Plan
NPSO	National Private Sector Organization of Samoa
NZCAA	NZ Civil Aviation Authority
PACERPlus	Pacific Agreement of Closer Economic Relations Plus
PASO	Pacific Aviation Safety Office
PFL	Pacific Forum Line
PFMR	Public Finance Management Reform
PICTA	Pacific Island Countries Trade Agreement
PPD	Planning and Policy Division (of MWTI)
PSC	Project Steering Committee
PSIP	Public Sector Investment Plan

PUMA	Planning and Urban Management Agency (of MNRE)
SAA	Samoa Airport Authority
SDS	Strategy for the Development of Samoa
SIAM2	Second Infrastructure Asset Management [Project]
SLC	Samoa Land Corporation
SOE	State Owned Enterprise
SOEMD	State Owned Enterprise Monitoring Division (of MOF)
SPA	Samoa Ports Authority
SSC	Samoa Shipping Corporation
STA	Samoa Tourism Authority
SUNGO	Samoa Umbrella of Non-governmental Organisations
TA	Technical Assistance
TEU	twenty foot equivalent unit
TSCU	Transport Sector Coordinating Unit
TSP	Transport Sector Plan
TSSC	Transport Sector Steering Committee
UNFCCC	United National Framework Convention on Climate Change
WB	World Bank
WCR	West Coast Road
WTO	World Trade Organisation



## Executive Summary

Samoa's small size, with a land area of 2,820 square kilometres and a population close to 200,000 imposes diseconomies of scale and other constraints to its development efforts. External and internal transport costs are relatively high due to remoteness from major centres of trade and commerce (including tourism) and the cost of imported fuels. These costs are further compounded by the small and unbalanced cargo flows with a high merchandise deficit estimated at 50 per cent of GDP (gross domestic product) between April 2012- March 2013. On the other hand, Samoa is geographically compact by Pacific standards with its two main islands accounting for nearly the entire land area therefore facilitating internal transport and public service delivery. Samoa is vulnerable to natural disasters, particularly tropical cyclones, storm surges, flash floods, earthquakes and tsunamis which is a major concern because it is estimated that 70 per cent of the country's population and infrastructure, including the main international airport, are located in low lying coastal areas.

The development of the Transport Sector Plan (TSP) is one of the key economic infrastructures to support socio-economic development as articulated in the Strategy for the Development of Samoa (SDS) 2012 – 2016. This is in line with the sector-wide planning approach adopted by Government to provide a coordinated and cohesive planning framework that enables a whole of Government perspective in the prioritisation and funding of investment in the transport sector. This approach is supported by a consistent policy and regulatory regime that ensures efficiency, safety and sustainability in the construction, maintenance and use of physical transport infrastructure and services.

### **Purpose of the Plan**

The Transport Sector Plan 2014 – 2019 is the first for Samoa. The review of sectoral performance in the past five years and analysis of development issues, challenges and opportunities, have informed the setting of key objectives, policies and strategies to guide the development of the sector in the next five years. The plan provides a prioritised investment programme for the sector with estimates of the financial and human resources required to implement it.

The TSP is in two volumes with **Volume I** – outlining the main framework of action for the plan and **Volume II** – highlighting key analysis and trends used in formulating the TSP.

### **Sector Performance Review**

Samoa has a good transport infrastructure with an extensive network of roads, a high road density in inhabited areas and strategically located ports and airports throughout the country. The road network provides good access for communities in terms of connectivity, and is generally in good condition, with over half of the total network and all major roads paved.

The maritime sector plays a key role in the national economy supporting tourism, inter-island and international commerce and trade and inter-island (and limited international) travel for social, cultural, educational and medical reasons. Fixed infrastructure is generally in good condition, appropriate for current needs, with capacity to absorb further growth.

The Scoping Study undertaken in 2012 for the Apia Port noted that international container ship arrivals at Apia had reduced from 174 in 2008 to 75 in 2012. This was due to shipping lines rationalising services,

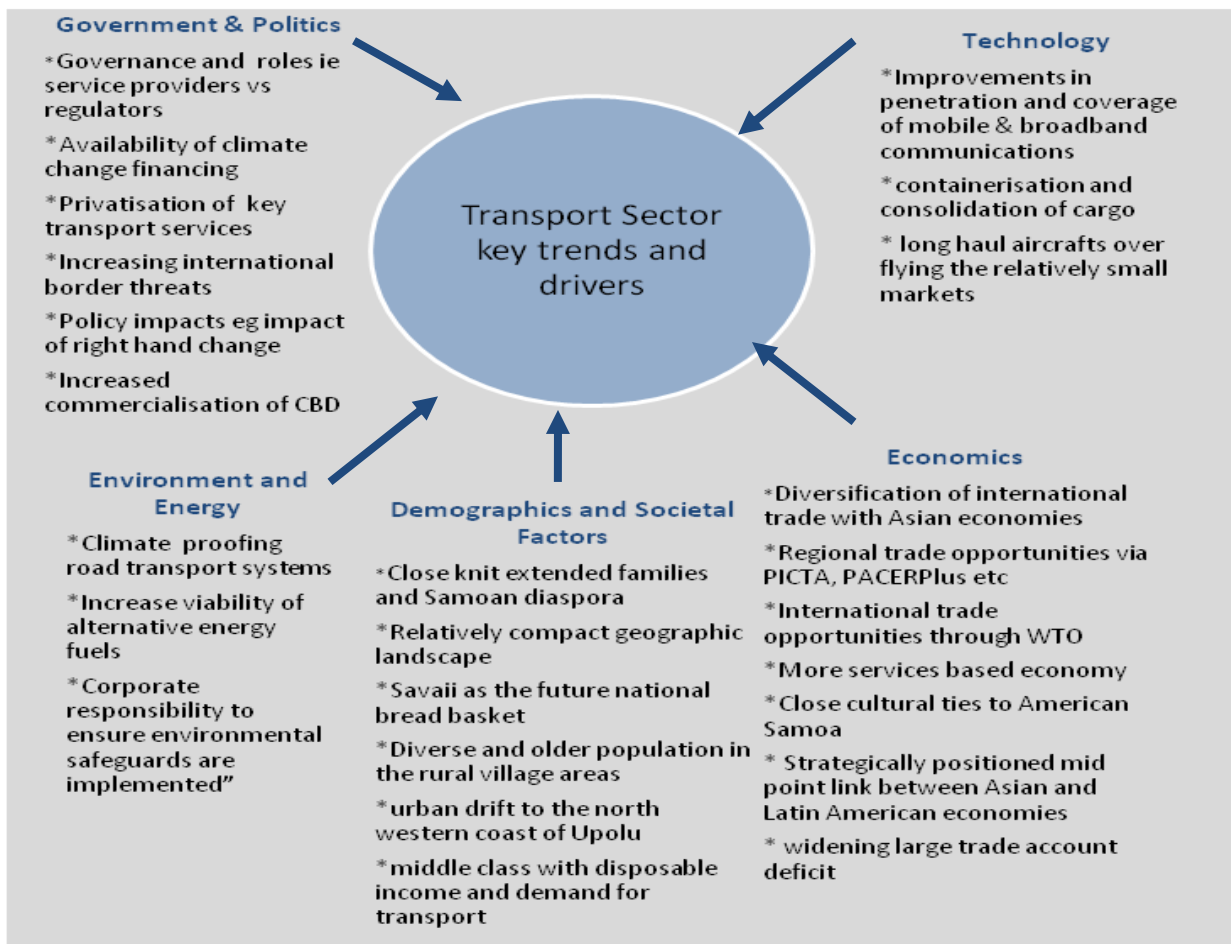
the formation of consortium alliances and decisions to trans-ship freight destined to the Central Pacific through Fiji.

Overall, existing airport infrastructure is in good condition, meets relevant international standards, and can also absorb further growth. The Samoa Airport Authority (SAA) has an ongoing programme of investment focused on meeting international safety and security requirements, and improving navigational aids and airport facilities.

The number of passengers arriving through the airports has increased by 14 percent from 132,200 in 2005 to 157,542 in 2013 with the increase mainly from visitors who were here on holiday/ vacation and those who were here to visit friends and relatives. Average arrivals per month in 2013 were 13,573.

