



FINAL REPORT

Review of the Framework for Action on Transport Services 2011 – 2020 (FATS 2011 – 2020)

OUTCOME DOCUMENT

Abstract

The PICTS together with other partners, have developed FATS 2011-2020. The 2021 PIFL's Ocean Statement recognised the critical role that the maritime (transport) industry plays in the Pacific region and called for review of the FATS.

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1. STUDY CONTRIBUTORS:

- (i) Pacific Island Countries and Territories (PICTs): Cook Islands, Palau, Samoa, Solomon Islands, Tuvalu, Vanuatu, Papua New Guinea, Republic of Marshall Islands, Tokelau, Nauru and Federated States of Micronesia.
- (ii) Council of Regional Organisations in the Pacific (CROP) agencies:

Secretariat of the Pacific Community (SPC), the South Pacific Regional Environment Program (SPREP), the Pacific Islands Forum Secretariat (PIFS) and the Pacific Aviation Safety Organisation (PASO).

2. INTRODUCTION / BACKGROUND:

The FATS 2011 – 2020 (<https://tinyurl.com/4p4zas2y>) was formulated in response to calls from Pacific Forum Leaders for improved coordination and delivery of safe, secure and competitive regional transport services that were clearly articulated in their 2004 declaration entitled *Forum Principles on Regional Transport Services*. At their ministerial meeting in Nuku'alofa, Tonga (May 2009), Pacific Ministers of Transport further recognized that internationally compliant transport services are imperative for economic growth and human development.

The Pacific Plan calls for a more coordinated approach to enhance economies of scale and effectiveness in addressing regional transport services. There is widespread agreement that the Pacific Community (SPC), through its erstwhile Economic Development Division (EDD), has a role in providing technical advice and developing human capacity in the sector in close collaboration with its members and other stakeholders. The EDD has currently been restructured and merged into the Geoscience, Environment and Maritime Division (GEM) and the responsibility has been assigned to the Maritime Affairs Team.

Pacific Island countries and territories (PICTs), together with regional and international development partners, have developed FATS 2011-2020. Coordinated by SPC and underpinned by the Forum Principles on Regional Transport Services and the Pacific Plan, the framework was designed to provide guidance to PICTs to enhance their national efforts to achieve safe, secure, and competitive transport services that are regular, reliable, and affordable.

The 4th Pacific Regional Energy and Transport Minister's Meeting held in Samoa in 2019 acknowledged that the FATS was designed to provide guidance to Pacific Island Countries and Territories (PICTs) and relevant Council of Regional Organisations in the Pacific (CROP) agencies to enhance national efforts to achieve safe, secure, and competitive transport services that are regular, reliable,

and affordable. In their resolution, they tasked the Pacific Community (SPC) to review the existing FATS 2011-2020 with a view to replacing it.

3. EXECUTIVE SUMMARY:

The maritime transport sector continues to receive attention at the highest level, and in 2021 the Pacific Islands Forum Leaders issued an Ocean Statement that included recognition of the critical role the maritime industry plays in the Pacific region and called for the *“sustainable and resilient development of the maritime industry, including investment in new technology and operations, to ensure safe, accessible, efficient and affordable maritime transport which contributes to the International Maritime Organization’s decarbonisation strategy and a quieter maritime sector”*.

Against this backdrop the review of the FATS was very timely with the upcoming officials meeting (November 2022) and 5th PRETMM (May 2023).

At the Regional Maritime Transport Head of Departments meeting, hosted by Vanuatu and held virtually online on 15, 16 and 18th November 2022, SPC has provided a 'Progress Report' for information to the Delegates. (*meeting documents section2, agenda item 2b*).

It was expected that the pathway and recommendations coming out of this review would be discussed during the

transport officials meeting and results be tabled for endorsement at the 5th PRETMM.

4. OBJECTIVE AND PURPOSE

(a) Objective:

The objective of this report is foremost to review, evaluate and analyse feedback received from various stakeholders (PICTs and CROP agencies) in relation to the FATS 2011-2020 including proposals for change and/or amendments, if any.

(b) Purpose:

- (i) The purpose is to provide strategic support to the maritime affairs team within SPC to progress the review of the FATS 2011-2020 and to prepare a new FATS document should the decision be taken at PRETMM 5th in 2023. This would require support from appointed consultant to evaluate and analyse feedback received from stakeholders (PICTS and CROP agencies).
- (ii) This report (Outcome Document) is to inform relevant stakeholders about the current review of the *Framework for Actions on Transport Services* (FATS 2011 – 2020); and,
- (iii) Seek to inform the Pacific Regional Transport Ministers of what will be considered for updating in the revision and development of the new framework when they meet at the Fifth Pacific

Regional Energy and Transport Minister's meeting which is being planned to be held in person in May 2023 in Port Vila, Vanuatu.

5. STAKEHOLDERS:

(i) Pacific Island Countries and Territories (PICTs): Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu, Wallis and Futuna.

(ii) Council of Regional Organisations in the Pacific (CROP) agencies

The Secretariat of the Pacific Community (SPC) (formerly the South Pacific Commission), the South Pacific Regional Environment Program (SPREP), the South Pacific Travel Organisation (SPTO), the Forum Fisheries Agency (FFA), the Pacific Islands Development Program (PIDP), the Pacific Aviation Safety Organisation (PASO), the University of the South Pacific (USP), and the Pacific Power Association (PPA).

6. APPOINTMENT OF CONSULTANT AND SCOPE OF SERVICES:

SPC commenced an activity to seek feedback and information from Members to inform the future direction of FATS and to explore options for the development of a new framework. As an initial step, and with financial support from the IMO, a consultant was engaged to assist SPC in the task of undertaking review.

To solicit an initial input, a set of questionnaires were prepared and sent out to Members and CROP agencies on the 8th and 19th of September, respectively. The set disbursed to PICTs and CROP agencies varied slightly and consisted of key questions that required responses relating to the seven guiding principles of the FATS. Additional questions reflected on changing needs and priorities for each country, any ideas to restructure FATS to support national development strategy of transport services in the member country/territory, the effects of climate change on transport services, and changing the present format of FATS, etc.¹

6 (a) Terms of Reference for Consultancy:

The terms of reference (ToR) set out the requirements for a short-term consultancy for strategic support to the maritime affairs team within SPC to progress the review

¹ *Extracted from PACIFIC REGIONAL MARITIME TRANSPORT OFFICIALS' MEETING 15 – 16 & 18 November 2022 Review of the Framework for Action on Transport Services (FATS 2011 – 2020) (Submitted by the Pacific Community (SPC))*

of the FATS. This assistance was essential to provide surge capacity to the GEM division leading up to the meeting of transport officials in mid-November 2022, and the fifth Pacific Regional Energy and Transport Ministers Meeting (PRETMM) in May 2023.

The activities of the consultant included but were not limited to:

- (i) Inception meeting to further refine the context, purpose, scope, and key activities.
- (ii) Undertake stakeholder mapping and analysis.
- (iii) Undertake a situation analysis of the region's maritime transport sector.
- (iv) Review the FATS against the findings and in the context of institutional capacities, administrative systems, SPC/CROP, and country achievements and workplans, etc.
- (v) Submit a workplan for the review with details on the approach, tools, methodology, timelines, roles, and responsibilities.
- (vi) Through a consultative process appraise the existing FATS, including the vision, goals, outcomes, themes, etc.
- (vii) Attend the virtual Transport Officials meeting, 15, 16, and 18 November 2022; contribute to participatory group work, collect new information, and analyse outputs.
- (viii) Hold stakeholder meeting(s) to present findings and set out recommendations for an updated framework and derive and test new conceptual model and theory of change.