### Sector Trends and Challenges

Stakeholder consultations revealed a number of emerging trends that are likely to influence the development priorities and performance of the transport sector during the next 10 years. These trends are primarily driven by Government decisions and politics, technology, increased economic integration and trade, demographic and societal factors and by environmental and energy considerations.



Stakeholders also commented on the need to strengthen policy and regulations frameworks for the sector, institutional capacities and capabilities including in the important area of human resources.

Improving the management of existing infrastructure and investing in improved quality and standards, safety and security compliance, efficiency and sustainability were clear priorities from consultations. Providing adequate and sustainable funding for transport infrastructure construction and maintenance is a major challenge in the public sector because of budget constraints and competing demands from other sectors. Other major challenges include the need to integrate environmental sustainability, climate change adaptation and disaster risk mitigation into all transport infrastructure planning, design and construction.

**Sector Framework of Action 2014 - 2019**

The vision of the sector is to ensure ***“Sustainable, safe, secure and environmentally responsible transport network that supports Samoa’s economic and social development and contributes to improving the quality of life for all Samoans.”***

This vision will be pursued through the following **five key goals and outcomes:**

Goal	Key Outcome
<b>1: Strengthen transport sector governance framework</b>	1.1 – efficient and effective policy, legislative, regulatory and institutional framework for transport sector
<b>2. Improve, sustain and climate proof the road transport network</b>	2.1 – construct and maintain road network to acceptable engineering standards 2.2 – increased safety and efficiency of road transport system 2.3 – road transport system which accommodates all road users 2.4 – improved management of traffic on the road network
<b>3: Improve effectiveness, safety, security and competitiveness of maritime services</b>	3.1 – improved safety, security systems and compliance for all ports and other maritime related services. 3.2 Improved operational efficiency and financial performance of maritime agencies
<b>4: Upgrade the capacity, safety and security of air transport services</b>	4.1 – expanded international air transport infrastructure that meets international safety and security standards 4.2 – improved domestic air transport infrastructure and services that meet national safety and security standards

**5: Ensure environmentally sustainable, energy efficient and socially responsible transport sector**

5.1 – environmentally sustainable, energy efficient and socially responsible transport infrastructure and services

**Sector Implementation Modalities**

Transportation infrastructure and services in Samoa are provided by a combination of public and private service providers often in an uncoordinated manner. The multi-faceted nature of the transport sector means that cooperation and exchange of information among sector agencies and with private sector service providers are often difficult and unproductive.

An effective coordinated and collaborative framework for the sector is therefore critical to the successful implementation of the TSP. The role of the Project Steering Committee (PSC) appointed to lead the preparation of the Plan should be broadened to a Transport Sector Steering Committee (TSSC) with membership expanded to include representatives of key users of the transport network and private service providers.

**Sector Resource Requirements**

The estimates of expenditures for the sector action programme for the period 2013/2014 – 2018/2019 focus on key capital and new capacity building investments needed to achieve the five key sector goals of (i) improving, sustaining and climate proofing the road network, (ii) improving effectiveness, safety, security and competitiveness of maritime services, (iii) upgrading the capacity, safety and security of air transport services, (iv) strengthening the transport sector governance framework and (v) ensuring an environmentally sustainable, energy efficient and socially transport sector.

The planned delivery of these new initiatives will cost an estimated **\$658.65** million as summarised below:

**Summary Estimates for New Sector Initiatives, 2014/2015 to 2018/2019**

Goal	Estimated Costs (SAT, 000)					Total Cost
	2014-15	2015-16	2016-17	2017-18	2018-19	
<b>1 Strengthen transport sector governance framework</b>	170	170	170	170	170	850
<b>2.Improve, sustain and climate proof the road transport network</b>	102,115	122,315	123,865	103,665	98,665	550,625
<b>3: Improve effectiveness, safety, security and competitiveness of maritime services</b>	3,000	4,650	5,307	4,987	4,667	22,610

<b>4: Upgrade the capacity safety and security of air transport services</b>	-	12,820	25,000	23,000	23,000	83,820
<b>5: Ensure environmentally sustainable, energy efficient and socially responsible transport sector</b>	150	150	150	150	150	750
<b>Total Cost</b>	<b>105,435</b>	<b>140,105</b>	<b>154,492</b>	<b>131,972</b>	<b>126,652</b>	<b>658,655</b>

### **Sector Monitoring and Evaluation**

The Transport Sector Plan currently has five goals to achieve, through 10 key outcomes. The implementation of the TSP will be the responsibility of the Transport Sector Coordination Unit (TSCU) to be established within the Ministry of Works, Transport and Infrastructure (MWTI).

The TSP will be responsible to the Transport Sector Steering Committee (TSSC) through the CEO of MWTI. The TSSC reports to the Cabinet Development Committee (CDC) chaired by the Prime Minister. The CDC membership includes Cabinet Ministers and Chief Executive Officers (CEOs) and General Managers of relevant ministries and government agencies.

### **Way Forward**

The Transport Sector Plan sets out the key strategies and priority objectives for Samoa's transport network for the next five years and sets the platform for longer term development beyond 2019. The focus now is to provide an integrated approach to the implementation of key priority initiatives identified and to ensure appropriate monitoring and evaluation mechanisms are established to allow performance and impact assessment.

## Chapter 1: Introduction

### 1.1 Overview and Background

- a. Samoa's small size, with a land area of 2,820 square kilometres and a population close to 200,000 imposes diseconomies of scale and other constraints to its development efforts. External and internal transport costs are relatively high due to remoteness from major centres of trade and commerce (including tourism) and the cost of imported fuels. These costs are further compounded by the small and unbalanced cargo flows with a high merchandise deficit estimated at 50 percent of GDP (gross domestic product) between April 2012 - March 2013, (Asian Development Bank - ADB). On the other hand, Samoa is geographically compact by Pacific standards with its two main islands accounting for nearly the entire land area therefore facilitating internal transport and public service delivery. Samoa is vulnerable to natural disasters, particularly tropical cyclones, storm surges, flash floods, earthquakes and tsunamis which is a major concern because it is estimated that 70% of the country's population and infrastructure, including the main international airport, are located in low lying coastal areas.
- b. The development of the Transport Sector Plan (TSP) is one of the key economic infrastructures to support socio-economic development as articulated in the Strategy for the Development of Samoa (SDS) 2012 – 2016. This is in line with the sector-wide planning approach adopted by the Government of Samoa, to provide a coordinated and cohesive planning framework that enables a whole of government perspective in the prioritisation and funding of investment in the transport sector. This approach needs to be supported by a consistent policy and regulatory regime that ensures efficiency, safety and sustainability in the construction, maintenance and use of physical transport infrastructure and services. This approach is part of government's response to proactively (and systematically) address challenges and emerging trends that are likely to influence the development and performance of the transport sector in the next five to ten years and in the longer term.
- c. The transport sector is one of the 14 key sectors of the Samoan economy and comes under the Infrastructure Broad Sector. The transport sector covers land, maritime and air transport which is consistent with the categorisation under the International Standards on Industrial Classification (ISIC). The Ministry of Works, Transport and Infrastructure (MWTI) is the lead agency in the sector and is primarily responsible for policy, planning and regulatory functions and oversight of the sector. Other agencies in the sector are the Samoa Airport Authority (SAA), the Land Transport Authority (LTA), the Samoa Ports Authority (SPA) as well as public and private operators of maritime (shipping) and aviation (airline) services.
- d. Government regards an efficient and highly coordinated transport system as a vital pre-requisite for sustained economic development. It provides essential infrastructural support that increases the productivity and efficiency of Samoa's economy and plays a significant role in national integration. One of the key policy priorities of the Samoa Government is to support the development of the private sector to enable it to take a lead role in the development of the national economy. In addition to providing a stable macroeconomic environment, the development of the private sector will be further supported through ongoing investment in economic infrastructure of which transport is a high priority.

- e. The development of the transport sector is part of the Public Finance Management Reform (PFMR) Plan. SDS 2012 – 2016 provides the overarching strategic planning goals, priorities and performance indicators for the transport sector. The strategic goals for the transport sector set by the SDS are summarised below:
- Develop a Transport Sector Plan linking road network plans with port and airport development priorities;
  - Enforce construction standards for roads and drainage including pedestrian safety and climate resilience;
  - Develop, upgrade and maintain port and airport terminal facilities as well as other related services;
  - Improve safety and security systems for all ports and airports;
  - Ensure efficient management and coordinated service delivery in compliance with international safety standards;
  - Integrate best practice climate change resilience measures into the design and planning of all transport networks and;
  - Ensure integrated development efforts with other utility services.
- f. The National Infrastructure Strategic Plan (NISP) developed in 2011 outlines the government’s priorities and strategic directions for developmental activities and investments in economic infrastructure. The NISP provides details of infrastructure initiatives with national significance for the period 2011-2015 and broad directions only for infrastructure development for the five year period beyond 2015. The priority transport related infrastructure identified in the NISP has been reviewed to determine the priority listing of sector-related investments for the TSP period.

## 1.2 Methodology

- a. The methodology adopted for the development of the Transport Sector Plan included the following:
- **Document Review`** was the principal source of data collection. Documents reviewed (see *Volume II - Appendix 1*) included the SDS, the strategic/corporate plans of transport sector agencies, annual reports and financials, annual budgets and actual expenditures, as well as sector-related studies and reports undertaken by development partners and multi-lateral institutions, project documents, and progress and completion reports related to the sector.
  - **Stakeholder Consultations.** These were at three levels. Individual meetings were held with CEOs and senior management personnel of key sector ministries and agencies to inform the review of the main issues and challenges facing each sub-sector (aviation, maritime and land transport) and agency, as well as to consult on their priority investment programmes for the five-year period coinciding with the TSP period. These individual meetings were followed by a meeting with members of the Project Steering Committee responsible for preparation of the TSP. This meeting focused on validating the key sector issues and challenges provided by MWTI and each of the sub-sectors and to seek broad agreement on the priority investment plans for the five-year period of the

TSP. The third round of consultations was in the form of a half day interactive workshop that brought together senior officials of the sector agencies and a number of government ministries as well as private sector representatives (who were mainly contractors and service providers as well Chamber of Commerce representatives). The full list of people consulted is shown in **Volume II - Appendix 2**.

### 1.3 Purpose of this Plan

- a. The Transport Sector Plan 2014 – 2019 is the first for Samoa. The plan reviews sectoral performance in the past five to ten years and analyses development issues, challenges and opportunities to inform the setting of key objectives, policies and strategies to guide the development of the sector in the next five years. The plan also estimates the financial and human resources required to implement the prioritised investment programme which has been formulated based on consultations with sector stakeholders.
- b. The TSP is in two volumes with **Volume I** – outlining the main framework of action for the plan and **Volume II** – highlighting key analysis and trends used in formulating the TSP.



## Chapter 2: Sector Framework of Action 2014-2019

### 2.1 Sector Vision

- a. The vision statement for the first Transport Sector Plan is:

***“Sustainable, safe, secure and environmentally responsible transport network that supports Samoa’s economic and social development and contributes to improving the quality of life for all Samoans.”***

- b. This vision describes a desirable future for the sector that is directly linked to and supportive of the national development vision in the Strategy for the Development of Samoa, 2012 – 2016 which is **“Improved Quality of Life for All”**.
- c. An efficient transport system is vital to sustain and enhance economic growth and to contribute to improved quality of life for all Samoans. The selection, funding and provision of such transport facilities and services must, however, meet the essential criteria of economic efficiency, improved safety and security of users and must be done in an environmentally sustainable manner.
- d. This policy statement is intended to set guidelines and principles for investment in, and development of, the transport sector in Samoa and for the management and coordination of transport services.
- e. In line with the national vision and with the analysis of sector performance to date and of the key challenges and emerging trends that are likely to influence the future development needs and performance of the sector, the Plan will focus on five key priority areas and 14 related outcomes to guide the development of the sector in the next five years and lay the ground work for longer term development beyond 2018. The outcomes are illustrated in **Table 1** below:

**Table 1: SDS 2012-2016 Key Priorities**

Priority Area	Name of Sector	Key Outcome
<b>1</b>	Economic Sector	1. Macroeconomic stability
		2. Re-invigorate Agriculture
		3. Revitalise Exports
		4. Sustainable Tourism
		5. Enabling environment for business development
<b>2</b>	Social Sector	6. Healthy Samoa
		7. Improved Focus on Access to Education, Training and Learning Outcome
		8. Social Cohesion
<b>3</b>	Infrastructure Sector	9. Sustainable Access to Safe Drinking Water and Basic Sanitation
		10. Efficient, Safe and Sustainable Transport System and Networks
		11. Universal Access to Reliable and Affordable ICT Services
		12. Sustainable Energy Supply

<b>4</b>	Environment Sector	13. Environment Sustainability 14. Climate and Disaster Resilience
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- f. The overarching transport sector outcome for the plan period is:  
**“Efficient, Safe and Sustainable Transport System and Networks”**
- g. The transport goals, outcomes and strategies need to be consistent with the sector vision statement and the overarching sector outcome. They also need to align with the following development principles.

## 2.2 Sector Development Principles

- a. The overarching principles of developments proposed in the plan are:
1. To harmonise sub-sector transport plans;
  2. To ensure transport projects incorporate durability, safety and climate-proofing elements in their design and construction;
  3. To improve the Samoa Economic Corridor (West Coast Road) to link Apia Port, Vaitele industrial area, Faleolo International Airport and Mulifanua Port;
  4. To improve security measures, in line with international standards, at all points of entry into Samoa;
  5. To ensure transport development projects provide sustainable solutions.

## 2.3 Goals and Outcomes

- a. There are five goals and ten related outcomes for the sector:

**Table 2: Transport Sector Goals & Outcomes**

Goal	Key Outcome
<b>1: Strengthen transport sector governance framework</b>	1.1 – efficient and effective policy, legislative, regulatory and institutional framework for transport sector
<b>2. Improve, sustain and climate proof the road transport network</b>	2.1 – construct and maintain road network to acceptable engineering standards 2.2 – increased safety and efficiency of road transport system 2.3 – road transport system which accommodates all road users 2.4 – improved management of traffic on the road network
<b>3: Improve effectiveness, safety, security and competitiveness of maritime services</b>	3.1 – improved safety, security systems and compliance for all ports and other maritime related services. 3.2 Improved operational efficiency and financial performance of Maritime agencies
<b>4: Upgrade the capacity, safety and security of air transport</b>	4.1 – expanded international air transport infrastructure that meets international safety and security standards

services	4.2 – improved domestic air transport infrastructure and services that meet national safety and security standards
<b>5: Ensure an environmentally sustainable, energy efficient and socially responsible transport sector</b>	5.1 – environmentally sustainable, energy efficient and socially responsible transport infrastructure and services

## 2.4 Sector Framework of Action

- a. The Action Plan represents the main framework for the implementation of the Transport Sector Plan 2014-2019. The tracking of implementation of the TSP will take place through the Action Plan, as well as the framework of sector indicators and targets.
- b. The Action Plan in **Table 3** contains the following elements.
  1. Sector Goals;
  2. Sector Outcomes;
  3. Sector Strategies;
  4. Sector Actions;
  5. Responsible Agencies.

**Table 3: Sector Action Plan 2014 – 2019**

Outcomes	Strategies	Actions	Projects - Existing and Pipelines	Responsible Agencies
<b>Goal 1: Strengthen transport sector governance framework</b>				
<b>1.1 Efficient and effective policy, legislative, regulatory and institutional framework for transport sector</b>	1.1.1 Enhance the governance of the sector in accordance with governing legislations and international best practices and guiding legislations.	1.1.1.1 Review key sector agency legislations and policies to rationalise the regulatory and service provision roles.	1. AG’s Office working with MWTI, LTA, SAA, SPA and SSC.	MWTI/LTA/SAA /SPA/SSC/AG
	1.2.1 Strengthen coordination and collaboration of sector agencies and relevant partners.	1.2.1.1 Formalise the role of the Transport Project Steering Committee as the national Transport Sector Steering Committee to guide the implementation of the TSP.	2. Establishment of Transport Sector Coordination Unit.	MWTI
		1.2.1.2 Establish the transport sector coordination unit within MWTI to manage the implementation of the TSP.		MWTI
		1.2.1.3 Develop and implement annual monitoring mechanisms for the sector including the MEF and MTEF.		MWTI/TSSC
	1.3.1 Enhance sector corporate capacity and management.	1.3.1.1 Develop and implement sector wide training and capacity building program to identify critical training and capacity needs of the sector.	3. Training Programs for the Sector given by respective agencies.	MWTI/LTA SAA/SPA/ SSC