- (ix) Prepare a presentation to be delivered at the Transport Officials meeting 15, 16, and 18 November 2022 outlining the review findings and recommendations towards a way forward for regionalism in the maritime transport sector. Feedback received is to be incorporated in the final review report which is to be submitted to Ministers for Transport at the 5th PRETMM (tentatively in May 2023)
- (x) Finalise the review report and submit a document that includes recommended next steps, outline of content of a new framework, theory of change, methodology, results framework, and tools to be used going forward, considerations for MEL, and timelines, for the development of a new FATS. (ADDENDUM- A.1 Terms of Reference)

6.(b) The consultant commenced work at signature of the contract by both parties and was initially required to complete the work no later than 28 February 2023. The consultant would work up to 50 days during the term of the contract. The timeline was later amended due to reasons explained later in the report (refer to section 9 of this Report).

6.(c) Timeline:

| STAGE | DATE |
|-------------------------------|------------|
| RFQ sent to potential vendors | 25/05/2022 |
| RFQ Closing Date | 6/06/2022 |

| | |
|--------------------------|------------|
| Award of Contract | 17/08/2022 |
| Commencement of Contract | 17/08/2022 |
| Conclusion of Contract | 28/02/2023 |

Draft report/slide deck - 23 January 2023
Final report / slide deck - 28 February 2023

(Note: this timeline was subsequently amended as outlined in section 9 and attested in the consultant's Contract Amendment No. 1)²

6.(d-i) Detailed Work Scope:

A Work Schedule was developed by the consultant and shared with the SPC Team Leader who approved the Plan. A copy of the WORK PLAN together with a clear explanation/ breakdown of all activities is attached to this Report as ADDENDUM - B1.

6.(e) Methodology used:

| |
|---|
| Develop FATS Review Questionnaire |
| Distribute Questionnaire to Stakeholders |
| Establishment of the FATS Review Technical Working Group |
| Distribute Questionnaire to FATS Review Technical Working Group |
| Preparation of a Workplan |
| Receiving returned Questionnaires from PICTS |

² Contract Amendment No. 1 -not provided due to being a commercially sensitive document

| |
|--|
| Consultation with CROP agencies to receive feedback |
| Consultation process with other stakeholders |
| Collate feedback received, analyse data, and make proposals |
| Prepare update to Transport Officials Meeting in November 2022 |
| Receive feedback at Transport Officials Meeting in November 2022 |
| Collate feedback and prepare Draft Report for submission to SPC |
| Receive feedback from SPC on the consultant's Draft Report |
| Prepare and submit consultant's Final Report |

6.(f) Develop and circulate FATS Review Questionnaire:

Together with SPC and in close collaboration following review and update with regional and international trends and developments, etc., the consultant has developed two sets of Questionnaires for SPC to share with the stakeholders and receive their responses. These two sets of Questionnaires were for circulation to PICTS and CROP agencies respectively. It was intended that the responses received from the stakeholders would be analysed by the consultant and provided to the SPC for submission at HOD Meeting in November 2021 (refer to paper 2(b) PACIFIC REGIONAL MARITIME TRANSPORT OFFICIALS' MEETING 15 – 16 & 18 November 2022 Review of the Framework for Action on

Transport Services (FATS 2011 – 2020) (Submitted by the Pacific Community (SPC)).

6.(g) Distribute Questionnaire to Stakeholders:

Distribution of the revised sets of Questionnaires to PICTS and CROP Agencies have been carried out by SPC initially in September 2022. Several reminders for responses from stakeholders have been requested by SPC thereafter. A final plea to stakeholders (who had not returned their responses until then) was made at the HOD meeting in November 2022.

6.(h) Establishment of the FATS Review Technical Working Group

A FATS Review Technical Working Group was established by SPC who reached out to CROP Agencies including PIMC to nominate their representatives to be part of the FATS Review Technical Working Group. The group was necessary to be established to initiate and conduct consultation process.

Questionnaires seeking feedback from the FATS Review Technical Working Group were to be distributed to the Group. However, response from invitees was luke warm to say the least, consequently no Technical Working Group meetings were held.

7. HOD MEETING HELD VIRTUALLY ON 15, 16 & 18 NOVEMBER 2022:

The consultant prepared an “Aide Memoire” for submission at the HOD meeting in November 2022. This was further refined and presented by the SPC as Item No. 2(b), attached.

7.(a) Resolution from the Minutes of the HOD Meeting:

Paper 2 (b) - Review of the Framework for Actions on Transport Services (submitted by SPC). The purpose of this paper was to inform participants about the current review of the *Framework for Action on Transport Services* (FATS 2011 – 2020) and to inform the Pacific Regional Transport Ministers (through HODs) of what will be considered in the revision and development of the new framework.

The meeting:

- a) ***noted*** the progress on the review of the FATS 2011-2020.
- b) ***encouraged*** PICTs and the relevant CROP agencies to provide responses to the questionnaire in a timely manner; and
- c) ***note*** that the review will require further collaborative consultations to deliver a set of

*recommendations to be tabled at the 5th
PRETMM.³:(ADDENDUM- C.1.)*

8. RESPONSES FROM PICTS and CROP AGENCIES:

Until the date of writing this report, 11 out of 16 PICT members and 3 out of 9 CROP agencies have returned completed responses to the Questionnaires.

Feedback from the PICTS and CROP Agencies were collated, assessed, and analysed by the consultant. A summarised version of the stakeholders' feedback is provided below:

(a)

CONSOLIDATED RESPONSES TO QUESTIONNAIRES – PICTS

Question: (a.1)

Is your Organisation aware of the Framework for Action on Transport Services in the Pacific (FATS) 2011-2020 including its vision, goal, outcomes, guiding principles, national and regional responsibilities, and themes?

³ PACIFIC REGIONAL MARITIME TRANSPORT OFFICIALS' MEETING,
(Held virtually, 15 – 16 & 18 November 2022): Meeting Resolution

Response:

Average response: YES

The existence of FATS is acknowledged by governments of PICTs, however many observed that while the document addresses national and regional responsibilities, it lacks an element which look at the synergies between national institutions and regional bodies. Some respondents suggested that they have participated in officials' forum where the need and benefits of FATS was acknowledged, and the call was made for this instrument to be used to achieve a greater value. Some have commented that issues yielded in this review should provide guidance as how to get more value out of commissioning a new version. The inclusion of addressing GHG in the FATS proves that it is a working document where it continues to respond to challenges faced by the Pacific countries in this new century.

A few members were not aware of the FATS 2011-2020 until very recently even though their national policies and Strategic Plans in the transport sector includes many of the themes of the subject Framework. Some PICT members are committed to enhancing the safety and security of maritime transportation, which shows that they are aware of and supportive of the Framework.

Question: (a.2 i)

Does your National Transport Policies and Plans, or other National Strategic Planning documents make

reference to FATS? If your answer is “Yes”, please outline the areas in reference to FATS 2011 -2020.