<b>Goal 2: Improve, sustain and climate proof the road transport network</b>				
<b>2.1 Construct and maintain road network to acceptable engineering standards.</b>	2.1.1 Improve construction standard and supervision of road transport infrastructure.	2.1.1.1 Implement LTA annual road maintenance program.	1. LTA annual maintenance contracts.	LTA
			2. Design, Construction & Supervision of West Coast Road (Vaitele to Mulifanua Wharf).	LTA
	2.1.2 Increased and sustainable funding for road maintenance.	2.1.1.2 Allocate a minimum of \$35m annually for road maintenance budget.	3. Road maintenance budget.	LTA/MOF
	2.1.3 Strengthen the institutional capacities and capabilities of LTA and service providers to develop and maintain the road network.	2.1.2.1 Strengthen capacity of LTA to manage contracts and enforce standards for road construction and maintenance.	4. Upgrade bridges for Upolu and Savaii.	LTA
			5. All weather roads program for Savaii.	LTA
			6. All weather roads program for Upolu.	LTA
		2.1.2.2 Outsource all design, supervision and construction works to the private sector.	7. Policy decision to be implemented by LTA.	

Outcomes	Strategies	Actions	Projects - Existing and Pipelines	Responsible Agencies
	2.1.4 Develop appropriate mechanisms for climate proofing all road networks to ensure climate resilience.	2.1.3.1 Conduct a study of how to climate proof all main roads in Samoa and costed out a program for implementation of recommendations.	8. ERAP & CRWCR – climate resilience of west coast road program Study.	LTA/MNRE
			9. CRWCR – from Atone Street to Faleolo Airport.	LTA/MNRE
		2.1.3.2 Survey and gazette all roads in Samoa under LTA asset register.	10. Land compensation fund for road reserve.	LTA/MNRE/ MWTI/MOF
<b>2.2 Increased safety and efficiency of road transport services.</b>	2.2.1 Review the efficiency of public transport provision by the private sector and make actions to fix any existing problems.	2.2.2.1 LTA to report on performance of private sector contractors for services delivery.	11. LTA to report on consultant, contractor's performance.	LTA
	2.2.2 Stage the development of Samoa Economic Transport Corridor.	2.2.2.1 To continue to widen Vaitele St into four lanes from Vailoa to Vaitele Industrial area.	12. Design, Construction & Supervision of Vaitele St (Vailoa to Atone St).	LTA
		2.2.2.2 To enhance Climate Resilience of WCR4.	13. Design, Supervision and Construction of WCR (From Atone St to Faleolo)	LTA
		2.2.2.3 To repair Vaisigano Bridge and Leone Bridge to carry heavy containerised traffic.	14. Design, Construct & Supervise Vaisigano & Leone Bridge.	LTA

Outcomes	Strategies	Actions	Projects - Existing and Pipelines	Responsible Agencies
		2.2.2.4 To investigate the feasibility of new Lotosamasoni Bridge to improve heavy traffic flow from Matautu to Port to Vaitele.	15. Undertake feasibility study for design, construction & supervision of Lotosamasoni bridge and access road	LTA/MNRE
<b>2.3 A road transport system which accommodates all road users.</b>	2.3.1 Develop appropriate provisions for existing and future roads to accommodate non-motorised transport where they are appropriate.	2.3.1.1 Policy decision by LTA to implement.		LTA
		2.3.1.1 To investigate non-motorised solutions for urban roads and implement appropriate measures accordingly.	16. Undertake feasibility studies to accommodate non-motorised solutions.	LTA/MNRE
		2.3.2.1 To incorporate pedestrian facilities with disable access into road programs.	17. Road safety program for construction of footpaths.	LTA
<b>2.4 Improved management of traffic on road network.</b>	2.4.1 Reduce congestion on road network.	2.4.1.1 Enforce the use of bus stops only to load and off load passengers and enforce a system for taxis.	18. TA for police and Authorised Traffic Officers (ATO) to enforce.	LTA/Ministry of Police
		2.4.1.2 Consider a policy and system to limit the increase of vehicles.	19. TA to develop a policy to limit the number of vehicles on the road for safety purposes.	LTA
		2.4.1.3 To develop and enforced the parking control systems for public roads and Apia township.	20. Policy formulation and implementation on CBA of Apia.	LTA/MNRE

Outcomes	Strategies	Actions	Projects - Existing and Pipelines	Responsible Agencies
	2.4.2 Improve safety on road network.	2.4.2.1 Implement and enforced road safety program.	21. Continue with Road Safety Program per annum.	LTA/ACC
		2.4.2.2 Create a system for completeness and accuracy of information of vehicles and driver licenses.	22. Data base systems for Vehicle information.	LTA
<b>Goal 3: Improve effectiveness, safety, security and competitiveness of maritime services</b>				
<b>3.1 Improved safety, security systems and compliance for all ports and other maritime related services.</b>	3.1.1 Improve safety and security systems to comply with IMO standards.	3.1.1.1 Conduct a safety audit for all ports to assess compliance with IMO standards.	12. Safety audit study.	SPA/MOF/ MWTI
	3.1.2 Strengthen the operational efficiency of SPA.	3.1.2.1. Implement in full SPA Business Plan including financial restructuring of SPA.	1. Cabinet approval of SPA financial restructuring.	SPA/MOF
		3.1.2.2 Introduce best practice management to SPA.	2. Board approval for measures to reform SPA.	SPA
		3.1.2.3 Reform for private sector participation in port services.	3. Board approval for measures to reform SPA.	SPA



Outcomes	Strategies	Actions	Projects - Existing and Pipelines	Responsible Agencies
			4. Implementation of SPA Business Plan.	SPA
		3.1.2.4 Prepare Asset Management Strategy Plan.	5. Board approval for measures to reform SPA.	SPA/MOF
		3.1.2.5 Prepare Ports Master plan to consider critical infrastructure development.	6. Board approval for measures to reform SPA.	SPA
<b>3.2 Improved operational efficiency and financial performance of Maritime agencies.</b>	3.2.1 Support sub-regional hub especially to Tokelau, American Samoa and other neighbouring islands.	3.2.1.1 Conduct a feasibility study to assess the demand for sub-regional short sea services in selected islands.	7. Board approval for measures to reform SPA.	SPA/SSC/PFL
		3.2.1.2 Conduct a feasibility study for setting up a new Port at Vaiusu bay in the longer term.	8. Cabinet approval to investigate this for future development.	SPA/MOF/MWTI
		3.2.1.3 Conduct a feasibility study to overcome the swell problem at Apia Port.	9. Feasibility study and implementation of recommendation.	SPA
	3.2.2 Accelerate the growth of vessel replacement fund.	3.2.2.1 Increase the annual contribution and ensure risk free of the fund.	10. Annual fund for vessels.	SSC/MOF
	3.2.3 Examine the feasibility of merging of Samoan own shipping companies under one management to improve cost efficiency.	3.2.3.1 Conduct study to inform government policy on integrated shipping services to meet government objectives.	11. To conduct a study for possible merger of all government shipping services into one entity.	MOF/SSS/PFL/SSC/MWTI/AG
Outcomes	Strategies	Actions	Projects - Existing and Pipelines	Responsible Agencies

<b>Goal 4: Upgrade capacity, safety and security of air transport services</b>				
<b>4.1 Expanded international air transport infrastructure that meet national safety and security standards.</b>	4.1.1. Maintain compliance with standards and practices applicable to International Airports.	4.1.1.1 Conduct peer review and implementation of SAA Master Plan 2010-2030.	1. Master Plan approved by Board and start implementation.	SAA
		4.1.1.2 Upgrade Faleolo International airport facilities to meet international safety and security standards.	2. Runway and Apron resealing plus security measures upgrade.	SAA
			3. Upgrade of Terminal Building plus 3 aerobridges.	SAA
			4. Construction of Aleipata Airport.	SAA
<b>4.2 Improved domestic air transport infrastructure and services that meet national safety and security standards.</b>	4.2.1 Improve access and safety of domestic airports to meet national safety and security standards.	4.2.1.1 Conduct annual audit for all domestic airports to assess compliance with national standards.	5. Safety audit study.	SAA/MWTI
		4.2.1.2 Review Ownership and Management of all Domestic Airports.	6. Cabinet approval of report recommendation to transfer ownership of Fagalii to SAA.	Cabinet/SAA/ Polynesian Airlines
<b>Outcomes</b>	<b>Strategies</b>	<b>Actions</b>	<b>Projects - Existing and Pipelines</b>	<b>Responsible Agencies</b>

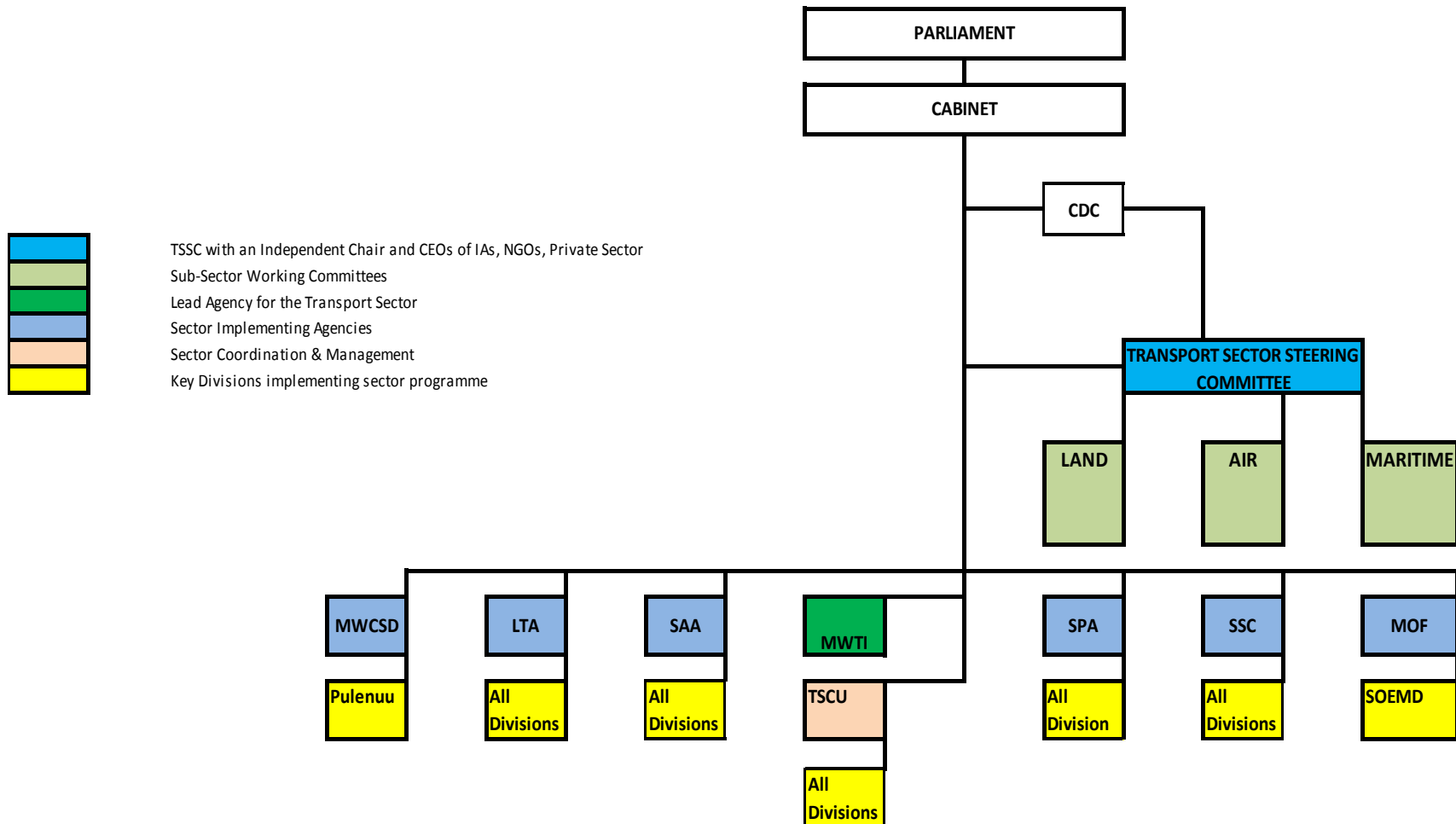
<b>Goal 5: Ensure an environmentally sustainable, energy efficient and socially responsible transport sector</b>				
<b>5.1 Environmentally sustainable, energy efficient and socially responsible transport infrastructure and services.</b>	5.1.1 Integrate environmentally sustainable, energy efficient and socially responsible policy formulation, planning, design and construction of transport infrastructure.	5.1.1.1 Incorporate climate change adaptation and mitigation considerations in the design and construction of transport infrastructure.	1. Legal and Corporate responsibility by the Agencies involved.	MWTI/LTA/SAA /SPA
		5.1.1.2 Encourage the use of energy efficient transport modes in the sector.	2. Measure and limit vehicle carbon emission to a standard agreeable between LTA and MNRE.	LTA
		5.1.1.3 Support inclusion of transport emissions including aviation and shipping emissions trading regime and the United National Framework Convention on Climate Change (UNFCCC).	3. Gather the data and monitor the results of transport emission.	LTA
		5.1.1.4 Support and ensure the inclusion of social impact assessment processes in design and construction of transport infrastructure.	4. Establish and report on monitoring procedures for during and after implementation of relevant projects.	LTA

## Chapter 3: Sector Implementation Modalities

### 3.1 Sector Governance Structure

- a. The multi-faceted nature of the transport sector means that inter-relationships between stakeholders and sector-implementing agencies are both complex and unpredictable. In addition, various stakeholder organisations are mandated to enact their own Legislations or Constitutions and to follow the direction of their individual governing bodies or boards, whose objectives may not always be in line with sector objectives or priorities.
- b. An effective coordination framework has been established through the appointment of the transport Project Steering Committee by Cabinet on 3<sup>rd</sup> July 2013. A new Cabinet approval was issued on 27<sup>th</sup> May 2014 to amend the Committee name to “Transport Sector Steering Committee” (‘TSSC’) with additional committee members. The current composition of the TSSC includes:
  1. CEO – Ministry of Works, Transport and Industry (Chair);
  2. CEO – Land Transport Authority;
  3. CEO – Samoa Ports Authority;
  4. CEO – Samoa Airport Authority;
  5. CEO – Samoa Tourism Authority;
  6. CEO – Ministry of Natural Resources and Environment;
  7. CEO – Ministry of Foreign Affairs and Trade;
  8. Attorney-General;
  9. CEO – Ministry of Finance;
  10. Police Commissioner;
  11. CEO - Samoa Shipping Corporation;
  12. CEO - Samoa Bureau of Statistics;
  13. CEO - Chamber of Commerce.
- c. To ensure the successful implementation of the Transport Sector Plan through a highly coordinated sector-wide approach, the PSC would be restructured into a Transport Sector Steering Committee (TSSC) and its membership expanded to also include representatives from the private sector and transport service providers. The TSSC will be instrumental in coordinating the implementation of a range of institutional and regulatory reforms once the plan is underway. The participation at Chief Executive Officer (CEO) level in the TSSC is crucial to ensure commitment and ownership of the plan as well as long term viability of the TSSC. Proposed Terms of Reference and composition for the TSSC are illustrated in **Annex 1**.
- d. The work of the TSSC will be supported by three sub-sector working groups comprise of key implementing agencies, to ensure effective execution of identified strategies and actions. The sector agencies have endorsed the establishment of a Transport Sector Coordination Unit (TSCU) within MWTI to provide secretariat support and services to the TSSC.
- e. The proposed sector institutional arrangements for sector are reflected in **Figure 1**.

**Figure 1: Transport Sector Institutional Framework**



### 3.2 Sector Stakeholders and Clients

- a. Transportation services in Samoa are provided by a combination of public and private service providers which largely operate on a competitive basis. The private sector dominates with the exception of selected airline and ferry routes that are not profitable on a stand-alone basis.
- b. The institutional and regulatory management for the transport sector includes multiple players, with different government authorities having distinct responsibilities for particular issues. Information on key institutional bodies with legal mandates and sector roles are summarized below in **Table 4** with details provided in *Volume II - Appendix 4*.