Response:

Average response: NO

Most PICTS have expressed that their maritime policies do not make direct reference to FATS 2011-2020. However, maritime policies address similar themes and reflect the national responsibilities. The principles and thematic areas covered in FATS are practically all-encompassing, where parts or the whole are of relevance for maritime and air transport in all the Pacific. The thematic areas/ outcomes /initiatives pursued within the national setting, and which are in their individual national planning documents reflect many of the goals outlined in FATS e.g., safe shipping, cleaner oceans, and greenhouse gas emissions issues although no specific mention is made to FATS in national Strategic Planning documents in many countries. Some countries such as PNG is guided by policies such as: PNG Vision 2050 (50-year plan), PNG Development Strategic Plan (20-year plan), National Transport Strategy (20-year sector plan), Medium-term Development Plan (5-year plan) and Medium-term Transport Plan (5-year sector plan), all of which reflects goals and vision of FATS, and more.

Question: (a.2 ii)

Has there been adequate monitoring and reporting against the FATS to inform prioritization and decision making by regional and national agencies and partners?

If your answer is “Yes”, please specify those monitoring and reporting aspects been done by the country.

Response:

Average response: NO

Monitoring and evaluation by SPC at regional level were reported by some but no evaluation and monitoring of FATS goals and outcomes at national level to verify alignment and progress against FATS, were commented by many. Some PICTS fulfil their national responsibilities towards monitoring and reporting on their own national planning and policy frameworks. Many maritime administrations are understaffed and are overburdened. A separate Transport Services Implementation Plan (TSIP) developed to “focusing on tangible regional interventions that SPC and the Pacific Aviation Safety Office (PASO) can provide their members to facilitate the implementation of national policies and plans”, should be looked at.

One PICT member states that it envisions that the ongoing monitoring, review, and evaluation of the new/reviewed/revised Framework should be led by the SPC with Pacific Member States to be

reminded/prompted to report against the thematic areas or their performance against these thematic areas. In addition, a proposal to include in the new Framework is a MRE Reporting Framework for Pacific Member States to report on.

Question: (a.3)

To what extent has FATS reflected changing needs and priorities for your country?

Response:

Mixed reactions. While some PICTS commented: “FATS has not significantly altered priorities, however, the guiding principles have been very useful in improving our focus.” Others were more critical in their response, e.g., FATS lack details to be used as an analytical tool. But most agreed that the principles of FATS still guide the region to ensure the maritime services to be safe, sustain and resilient. Some countries mentioned that although the FATS has not specifically been mentioned in their national transport policies, there is a lot of alignment to this Framework, with this consistency made prominent due to the fact that these are ongoing themes, areas that are discussed at the regional transport meetings, forums.

Question:(a.4)

To what extent does your National Transport Policies and Plans contain elements of the 7 themes outlined in the FATS.

(i) Theme 1: Leadership, governance, coordination, and partnerships.

Consolidated response for Theme 1: _

Average extent of PICTS National Transport Policies and Plans containing elements of Theme 1 outlined in the FATS is 61%.

Most government plans have two overarching goals related to good governance, cooperation and partnerships which are essential to achieving the objectives of self-sufficiency and values such as accountability and rule of law. The Solomon Islands have this embedded in *SIMA's Corporate Plan 2020-2023*. For other PICTS, this is true as well. *The Rebbelib 2050* document in Marshall Islands provide governance, structure and partnership context that shadow the Themes of FATS. Similarly, the National Transport policy in PNG demonstrates existing collaborative partnerships and governance structures within the agencies in this sector, e.g., through the Transport Sector Coordination, Monitoring, and Implementation Committee (TSCMIC) for the Transport Sector

(ii) Theme 2: Capacity development, policy, planning and regulatory frameworks.

Consolidated response for Theme 2: _

Average extent of PICTS National Transport Policies and Plans containing elements of Theme 2 outlined in the FATS is 73%.

Capacity development, policy planning and regulatory frameworks are broadly enshrined in national policies and Transport Plans of most PICTS, however there are exceptions in some PICTS. Broadly speaking, the strategy to adopt changes in national and international legislation and policies remain strong amongst the PICTS. In one PICT member's national transport strategy there is a *Statement of policy for institutional roles and reforms*, which has provided an opportunity for agencies within the sector to evolve to meet the expectations of Government, industry and the priorities set out at regional and international levels.

(iii) Theme 3: Transport safety and security.

Consolidated response for Theme 3:

Average extent of PICTS National Transport Policies and Plans containing elements of Theme 3 outlined in the FATS is 83%.

Transport safety and security remain a priority in national plans and policies relating to transport in almost all PICTS. For example, in Palau, its policy sets key performance indicators in the area of transport safety and requires the government to adopt laws to ensure security of both ships and ports. PNG, in addition to measures incorporated in its legislation, has established a Vessel Monitoring Centre (VMC) whereby relevant national and authorised regional agencies are able to receive

information and data on safety and security of maritime transport passing through PNG's coast.

(iv) Theme 4: Improved access

Consolidated response for Theme 4:

Average extent of PICTS National Transport Policies and Plans containing elements of Theme 4 outlined in the FATS is 65%.

In some PICTS, improved access to safer shipping is provided for by different government agencies. However, in many other countries, improving access to transport is one of the main priorities of the government. Tuvalu, for example, rely heavily on donor agencies to provide improved safe access to the outlying islands. In PNG, the Small Craft Act governs and ensures access of people between islands using predominantly small crafts. Another positive milestone is the PNG Ports Corporation Limited's 30-year Infrastructure Master Plan for all ports across the country, which has a vision to open up economic corridors within the maritime sector in PNG.

(v) Theme 5: Environmental impact, technology, and energy.

Consolidated response for Theme 5:

Average extent of PICTS National Transport Policies and Plans containing elements of Theme 5 outlined in the FATS is 74%.

Corporate Plans and government policies of a few PICTS put formidable stress on prevention and response to marine and air pollution. Climate action (uptake of maritime technology and energy) is identified as a cross-cutting issue where international and regional cooperation and partnership play an essential role. Developments under donor funding are all carried out keeping environmental impact, technology, and energy in mind. The issue covered under this Theme is dealt with by different government agencies in some PICTS. Some countries have progressed better than others in legislating and implementing several legislative instruments to protect the environment as a whole while others have commented that a full transport decarbonisation globally is a non-negotiable imperative for them.

(vi) Theme 6: Transport data, information, and knowledge

Consolidated response for Theme 6:

Average extent of PICTS National Transport Policies and Plans containing elements of Theme 6 outlined in the FATS is 50%.

Many PICTS only record and store transport data, information, and knowledge that are required by the IMO; many even do not have sufficient resources to do so. However, there are a few PICTS, for example the Cook Islands, which has a focus on collecting relevant data so that it can improve delivery of safe, secure, and

competitive transport services for the social and economic wellbeing of its people. This includes data on registration of small vessels, registration of seafarers and qualifications, manifests of cargo and passengers and data on accident and incidents. Others, such as PNG, commented that research, data management and analytics are areas that are yet to be fully understood and effectively implemented; it has established a department which is responsible for management of data and reporting of statistics.

(vii) Theme 7: Sustainability, monitoring, and evaluation.

Consolidated response for Theme 7:

Average extent of PICTS National Transport Policies and Plans containing elements of Theme 7 outlined in the FATS is 63%.