**Table 4: Sector Roles and Responsibilities**

Agency	Roles & Responsibilities
<b>Constitutional Office</b>	
1. Attorney General's Office	1. Upon instructions from the sectors, prepare and draft key laws and provide legal advice.
<b>Government Ministries</b>	
2. Ministry of Works, Transport & Infrastructure	2. Lead sector agency with regulatory oversight over civil aviation, land transport and maritime service.
3. Ministry of Police and Prisons	3. Oversight over traffic management and criminal offences involving transport.
4. Ministry of Finance	4. Provides regulatory oversight over government budget, national planning and monitoring of state owned enterprises.
5. Ministry of Foreign Affairs and Trade	5. Focal point for key international conventions relating to the sector.
6. Ministry of Natural Resources and Environment	6. Focal point for environment-related policies and plans.
7. Ministry of Women, Community and Social Development	7. Assists with coordinating community related initiatives for the sector.
<b>State Owned Enterprises &amp; Statutory Bodies</b>	
7. Samoa Ports Authority	7. Focal point for ports related activities and infrastructure.
8. Samoa Airport Authority	8. Focal point for airport related activities and infrastructure.

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9. Land Transport Authority	9. Focal point for land transport related activities and infrastructure.
10. Samoa Tourism Authority	10. Provides the input for tourist related needs in the sector.
11. Samoa Shipping Services	11. Provide shipping services for seafarers in Samoa.
12. Pacific Forum Line	12. Provides international freight shipping services.
13. Samoa Shipping Corporation	13. Provides passenger and vehicular ferry services (domestic and to/from American Samoa).
<b>Private Contractors</b>	
14. Maritime related contractors, land transport related contractors and air transport related contractors.	14. Provide design, construction and maintenance of transport infrastructure, as well as public land transport, international sea freight and both domestic and international air passenger and freight services.
<b>Non-Government</b>	
15. Samoa Umbrella of NGOs (SUNGO)	15. Focal disseminating point for all NGO related policies and programmes.
16. National Private Sector Organisation of Samoa (NPSO)	16. Focal disseminating point for all private sector related policies and programmes.
<b>Development Partners</b>	
17. Asian Development Bank, European Investment Bank (EIB), World Bank, AusAID, New Zealand Aid Programme, JICA, China	17. Provide funding and support for all identify special project development needs of the sector.

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### 3.3 Sector Capacity Building Development

- a. There is a strong need and priority across all sector agencies for increase investment in strengthening technical and institutional capacity to ensure the successful implementation of the TSP over the next five years. This calls for substantial resources, partnership and long term commitment to training and skills development within each of the sub-sectors.
- b. Training needs will have to be identified at all levels of the sector, building on the workforce planning mechanisms being introduced through public ministries such as MWTI and MOF. This practice could be expanded to include key implementing agencies such as LTA, SAA, SPA and SSC etc.

- c. Other key considerations to be taken into account include:
- Encourage partnerships with key educational institutions offering certificates/degrees relevant to the sector;
  - Provide increase training in critical areas such as results-based project management and analysis, monitoring and evaluation, data management etc to public sector staff;
  - Undertake re-orientation of work processes, instruments, procedures and systems development;
  - Put in place staffing and institutional arrangements for the sector coordination and management.



## Chapter 4: Sector Resource Requirements

### 4.1 Overview

- a. Investment in the transport sector has had a significant effect on Samoa's economic growth over the last decade. Anecdotal evidence indicates that investment in the physical transport infrastructure including roads, airports and seaports can provide faster returns than equivalent investment in social services including health and education. This is because improved transport infrastructure has a faster impact on total productivity and on economic growth than social infrastructure.
- b. High quality and efficient transport infrastructure in which the design and construction takes into account social and environmental concerns can also contribute to social development and environmental sustainability, by improving access to public services like hospitals and health centers, schools and public markets for sale of agricultural produce as well as minimizing negative environmental impacts.

### 4.2 Sector Costing Process

- a. The TSP has adopted the following two-pronged approach for costing to highlight the nature of key costs and to identify financing gaps for implementing new initiatives:
  - **Recurrent/Ongoing Cost Estimates:** the costing of core ongoing expenditure for the sector focuses on the five key implementing agencies at this stage based on information available. Estimates of annual recurrent costs related to wages and salaries, operational and capital estimates are based on known forward estimates provided as part of the annual budget and corporate plan process. These annual ongoing costs are mainly financed from the Government of Samoa budget (for ministries) and revenues generated by state-owned enterprises (SOEs) from sale of services and products;
  - **New Initiatives Cost Estimates:** the costing of new initiatives involves utilising key costs identified for existing and pipeline projects. For new programmes, unit costs and key cost assumptions are formulated to estimate annual resources needed to implement agreed initiatives. A summary of committed resources from Government of Samoa and Development Partners is shown to highlight the possible financing gap for initiatives for which funding sources remain unsecured.
- b. The sector will further refine this costing process by integrating these costs into their annual budgets as well as through the process of the Medium Term Expenditure Framework (MTEF) highlighted in section 4.6. Given the rolling nature of the sector plan these cost estimates will be updated annually in line with normal agency budget and planning processes.

### 4.3 Recurrent Costs of Key Sector Agencies

- a. The five key implementing agencies have well-established processes for allocating resources to their recurrent core activities. These recurrent costs include wages and salaries, operational

expenditure and capital investments funded from their own resources. A summary of key recurrent estimates are shown in **Volume II - Appendix 5** with key trends summarised below:

- The total annual running costs (operational plus salaries) for key agencies MWTI, LTA, SPA, SAA, and SSC in financial year (FY) 2012/13 was \$69.08 million. These are projected to increase based on latest forward estimates information available;
- Based on FY 2012/2013 the total operational running costs of the key sector institutions were as follows: (i) MWTI (\$1.7m); (ii) LTA (\$30.6m); (iii) SPA (\$9.9m); (iv) SAA (\$7.9m); and SSC (\$4.07m);
- Sector personnel or staffing costs represent 21% (FY 2012/2013) of total annual sector running costs. In the Budget FY 2012 / 2013, there were a total of 739 personnel for key sector ministries/agencies in the sector: (i) MWTI (59 staff); (ii) LTA (94 staff); (iii) SPA (190 staff); (iv) SAA (239 staff); and SSC (157 staff).

#### 4.4 Costing of Sector Action Plan

- a. The costing of the sector action plan over the plan period focuses on key capital and new capacity building investments needed to achieve the five key sector goals.
- b. The planned delivery of these new initiatives under the sector five-year Action Plan will cost an estimated \$658.65 million as illustrated in **Table 5** below.

**Table 5: Summary Estimates for New Sector Initiatives, 2014/15 - 2018/19**

Goal	Estimated Costs (SAT, 000)					Total Cost
	2014-15	2015-16	2016-17	2017-18	2018-19	
<b>1. Strengthen transport sector governance framework.</b>	170	170	170	170	170	850
<b>2. Improve, sustain and climate proof the road transport network.</b>	102,115	122,315	123,865	103,665	98,665	550,625
<b>3. Improve effectiveness, safety, security and competitiveness of maritime services.</b>	3,000	4,650	5,307	4,987	4,667	22,610
<b>4. Upgrade the capacity safety and security of air transport services.</b>	-	12,820	25,000	23,000	23,000	83,820

<b>5. Ensure environmentally sustainable, energy efficient and socially responsible transport sector.</b>	150	150	150	150	150	750
<b>Total Cost</b>	<b>105,435</b>	<b>140,105</b>	<b>154,492</b>	<b>131,972</b>	<b>126,652</b>	<b>658,655</b>

#### 4.5 Sector Resourcing Mechanisms

- a. The current sector financing mechanisms include; (i) general budget support to MWTI; for LTA direct grants as “Outputs to Third Parties” via the MWTI budget; (ii) project specific development soft term loans and grants to ministries and on-lending arrangements with SOEs including SSC, SPA and SAA; and (iii) accumulated cash flows from operations and debt financing via commercial loans for SSC, SPA and SAA. With the move towards the sector-wide approach in planning and budgeting it is expected that the following funding mechanisms will be explored over the plan period:
- Sector or general budget support mechanisms for development funding as opposed to discrete projects for core sector projects/programmes;
  - Mixture of specific project and technical assistance support to the three key sub-sectors.
- b. The level of known and committed resources to the sector is presented in **Table 6** below:

**Table 6: Indicative Sector Resources by Source: 2014/15 - 2018/19**

Goal	Estimated Sources of Funding (SAT, 000)					Total Cost
	2014-15	2015-16	2016-17	2017-18	2018-19	
<b>Sector Projects</b>						
Infrastructure Asset Management Phase II	1,864					
Post Tsunami Reconstruction Project (IDA)	6,900					
Pacific Regional Infrastructure Fund - SIAM 2	6,792					
Pacific Regional Infrastructure Fund - Post Tsunami	643					
PPCR for West Coast Road	4,528	9,200				
Enhanced Roads Project	4,528					
Global Climate Change Alliance	3,616					

Energy Support - Biodiesel Project	1,894	
Rehabilitation of the Old Wharf and Construction of New Container Yard at Apia Port	12,233	
<b>Total Resources</b>	<b>42,998</b>	<b>9,200</b>

- c. Based on the level of resources available and planned sector expenditures over the next five years, the sector will face moderately significant funding gaps from 2013-14 onwards (see **Table 7**). The extent of funding gaps will be reviewed at least annually to take account of further initiatives that have not yet been identified, especially in the latter years of the plan where further initiatives are likely to occur, in response to sector needs.