While sustainability, monitoring and evaluation are necessary tools to measure the progress of each government's actions, this is not being undertaken by many PICTS. Most plans and policies require this but due to resource constraints, this element has often been overlooked. One cannot manage what it cannot measure. Ensuring how conservation impact, effective decarbonization and socio-economic services are delivered will be crucial throughout the coming years if a mechanism for monitoring progress has been established. In PNG, The Department of Transport (DOT) is responsible for the oversight of the MRE to the sector

policy. This is paramount to the review of the national transport strategy and is included in the NTS as well as the Medium-term transport plan.

Question: (a.5)

During the period from January 2011 to December 2020, has the FATS, including the associated support provided by the Council of Regional Organisations of the Pacific (CROP) agencies⁴, added value⁵ to Maritime Transport interventions and results in your Country?

Response:

Average response: SOME VALUE ADDED

SPC is the main agency which has provided support and assistance to most PICTS. The work of SPC that was aligned to the FATS goals has added some value. Other than that, SPREP contributed in its assistance to Samoa and some other countries while PASO had assisted a few. IMO's TCP in conjunction with SPC had provided much support in terms of training and skills development while Navigational Aid network in the Pacific was funded

⁴ The CROP agencies in question are as follows: Pacific Islands Forum Secretariat (PIFS), Pacific Aviation Safety Office (PASO), Secretariat of the Pacific Community (SPC), Secretariat of the Pacific Regional Environment Programme (SPREP).

⁵ "Added value" is taken to mean it has provided benefits additional to those which would have occurred anyway under your own national Transport programme for this same period.

through the IALA. Standout amongst all the above was SPC's efforts to establish PIDSS across the PICTS.

- (i) *If your answer above is either “**Extensive**” or “**Some added value**”, please explain briefly in what way the FATS including the associated support provided by CROP agencies added value to Transport interventions and results in your country/territory (mention examples if possible):*

Response:

Refer to the above, in particular, the comment made by Samoa.

- (ii) *If your answer above is “**No value added**” by the FATS including the associated support provided by CROP agencies, please explain briefly WHY and provide recommendations for improvements:*

Response:

Not applicable

Question: (a 6)

SPC, SPREP and PASO have been agencies engaged with the implementation of FATS (2011-2020). Overall, have these agencies, or only one or two of them has/have been effective in coordinating the implementation of the FATS?

Response:

Average response: SOME VALUE ADDED

Regarding whether implementing agencies that were engaged with the implementation of FATS (2011-2020), has/have been effective in coordinating the implementation of the FATS, the views of PICTS vary. Only SPC and SPREP have been noted in their coordination roles through various projects initiated by them e.g., Oil Spill Resilient Project and NATPLAN, MTCC Project, Ship Safety, technical and legal support and PIDSS programme. However, overall guidance provided by other agencies such as PASO was also acknowledged.

- (i) *If your answer is “Yes”, briefly explain how these agencies, or if only one or two of them, have/have been effective in coordinating its implementation, in relation to your country.*

Response:

Refer to the response above.

- (ii) *If your answer above is “No” or “Don’t know” please briefly explain why and provide recommendations for improvements:*

Response:

One of the PICTS commented: “While we take part in regional activities, we do not have a bird’s-eye view to see the coordination of implementation. I would recommend that the CROP agencies pay more attention to the needs

of the member countries when developing the new FATS and to tailor programs to strengthen national capacities.”

Papua New Guinea commented: We believe there has been levels of engagements with SPC and SPREP, indirectly or directly, to determine the extent of our progress against this FATS. Although, these interactions did not explicitly make an alignment to the FATS.

Question: (a.7)

SPC is the designated CROP ‘lead coordinating agency’ for FATS 2011-2020. Has SPC performed the role as the CROP ‘lead coordinating agency’ effectively?

Response:

Average response: Mostly YES

SPC’s stewardship on the FATS implementation and its invitation to other agencies and donors to report on their activities under FATS goals is commendable. However, effective leadership is still to be achieved which would require:

- a clear coordination, reporting and MEL framework within the FATS agreed by all countries and partners/donors,
- monitoring and reporting framework to include funding for Officials and Ministers’ meetings; this framework should include other projects and activities MEL and reporting such as IMO global projects, IMO Regional Presence Office, Pacific MoU and MTCC-Pacific (with

SPC), PACPOL, PACPLAN and Marine Litter plan (with SPREP), New Zealand PMSP, ADB maritime infrastructure development projects, etc., and

- binding commitments from other agencies and donors to contribute to the FATS implementation, share information and possibly align to the FATS goals, and,
- dedicated funding with SPC for the FATS

One country stressed that TSIP and the mid-term review is essential but have not been done.

Many countries abstained from providing a response to this query.

PNG commented: “As the FATS is for the overall Transport Sector, it is unable to be specific on the extent of the work done with other transport sub-sectors in the country. However, PNG confirms that there have been engagements with the SPC and SPREP on maritime safety and maritime environment, and the progress of gender equality”.

- (i) *If your answer above is “No” or “Don’t know”, please briefly explain why and provide recommendations for improvements:*

Response:

One PICTS member commented: “It would be helpful to discuss the FATS with each country and be receptive to national views and needs of how each country will implement the FATS.”

Question: (a.8)

Should the FATS remain and continue as a Framework (a document that coordinates and sets priorities for national and regional transport actors) or should it serve as a framework only for the regional agencies to improve coordination and be used as a Regional Transport Guide (which includes set of principles and recommended focus areas) for the PICTs”?

- (i) FATS to remain and continue as a Framework that coordinates and sets priorities for national and regional transport actors. (PICTs + CROP Agencies).*

Response:

Average response: YES.

The Pacific region needs a regional framework to unite Pacific countries to set their national priorities. FATS has the potential to improve coordination of regional initiatives, reduce duplication of efforts by multiple partners, and highlight gaps where regional initiatives would benefit. Each country's ability is to be considered when setting up regional goals; a visible presence of these actors in the country is necessary where they can properly engage with the country rather than the country being compelled to comply.

- (ii) FATS to serve as a Framework for CROP Agencies only, to improve coordination and as*

*regional guide for recommended focus areas
PICTs. (CROP Agencies only)*

Response:

Average response: NO.

Each CROP agency has its own goals and priorities. Unlike SPC where most of its objectives lie in the coordination and implementation of regional activities, the scope of other CROP agencies is quite limited and may not apply to all PICTs.

PNG has commented: "From a maritime administration standpoint, this has been selected as different Pacific Member States are at different levels of implementation. By providing a guide with recommended focus areas, perhaps the States can direct their efforts and resources to a particular area and make extensive progress on key areas, that are of short, medium to long-term priorities of each Government".

Question: (a.9)

Would it be of more value to restructure the FATS to support the national development strategy of transport services in your country or territory?

Consolidated response:

The FATS can provide directions and guide the national development strategy of transport services by stating aspirations and long-term goals: identifying areas of common issues across the Pacific Islands region,

proposing strategic partnerships and interventions from CROP agencies, donors, and partners, and adopting a MEL/reporting framework for countries to access donors/partners and communicate on their own strategies, plans and priority actions.

(i) If you consider that restructuring FATS to support national development strategy of transport services in your country or territory would add value, then what other area(s) or item(s) would you suggest being added in the new FATS?

Consolidated response:

The FATS can guide the national development strategy of transport services by stating aspirations and long-term goals as in 8(i). Recent and upcoming issues affecting the transport sector, particularly in the Pacific region, needs to be assessed and guidance provided through the new FATS. IMO's strategy to tackle the adverse effects of Climate Change, encouraging shipping using renewable energy, making ports greener, etc. that would make the new FATS keep up with current times.

Question: (a.10)

Effects of climate change is evident throughout the world, more so in the PICTS. Is your country or territory's transport services adversely affected due to worsening climate conditions, and if so, would you propose to include "Effects of climate change on transport services" as an additional Theme in the restructured FATS? Please briefly explain.

Consolidated response:

Average response: YES

Every PICTS member has strongly emphasised that “Effects of climate change on transport services” should be included as an additional Theme in the restructured FATS. It is common knowledge that the Pacific region is amongst the worst affected region of the globe due to ‘climate change’.

The impacts of climate change in the Pacific region have severe consequences on the transport services with increased risk to port infrastructure damage, lower productivity, high operating cost affecting demand in marine transport services. Low lying islands experience near-oblivion due to sea level rise which threaten the existing port infrastructures. Flooding, storm surge and climate change affects movement of ships and more specifically impedes seafarers from continued employment. When shipping routes are affected, costs increase together with delay in shipments, re-routing to safe ports etc. Economic downturn is often experienced as transportation of agricultural produce between islands and urban centres are severely restricted.

Resilience to the effects of climate change need to be focused on the region’s maritime sector. Development of the new FATS should include the need to integrate climate mitigation in the maritime sector and work towards sustainable shipping services which will include pollution prevention/response, climate change mitigation and

increased resilience aspects of sustainable shipping and mobility in the Pacific region.

Theme 5 (Environment Impact, Technology and Energy) of FATS 2011-2020 could be re-structured to better highlight Climate Change (CC) and Disaster Risk Reduction (DRR). The COVID pandemic has highlighted the vital importance of DRR and the linkage of transport, health, and economics.

The restructured FATS should be forward looking and provide effective guidance to tackle future adversities in the maritime transport sector.

Question: (a.11)

Any Final Thoughts:

Consolidated response:

1. Bring key transport agencies together to review previous FATS and seek consensus to a more resilient, transport service incorporating climate change, environmental crisis, and disaster risk management.
2. FATS should mobilize legal expertise to the region as most governments lack technical expertise to address maritime legislations.
3. The Questionnaire sent out to PICTS cover responses from maritime administration and seeks responses mainly of maritime transport services. It is recommended that SPC coordinates

responses to FATS 2011-2020 from government Transport Departments (Ministers) in each of the PICTS to obtain an overall view of the work implemented by other sub-sector agencies against the FATS.

(b)

CONSOLIDATED RESPONSE TO QUESTIONNAIRES – CROP AGENCIES

Question: (b.1)

Is your Organisation aware of the Framework for Action on Transport Services in the Pacific (FATS) 2011-2020 including its vision, goal, outcomes, guiding principles, national and regional responsibilities, and themes?

Consolidated Response:

FATS was an attempt to provide regional policy guidance on transport services. It has provided a useful frame to drive the collective goals and objectives of the region, in particular SIDS, in improving their connectivity through the transport channels. Some felt that it was not well used by Members to advocate support for regional and national work. For example, in the marine pollution area FATS was almost never referenced nor was so in the aviation sector.

Question: (b.2)

(b.2.i) Does your Organisation's Policies or other Strategic Planning documents make reference to FATS?

Consolidated Response:

During the consultation phase of the 2050 PIFS Ocean Statement, FATS was one of the Policy Frameworks identified under the Strategic Focus Area -Connectivity and Technology. (PIFS). The PACPOL Strategy 2015 - 2020 references FATS as a related activity in the introduction. The Transport Services Implementation Plan 2015-2020 is also referenced (SPREP).

The Cleaner Pacific 2025 does not particularly reference FATS although it incorporates all the PACPOL policies.

(b.2.ii) Has there been adequate monitoring and reporting against the Organisation's Policy or Strategy Document (those that also aligns with FATS in some areas) to inform prioritization and decision making by regional and national agencies and partners?

Consolidated Response:

Some agencies believe that there has not been adequate monitoring and reporting against their Organisation's Policy or Strategy Documents. PASO had been involved in the Regional Aviation Ministers' meeting where members were looking to develop specific capacity in this regard to enable them to manage their own airspace.

SPREP carried out a mid-term review of the Cleaner Pacific 2025 and developed an implementation plan for the period 2021-2025.

Question: (b.3)

To what extent has your Organisation's Policy or Strategic Document (that also aligns with FATS in some areas) reflected changing needs and priorities of member countries?

Consolidated Response:

The SPREP Strategic Plan, Cleaner Pacific 2025, clearly articulates the needs and priorities of member countries. PASO's Strategic and Business Plans provides a platform for it to provide greater services to its 10 member States and provide an opportunity for increased regionalism for aviation in the Pacific, strengthen relationships with its members, be a voice of aviation in the Pacific and work with Pacific Regional partners. PIFS 2050 Strategy will provide a useful point of entry and collaboration moving forward as Technology and Connectivity is one of the key cross-cutting measures of the Strategy. The review of FATS could and should provide some relevant activities for progression under the 2050 Strategy Implementation Plan currently being developed. There are also specific activities under the Boe Declaration Action Plan 2019 that have specific connections to AVSEC, PORTSEC, Port State Measures and the like, that will have implications for FATS review.

Question: (b.4)

To what extent does your organisation's Policies and Plans contain elements of the 7 themes outlined in the FATS?

- (i) *Theme 1: Leadership, governance, coordination, and partnerships.*

Consolidated Response:

PASO: These are reflected as strategic priority areas in the PASO's Strategic Plan.

SPREP: The SPREP Strategic Plan outlines Theme 1

PIFS: In essence this is what PIFS endeavours to provide for its members in relation to achieving political settlements, driving regional priorities, and ensuring that partnerships are fit for purpose to enable the achievement of those settlements and realisation of the shared priorities and goals.

- (ii) *Theme 2: Capacity development, policy, planning and regulatory frameworks.*

Consolidated Response:

PASO: Capacity development, policy, planning and strong regulatory framework, are all reflected as its priority to respond to international challenges in ensuring maintenance of a safe, secure, resilient, and sustainable aviation system through an effective regulatory oversight capability that will lead to compliance with ICAO

standards as well as increasing connectivity within the Pacific region and beyond.

SPREP: This is a priority area in the Cleaner Pacific 2025 and the SPREP Strategy Plan.

PIFS: provides policy advice and development as well as have some capacity in relation to development of regulatory frameworks, particular in the security space.

(iii) Theme 3: Transport safety and security.

Consolidated Response:

PASO: A safe and secure air transport is a catalyst or enabler for social and economic growth in the Pacific region. Continuous improvement in the quality of aviation safety and security oversight services will support tourism and other activities in the Pacific region. The increasing demand for regulatory compliance to international standards requires PASO to ensure that it is not placing the region in an unsafe environment noting the financial challenges faced.

SPREP: This is not a priority in the SPREP Strategic Plan or Cleaner Pacific 2025.

PIFS: There are specific strategic actions contained in the Boe Action Plan that look at AVSEC and PORTSEC measures.