**Table 7: Funding Gaps for New Sector Initiatives: 2014/15 - 2018/19**

Goal	Estimated Costs (\$000)					Total Cost
	2014-15	2015-16	2016-17	2017-18	2018-19	
Sector Resources	42,998	9,200	-	-	-	-
Sector Expenditure (New Initiatives)	<b>105,435</b>	<b>140,105</b>	<b>154,492</b>	<b>131,972</b>	<b>126,652</b>	<b>658,655</b>
<b>Financing Gap</b>	(62,437)	(130,905)	(154,492)	(131,972)	(126,652)	(658,655)

#### 4.6 Rolling Medium Term Expenditure Framework

- a. The implementation of sector policies and plans requires funding which is usually provided through the national budget on an annual basis. The Medium Term Expenditure Framework (MTEF) has become a widely-used tool to design multi-year budgets and aggregate estimates for key sectors. The MTEF provides present levels of expenditure and estimates additional expenditure to provide the same service in the future.
- b. The costing process used to establish the sector MTEF has brought together financial and expenditure planning data related to the sector in an attempt to estimate total planned expenditures that could be supported from all available sources of finance. It includes the spending requirements of the key public agencies including MWTI, LTA, SAA, SPA and SSC over the TSP period. These information and data inputs were extracted from the Public Sector Investment Plan (PSIP), sub-sector master plans, business plans and corporate plans and have been used to generate the first estimates of expenditure over the period 2014/15 – 2018/19. These inputs are of varying quality but they are the best available and for the first time are put in a systematic framework as illustrated in **Volume II - Appendix 6**.

The proposed Transport Sector Coordination Unit will assist with improving the costing process to ensure a robust sector MTEF. Annual updates will be required to ensure costs are realistic and in line with sector priorities identified through the annual sector review process. Better integration with the existing agency budget and planning processes will be undertaken to ensure alignment and relevance to the respective agency work-plans as shown in **Table 8** below.

**Table 8: Integration of Sector Goals, Programmes & Agency Budgets**

Sector Goals	Key Sector Programmes	Agency Budget Output & Expenditure Type
1. Strengthen transport sector governance framework;	1. Transport Sector Governance Framework;	<b>A. Recurrent</b> <b><u>Outputs by Ministries</u></b> <ul style="list-style-type: none"> <li>• Personnel;</li> <li>• Operating;</li> <li>• Capital.</li> </ul> <b><u>Outputs by Third Parties</u></b> <ul style="list-style-type: none"> <li>• Grants &amp; Subsidies.</li> </ul> <b><u>Transactions on Behalf of the State</u></b> <ul style="list-style-type: none"> <li>• Rents and Leases;</li> <li>• Counter-part Costs;</li> <li>• Government Policies/Initiatives.</li> </ul> <b>B. Development Expenditure</b> <b><u>Projects / Programmes</u></b>
2. Improve, sustain and climate proof the road transport network;	2. Road Transport Network;	
3. Improve effectiveness, safety, security and competitiveness of maritime services;	3. Maritime Services;	
4. Upgrade the capacity and safety and security of air transport services;	4. Air Transport Services;	
5. Ensure environmentally sustainable, energy efficient and socially responsible transport sector.	5. Sustainable, Energy Efficient & Socially Responsible Transport Sector.	

- c. The key steps to be undertaken to further refine the sector MTEF are as follows:
- Develop estimated resource scenarios for the sector to provide a tentative sectoral resource ceiling. This resource ceiling needs to be reconfirmed with MOF given its role in the development of the national budget resource framework. This is a crucial step in the MTEF process as it is necessary to set or allocate a sectoral resource ceiling at this stage, based on other sectors' competing resource demands;
  - Refinement of the initial expenditure framework in **Volume II - Appendix 6** through the consolidation of key budget outputs from MWTI, LTA, SPA, SAA and SSC, to establish linkages between the five key TSP goals and the resource allocation decisions that will be made. The involvement of key implementing agencies in this process is critical:
    - **Recurrent Expenditures:** the forward estimates provided by MWTI and LTA to MOF for their annual budgetary processes as well as SAA, SPA and SSC forecasts in their corporate plans need to be regularly updated to ensure reliable forecasting of recurrent expenditures under the sector;
    - **Development Expenditures:** Refinement of baseline estimates for estimating the average unit costs associated with key development initiatives identified in TSP sector action programme as more detailed costings are provided through feasibility studies etc. Tagging of relevant development expenditures against the recurrent budget outputs needs to be developed in consultation with key sector agencies.
  - The final step to be undertaken by each of the sector agencies is to use the identified estimates in the first year of the MTEF as part of their input into the agreed annual budget. The remaining projections would be reflected as expenditures in the second and third years of the rolling budget.

## Chapter 5: Sector Monitoring and Evaluation

### 5.1 Overview

- a. The implementation of the Transport Sector Plan is an essential component of the overall Government of Samoa plan for its development. The plan would be implemented at the sector level by the Ministry of Works, Transport and Infrastructure and state-owned enterprises like the Land Transport Authority, the Samoa Airport Authority, the Samoa Ports Authority and the Samoa Shipping Corporation. The involvement of stakeholders is also fundamental to the implementation of this plan and participation by the private sector will assist the government to make significant progress in its effort to deliver efficient, economic and safe as well as secure transport systems.
- b. Samoa at this stage depends on overseas assistance in the form of grants and low interest loans for its transport sector infrastructure investments. Financing transport infrastructure rehabilitation and development continues to be a major challenge for Samoa. A mechanism to measure cross-subsidies (for example, economic and social benefits of keeping the unprofitable Maota and Asau airports open) needs to be developed. In the future, individual projects, both urban and rural, will require more robust monitoring and evaluation frameworks (MEF).
- c. Accountability for the implementation of this plan will rest with the Ministry of Works, Transport and Infrastructure, the Ministry of Finance and government entities like LTA, SAA and SPA.

### 5.2 Sector Monitoring and Review Process

- a. This plan will be monitored by the Transport Sector Steering Committee, which will report to the Cabinet Development Committee (CDC) chaired by the Prime Minister. The CDC includes Cabinet Ministers, Chief Executive Officers and General Managers of ministries and state-owned enterprises.
- b. The ministries and SOEs represent important bodies within the implementation, monitoring and evaluation system. They are the sectoral focal point and will provide data and information (on a timely basis) about the indicators and action plans. They will also be responsible for the timely preparation of sector reports presented to the CDC. These focal points are the MWTI, LTA, SAA, SPA and SSC. It is anticipated that there will be officers at each of these organisation's responsible for monitoring and reporting on their organisation's action plan.
- c. Already government departments and state-owned entities have their performance monitored and reviewed annually through a variety of mechanisms. During the budgetary process, the Ministry of Works, Transport and Infrastructure negotiates with the Ministry of Finance for funding for its programme for the year. MWTI also reports annually to the Public Service Commission in regard to administration of the ministry. Mandatory reporting to Parliament includes a requirement for ministries and SOEs to detail their performance outcomes against budget allocations. Each state-owned entity has a Board of Directors that management reports to in regards to the operational and financial performance of the organisation.