(iv) *Theme 4: Improved access*

Consolidated Response:

PASO: PASO has a strong program and support services for its members to enable improved access that is safe, secure, and reliable as it partners with the aviation industry. Following the launch of the Pacific Regional Aviation Strategy, the accessibility of aviation in the region is important to deliver proper services across the region and in country.

SPREP: This is clearly a priority in the SPREP Strategic Plan and Cleaner Pacific 2025.

PIFS: This area around improved access will be key in the 2050 strategy and clearly outlined in the level of ambition of the Technology and Connectivity thematic area which states that “all Pacific Peoples benefit from their access to affordable safe and reliable land, air and sea transport and ICT infrastructure and systems and operations while ensuring user protection and cyber security.”

(v) *Theme 5: Environmental impact, technology, and energy.*

Consolidated Response:

PASO: Aviation is very reliant on technology and the phases of evolution in the industry must be matched by how we plan for changes to ensure that standards and infrastructure development keep abreast with technological development. These are challenges identified by PASO and is working collaboratively with its

member States. The Pacific Regional Aviation Strategy – one of the priorities is focused on environment and will be an area of focus for PASO to support all Pacific Island States improve their aviation safety and security efforts.

SPREP: This is clearly a priority in the SPREP Strategic Plan and Cleaner Pacific 2025.

PIFS: Carriage of environmental issues is with SPREP, and SPC and USP have carriage of energy and technology issues. Notwithstanding, there will be key inputs in these areas to the 2050 Strategy Implementation Plan. In terms of climate change, PIFS looks after Climate Finance and the necessary political engagement and advocacy on issues to do with all three areas. e.g., Endorsement by Leaders of the current iteration of the Regional Energy Plan from SPC in 2022.

(vi) Theme 6: Transport data, information, and knowledge.

Consolidated Response:

PASO recognises the importance of timely and accurate aviation data as its basis for effective planning and decision making. It is implementing a Quality Management System that will interface with IT systems to assist in collecting these data and that are fit for purpose.

SPREP: This is clearly a priority in the SPREP Strategic Plan and Cleaner Pacific 2025.

PIFS: Refer to answer for Theme 5.

(vii) Theme 7: Sustainability, monitoring, and evaluation.

Consolidated Response:

PASO: A long term strategic vision that is relevant, fit for-purpose and member-driven is now being driven by PASO to build on existing arrangements by encompassing a holistic approach to support sustainable development in the aviation industry. It is considered that there is an opportunity to improve delivery of a reliable and sustainable air transport industry that supports this theme leading to empowering the States' ability to control their future.

SPREP: NO COMMENTS

PIFS: PIFS is responsible for monitoring the Pacific SDG Goals and has already prepared the 2018 Quadrennial Report, 2020 Biennial Report and the recently launched 2022 Quadrennial Report.

Question: (b.5)

During the period from January 2011 to December 2020, has your CROP agency provided any added value to maritime transport interventions in the Pacific Community (SPC)?

Consolidated Response:

Not much. However, there will be avenues for further engagement through the PIFS 2050 Strategy Implementation Plan.

(b.5.i) If the answer above is either 'extensive' or 'some' added value, please explain briefly in what way your own CROP agency has contributed to such added value(s) to FATS (mention examples if possible):

Consolidated Response:

REFER TO ABOVE

(b.5.ii) If the answer above is 'no value added,' please explain briefly WHY and provide recommendations for improvements:

Consolidated Response:

REFER TO ABOVE

Question: (b.6)

SPC, SPREP and PASO have been agencies engaged with the implementation of FATS (2011-2020). Overall has these two agencies been effective in coordinating the implementation of the FATS?

Consolidated Response:

No comments have been provided except that PIFS commented that it has not been involved in the implementation of FATS.

(b.6.i) If the answer above is 'no' or 'don't know' please briefly explain why and provide recommendations for improvements:

Consolidated Response:

REFER TO ABOVE

Question: (b.7)

SPC is the designated CROP 'lead coordinating agency' for FATS 2011-2020. Has SPC performed its role as the CROP 'lead coordinating agency' effectively?

Consolidated Response:

SPREP: FATS was inactive for the last 5 years or more.

PASO is not certain how SPREP or SPC have coordinated but PASO has not engaged with SPC on any matters regarding aviation specific matters. Given that no one from SPC presented FATS to PASO, this situation happens to be unjustifiable.

PIFS has not been involved in the implementation of FATS.

(b.7.i) If the answer above is 'no' or 'don't know' please briefly explain why and provide recommendations for improvements:

Consolidated Response:

PASO: This might be due to SPC not having aviation capacity or expertise since December 2015 to effectively perform the coordinating role as lead coordinating agency in aviation for FATS because this rests with PASO as the Technical Agency dealing with aviation safety and security improvement.

Question: (b.8)

Should the FATS remain and continue as a Framework (a document that coordinates and sets priorities for national and regional transport actors) or should it serve as a framework only for the regional agencies to improve coordination and be used as a Regional Transport Guide (which includes set of principles and recommended focus areas) for the PICTs”?

(b.8.i) FATS to remain and continue as a Framework that coordinates and set priorities for national and regional transport sectors (PICTS + CROP Agencies)

Consolidated Response:

FATS has to be a regional PICTs and CROP Agencies document for it to be of any value to Members. We also need a CROP coordinating document as well.

FATS should be a framework for both regional and national actors as this will create better synergies for coordination, cooperation and collaboration. It will also

allow for pooling of scarce resources for national efforts as well.

(b.8.ii)FATS to serve as a Framework for CROP Agencies only, to improve coordination and as regional guide for recommended focus areas in PICTS (CROP Agencies only)

Consolidated Response:

The FATS is an excellent document which needs to be updated and allow for being a 'live document' adapting to changes. It needs to include the national aspects as well.

Question: (b.9)

Would it be of more value to restructure the FATS to support the national development strategy of transport services in Pacific Community (PICTS)?

Consolidated Response:

Structure FATS to include: a regional status report of transport services, to include the thematic areas such as environment (climate change, resilience, waste and pollution, ecosystem services). However, PASO does not support SPC working on Aviation with States as this creates duplication and confusion; PASO is the custodian for the Pacific Regional Aviation Strategy implementation.

PIFS has not been intricately involved in the FATS implementation.

Question: (b.10)

If you consider that restructuring FATS to support national development strategy of transport services in the region would add value, then what other area(s) or item(s) would you suggest to be added in the new FATS?

Consolidated Response:

To include a regional status report of transport services, and to include the thematic areas such as environment (climate change, resilience, waste and pollution, ecosystem services).

PIFS suggest FATS to be part of its 2050 Implementation Plan.

Question: (b.11)

Effects of climate change is evident throughout the world, more so in the PICTS. Are the Pacific Community's transport services adversely affected due to worsening climate conditions, and if so, would you propose to include "Effects of climate change on transport services" as an additional Theme in the restructured FATS? Please explain in brief.

Consolidated Response:

Fully supported since issues around greening of our transport sector will require huge investments given our

reliance on maritime and aviation transportation for connectivity and our geography.

Question: (b.12)

How does your Agency wish to interact further with the FATS Lead Agency, the Pacific Community (SPC), in improving the FATS 2021-2030?

Consolidated Response:

SPREP would like to be an equal partner in the implementation of FATS.

PASO feels that the role of both SPC and PASO needs to be understood better before partnering together to update the FATS.

PIFS definitely would like to be a part of the committee moving forward given its strong linkages to its 2050 Strategy.

Question: (b.13)

Any final thoughts?

Consolidated Response:

SPREP would like to be an equal partner in the implementation of FATS.

PASO has progressed since the establishment of the FATS, in accordance with its mandate. The relationship between PASO and SPC needs deeper consideration and above all else the best way forward is likely a partnership where PASO leads on all aviation work and SPC the rest.

Detailed responses from stakeholders are attached to this report, as follows:

Responses from PICTS - ADDENDUM- D.1.

Responses from CROP Agencies – ADDENDUM- D.2.

9. REVISED WORP PLAN:

Due to the slow response received from PICTS and CROP agencies to the Questionnaires which has been sent to them and reminded several times thereafter via email and at the Regional Heads of Transport Official's Meeting, it became necessary to amend our initial Work Plan and reschedule our target achievement dates to allow time to accommodate feedback from more stakeholders. This required a Modified Work Plan to be prepared by the consultant which after receiving approval from SPC was finalised on 10th February 2023. This is attached as ADDENDUM – B.2.

10. ENVIRONMENT AND CLIMATE CHANGE EFFECTS AND POSSIBLE SOLUTIONS:

A strong urge was demonstrated by all stakeholders to include CLIMATE CHANGE and its effect on the transport

services in the Pacific region including mitigation guidance in any revised FATS. The consultant shares similar views for the reasons shown in this report:

(a) Pacific Island ecosystems are being degraded by pollution, overfishing, and unsustainable development. They also increasingly face severe climate impacts including sea-level rise, changing temperature and rainfall patterns. These impacts result in changes in food and water security, loss of identity, climate-induced migration, and threats to sovereignty. In response, communities in the region are leading climate adaptation strategies, often combining traditional practices and cutting-edge science, to build the resilience of their communities and ecosystems in the face of increasing climate risk.

(b) Often these efforts contribute to local development priorities and create co-benefits for multiple sustainable development goals (SDGs). These community efforts are being scaled up through provincial and national policies that reinforce the critical role that ecosystems play in climate adaptation and provide a model for the rest of the world.

(c) Remoteness of Islands, logistical, technological, and weather-related obstacles are common in remote islands in the Pacific, causing delays to material-dependent projects. High costs of transportation and certain goods divert spending from on-the-ground implementation. Distance from markets can also limit economic growth. Such issues can lead to decreased interest in the region

from international conservation supporters and investors. However, the logistical challenges and high costs related to often remote locations of islands is also a factor driving the development of local solutions for climate adaptation that build on local traditional knowledge. While some of the solutions are specific to the needs of islands, they inspire innovative approaches that can be applied in other areas.⁶ Climate change is impacting all walks of life for the people residing in the Pacific and transport services within and outside of this region needs to cater for such changes.

(d)IMO's GHG Reduction and Decarbonisation Measures

IMO continues to contribute to the global fight against climate change, in support of the UN Sustainable Development Goal 13⁷, to take urgent action to combat climate change and its impacts. IMO has adopted mandatory measures to reduce emissions of greenhouse gases from international shipping, under IMO's pollution prevention treaty (MARPOL): the Energy Efficiency Design Index (EEDI) mandatory for new ships, and the Ship Energy Efficiency Management Plan (SEEMP). IMO is also executing global technical cooperation projects to support the capacity of States, particularly developing

⁶Lessons From the Pacific Islands – Adapting to Climate Change by Supporting Social and Ecological Resilience: Authors-Elizabeth Mcleod, Mae-Burton Adams, Johannes Foster, Chiara Franco, Berna Gorong, Robyn James, Gabriel Posing-Kulwaum, Magdalene Tara and Elizabeth Terk : (extracted from "Frontiers in Marine Science" JOURNAL : PERSPECTIVE – JUNE 2019"

⁷ Goal 13: Take urgent action to combat climate change and its impacts:
<https://www.un.org/sustainabledevelopment/climate-change/>

States, to implement and support energy efficiency in the shipping sector.

(e) The 22nd session of APHoMSA endorsed many of the policies of IMO's GHG Reduction and Decarbonisation Measures.⁸

(f) IMO's GHG SMART Initiative for the Pacific

(f.1) Issue:

LDCs and SIDS are amongst those countries that are significantly impacted by climate change. They are economically heavily reliant on their maritime transport, and they may disproportionately be impacted due to the implementation of the IMO GHG Strategy. There have been frequent calls by Member States at IMO to support these countries from a variety of perspectives including capacity building to develop expertise needed by these countries to tackle these issues.⁹

(f.2) Solution:

GHG SMART's main aim is to support SIDS and LDCs with the implementation of the IMO GHG Strategy via building sufficient human capacity in these countries. This

⁸ <https://aphomsa.org/documents/22nd-Session-of-APHoMSA-Outcome-Statement.pdf>

⁹ Pacific Islands in the IMO: <https://mcst-rmiusp.org/index.php/hlpu/imo-ghg-emissions-reduction/imo-ghg-emissions-reduction-roadmap/pacific-islands-in-the-imo>

includes development of a comprehensive training programme, intended for participants from SIDS and LDCs. The programme will be implemented by the Republic of Korea. The project also includes post-training monitoring, evaluation, and refinement.

(g) Green Voyages 2050: Supporting shipping's transition towards a low carbon future (IMO)¹⁰

(g.1) Issue:

According to the Fourth IMO GHG Study 2020, CO₂ emissions from shipping account for approximately 2.89% of global anthropogenic emissions, and if left unchecked, could rise significantly in the future. In 2018, IMO adopted the Initial IMO Strategy on reduction of GHG emissions from ships confirming IMO's commitment to reducing GHG emissions from international shipping and, as a matter of urgency, to phasing them out as soon as possible.

(g.2) Solution:

Supporting effective implementation of the Initial IMO GHG Strategy and, providing support to developing countries in their efforts to reduce GHG emissions from ships, through enhancing government and port management capacities to:

High level commitment secured from all participating countries to progress on activities in their tailored

¹⁰ <https://greenvoyage2050.imo.org/>

workplans. Development of global capacity-building tools and training material to support decarbonization efforts.

Initial dialogue with IFI's and other strategic partners to support pilot project implementation and other outputs.

Reestablishment of the Low Carbon GIA under GreenVoyage2050, a public-private partnership to support low carbon shipping. an IMO project under the Department of Partnerships & Projects (DPP))

Undertake legal and policy reforms to effectively implement MARPOL Annex VI.

Develop National Action Plans (NAPs) to address GHG emissions from ships.

Catalyse private sector partnerships.

Deliver pilot demonstration projects to facilitate technology uptake.

11. ANALYSIS, REMARKS AND OBSERVATIONS

The consultant has carried out analysis of the feedback received from stakeholders; these together with consultant's views based on extensive research, have been included in this report and provided in this section:

- (i) Following review and analysis of feedback received from members of PICTS, it appears to the consultant that different countries and their governments have slightly different views on FATS 2011-2020. The objectives and purpose of

this framework has been in alignment with the plans, policies, and strategies of most respondent PICTS, however the level of support received from the implementing lead agency (SPC) has varied from one country to the other. Most of the respondent PICTS strongly support the existence of FATS which would act as a guide, mentor, and assist countries to implement policies and practices uniformly in the transport sector throughout the Pacific region. Most of the responders overwhelmingly support the revised FATS to include current global issues, trends and incorporate modern techniques, education, and skill-based training for all across the Pacific region. Special focus should be given to the environment, the effects of climate change in the low-lying island countries (within the Pacific region) affecting the transport infrastructure and services.