- d. One of the goals of the TSP is to strengthen the transport sector governance framework. It is the intention to formalise the role of the Project Steering Committee appointed by Cabinet to lead the development of the sector plan as the Transport Sector Steering Committee to guide the implementation and monitoring of the TSP. The TSSC will be chaired by the CEO of the MWTI as the lead agency for sector coordination.

### 5.3 Sector Performance Monitoring Framework

- a. Appropriate indicators are the basic building blocks of sector performance monitoring and valuation systems. Therefore there is a need to have results-based performance monitoring policy matrices to track the progress towards achieving the targets for the Transport Sector Plan. The line ministries and agencies will be responsible for quality and timely monitoring of progress towards the plan outcomes.
- b. The Ministry and transport agencies must supply data to form the baseline for monitoring and evaluation. Measurable improvement indicators will be set against the baseline data for each criterion. The role of these performance indicators is to guide decision-making and focus attention on requiring more attention.
- c. The Transport Sector Plan currently has five goals to achieve, through 10 key outcomes. **Table 9** represents some of the indicators recommended against each of the outcome to monitor the performance of the sector.

**Table 9: Sector Key Performance Indicators**

Key Outcome	KPI
1.1 – efficient and effective policy, legislative, regulatory and institutional framework for transport sector.	1.1.1 TSSC and TSCU established to coordinate and plan implementation by December 2014.
2.1 – construct and maintain road network to acceptable engineering standards.	2.1.1 5 percent increase per annum for length of roads constructed and maintained to acceptable engineering standards. <sup>5</sup>
2.2 – increased safety and efficiency of road transport system.	2.2.1 Improve the Samoan Economic Corridor <sup>6</sup> .
2.3 – road transport system which accommodates all road users.	2.2.2 Implement alternative route(s) into Apia from West Coast Road (WCR).
2.4 – improved management of traffic on the road network.	2.2.3 Implement alternative route to Apia <sup>7</sup> .
3.1 – improved safety, security systems and compliance for all ports and other maritime related services.	2.3.1 Improved paved footpaths <sup>8</sup> .
3.2 Improved operational efficiency	2.4.1 Traffic management in CBA <sup>9</sup> .
	3.1.1 All ports comply with IMO standards.
	3.2.1 SPA and all maritime agencies achieve sustainable level of profitability.

<sup>5</sup> Starting in 2014/15 onwards.

<sup>6</sup> Design for Leone Bridge in 2014/15, complete construction in 2015/16, Design for CRWCR and Vaitele St extension in 2014/15, start construction in 2015/16, complete 2017/18.

<sup>7</sup> Feasibility studies 2015/16 and Design 2016/17.

<sup>8</sup> 2014/15 planning and designs plus 5 km p.a. from 2015/16 onwards.

<sup>9</sup> Feasibility Study in 2015/16 and Design 2017/18.

and financial performance of Maritime agencies.		
4.1 – expanded international air transport infrastructure that meet international safety and security standards.	4.1.1	Faleolo International Airport complies with international safety standards.
4.2 – improved domestic air transport infrastructure and services that meet national safety and security standards.	4.2.1	Ensure all domestic airport operations comply with national standards passenger processing facilities upgraded to satisfy customer needs.
5.1 – environmentally sustainable, energy efficient and socially responsible transport infrastructure and services.	5.1.1	Annual report on transport carbon emissions.
	5.1.2	Reduce fuel consumption by 2 percent p.a.
	5.1.3	Increased use of social impact assessments for future projects.

- d. The detailed annual targets, means of verification and key agencies responsible are illustrated in **Volume II – Appendix 8.**

## 5.4 Sector Risk Monitoring Framework

- a. The following is the matrix of critical risks for the sector.

**Table 10: Sector Risk Management Matrix**

Risk	Risk Rating <sup>10</sup>	Risk Mitigation Measure
Inadequate measures to climate-proof all transport networks including land, air and maritime.	M	Annual programme and budget requirements to be based on asset maintenance programmes with climate-proof adaptation measures in place.
Insufficient funding to complete Samoa Economic Corridor because of other pressing budget needs.	S	Protect the Economic Corridor as a priority project and seek donor assistance to meet funding shortfall.
Inadequate road reserve provision to implement more pedestrian facilities and introduce cycle lanes on roads.	H	Allow 10% of total LTA maintenance budget for land compensation for road reserves.
Inability to control increase in number of vehicles or to control parking in downtown Apia.	M	Review and identify practicable measures to restrict importation of vehicles, and introduce parking meters in Apia Town area.
Port and airport infrastructure improvements are restricted limiting revenue increase	H	Close monitoring of SPA business plan and implement SAA business and master

<sup>10</sup> Risk Rating – H (high risk), S (Substantial Risk), M (Modest Risk) N (Negligible or Low Risk)



possibilities; alternatively additional  
expenditure obligations are imposed from  
outside.

plan.

## Chapter 6: Conclusion and Way Forward

- a. The following key actions should be taken to ensure timely implementation of the TSP 2014/15 – 2018/19:
  - **February 2014:**
    - i. MWTI and PSC to submit TSP to Cabinet for approval;
    - ii. PSC to be formally institutionalized and renamed as the Transport Sector Steering Committee to guide the overall implementation of the TSP strategies and actions.
  - **March to May 2014:**
    - i. Launch the TSP upon receipt of Cabinet approval;
    - ii. Transport Sector Coordination Unit to be formally established to develop detailed implementation action plans and projects with key implementing agencies, to continuously update the MTEF, Capacity Needs Assessment and MEF;
    - iii. TSSC in collaboration with MOF to identify suitable financing mechanisms (donor roundtable and budget screening etc) for sector investments.
  - **July 2014 onwards:**
    - i. MOF and TSSC to meet with key development partners including WB and ADB to identify possible assistance to the sector ahead of the budget preparation for the 2014/15 financial year;
    - ii. Develop and implement a transport sector-wide programme.
- b. The TSP is the first sector plan for the sector. The focus now is to provide an integrated approach to the implementation of key priority initiatives identified by the sector and ensure appropriate implementing and monitoring mechanisms are formally established;
- c. The resourcing of the sector through existing mechanisms such as specific projects could be further enhanced with the development of a sector-wide programme consolidating all the existing and proposed development initiatives identified in the TSP. As a matter of priority, the roles of the Transport Sector Steering Committee and Transport Sector Coordination Unit need to be established and adequately resourced, in order to support the sector in ensuring the priorities of the TSP are implemented in a timely and coordinate manner;
- d. The key challenges for the sector are:
  - to ensure strong leadership and commitment from the Chief Executive Officers and senior management officers of the sector agencies;
  - to improve coordination and communication among sector agencies in implementing the TSP;
  - to develop strong partnerships between Government Ministries and Authorities, the private sector and donor partners, to achieve the goals and outcomes of the TSP thereby contributing to the achievement of its vision *“A sustainable, efficient, safe and environmentally responsible transport network that supports Samoa’s economic and social development and contributes to improving the quality of life for all Samoans.”*

## Annex 1: TSSC Terms of Reference

The key tasks of the TSSC will include:

1. To coordinate and monitor elements of TSP: Planning and Designing (include the approval of the work plan); Approval and Funding (include approval of budget); Implementation and Monitoring; Annual Reviewing and Reporting; Printing and distribution;
2. To identify the resource (financial, capital, human etc) requirements for the formulation of the TSP;
3. To undertake a situational analysis for the formulation of the TSP;
4. To identify sources for data collection needed for the formulation of the TSP;
5. To monitor and evaluate work progress of the working committees per sub-sector;
6. To provide guidance and leadership to the working group in the formulation of the TSP;
7. To confirm all potential stakeholders in the Transport Sector as identified and provided by the working group;
8. To conduct and administer all meetings with stakeholders;
9. To set the minimum required quorum for a meeting;
10. To ensure that stakeholder consultations are effective and efficient;
11. To review line Ministries and stakeholders' roles and responsibilities to ensure consistency among and within sectors;
12. To ensure that all Ministries and Agencies are involved in the Transport Sector planning process;
13. To ensure that the Transport Sector Plan follows the Sector Planning Guidelines;
14. To provide critical analyses on the draft TSP;
15. To ensure that the TSP is produced on time;
16. To meet on a regular basis to monitor and discuss the progress of the formulation of the plan;
17. To endorse the TSP before submission to Cabinet.