- (ii) In carrying out the review of feedback received from members of CROP Agencies, the sample appeared to be small to sufficiently analyse. Only the SPREP and PASO returned their responses to the Questionnaires sent and PIFS provided valuable comments. In view of the consultant, each of these agencies expressed their own agreement and disagreement to the concept of FATS and whether this framework was indeed relevant. One agency feels that the aviation

sector has its own constitution, policies and practices for the Pacific region and any other framework has the possibility of duplicating work thereby creating possible confusion. Another agency which is entrusted with the responsibility of ensuring a 'green environment and cleaner oceans' strongly believe that FATS would benefit in achieving its goals and would act as an umbrella framework for all in the Pacific to work together with a common focus.

PIFS contributed in a positive manner. It had expressed a positive tone in the importance of a framework for the region such as FATS, however, PIFS cautioned that this framework should be aligned, so far as is possible, to the themes (strategic focus areas) contained in the PIFS 2050 Strategy for the Pacific region.

12. LINKAGES TO THE PIFS 2050 STRATEGY AND BOE DECLARATION ACTION PLAN 2018:

The revised FATS will need to align itself as much as possible with the thematic focus areas of the PIFS 2050 Strategy for the Blue Continent, in particular Ocean and natural environment, Technology and connectivity, and Climate change and disasters.¹¹

¹¹<https://www.forumsec.org/2050strategy/>

The Boe- Declaration Action Plan 2018 have specified connections to AVSEC, PORTSEC, Port State measures; it is likely to have implications for FATS review. In particular, Strategic focus Area 1: Climate Security, and Strategic Focus Area 3: Environment and Resource Security, needs to be reviewed in the preparation of a revised FATS.¹²

13. FATS 2011-2020 SALIENT FEATURES:

Improved regional transport services enhance the social and economic well-being of the people by ensuring that all people have access to safe, secure, and competitive transport services that are regular, reliable, and affordable. In essence, FATS 2011-2020 was designed to improve the efficiency and sustainability of transport services in the Pacific. However, only regional maritime transport and to a certain extent Pacific aviation services have been focused on this FATS. Due to obvious reasons, land transport was never included in this framework. The 7 (seven) guiding principles and the equal number of Themes may have served their purposes until now, however in a changing world environment and additional phenomena being experienced particularly in the Pacific region, readjustment of the themes have become necessary. Geo-political and environmental issues which the region

¹² Action Plan to Implement the Boe Declaration on Regional Security: <https://www.forumsec.org/wp-content/uploads/2019/10/BOE-document-Action-Plan.pdf>

currently is faced with and future measures that is expected to confront this region means that provisions are to be made to include more pressing issues in the revised FATS; if that means one or more of the themes in the FATS 2011-2020 need to be reviewed/revisited. In this context, Theme 5 which deals with Environmental impact, technology and energy needs to be revisited to include national and international guidelines such as the resolutions adopted at IMO's MEPC (discussed in section 10 of this report). This framework is aligned to Pacific Forum goals and any revision needs to accommodate the regional approach.

Finally, the FATS is only a guideline for its stakeholders – PICTS and CROP agencies; it is developed to provide guidance to its stakeholders to do things in a uniform way across the Pacific region. In no circumstance, the national sovereignty of each PICT is under threat as each country reserves its right to act in a manner which is beneficial to its people.

14. RECOMMENDATIONS OUTLINING MAJOR AMENDMENTS TO CURRENT FATS (2011-2020)

Recommendations outlining areas of major amendments or changes to FATS 2011-2020 as a result of feedback from stakeholders in addition consultant's research on modern trends and international and domestic requirement in the maritime and aviation sectors, are provided below:

- (a) FATS should be a framework for both regional and national actors as this will create better synergies for coordination, cooperation, and collaboration. It will allow for pooling of scarce resources for national efforts as well.
- (b) The FATS is an excellent document which needs to be updated and allowed for being a 'live document' adapting to changes. It needs to include the national aspects as well.
- (c) The vision, goals and outcomes of the framework needs to incorporate current requirements and future trends of development in the Pacific region.
- (d) Structure FATS to include: a regional status report of transport services, the thematic areas such as environment (climate change, resilience, waste and pollution, ecosystem services). Reorganising Themes for Action to Improve Transport Services: strengthen current conditions in the Pacific with particular attention given to the effects of climate change on regional and international transport services.
- (e) PIFS suggest FATS to be part of its 2050 Implementation Plan
- (f) *"Effects of climate change on transport services"* may be added as an additional Theme in the restructured FATS This is fully supported since issues around 'greening of our transport sector.

This will require huge investments given our reliance on maritime and aviation transportation for connectivity and our geography.

- (g) Linking the framework to PIFS 2050 Strategy and the Boe Declaration Action Plan. The 2050 Strategy provides a useful point of entry and collaboration moving forward on Technology & Connectivity which is key cutting-edge theme of the PIF strategy.
- (h) Linking framework to Implementation Plan-TSIP
- (i) While Aviation and Maritime services are grouped together when describing Theme 3: Transport safety and Security, and Theme 5: Environmental Impact, technology, and energy in FATS 2011-2020, these two modes of transport service may be addressed separately since PASO has now been entrusted with the responsibility of Aviation within the Pacific region. Land transport services are too complex to be included in the Framework.
- (j) As the sovereignty of PICTs is paramount, national policies and plans are to be developed and implemented in line with the Framework guidelines.
- (k) Tourism is a growing industry for economic growth of each PICT and transport services should be tailored in a manner to aid in the growth and development of this industry for the economic

benefit of each country and the overall Pacific region.

- (l) ICT and cyber security implementation training in the transport sector deserves to be included in any revised FATS.
- (m) FATS to avail support through IMO's GHG SMART initiative for building human capacity to address Climate Change in the shipping transport sector.
- (n) FATS could seek IMO's support collectively to develop NAPs to address GHG emissions from ships in the Pacific region.
- (o) Some CROP agencies may be delegated to partnership in the implementation of FATS.
- (p) Outline of content of a new framework, theory of change, methodology, results framework, and tools to be used going forward including timelines can be conceived and executed after decision of the Ministers at 5th PRETTM.

15. FURTHER ENGAGEMENT

As indicated in the Terms of Requirement (ToR) for the engagement of the Consultant, the Consultant is willing to participate at 5th PRETTM to argue and lobby for the acceptance of the contents of the Final Review Report of FATS 2011-2020 and further to engage in developing a revised FATS for the future period to be determined at 5th PRETTM, if required. This could involve:

1. Filling in contents and outcomes of stakeholder feedback from further and ongoing consultations with PICTS, CROP agencies and other stakeholders.
2. Research and assess current and future changes in the regulatory field affecting the Pacific region including Domestic Ferry Model Regulations 2020, IMO doc. TC65/inf12, ISPS compliance, e-Trade, and other environmental and climate mitigation measures in the transport sector.
3. IMO's decarbonization push- GHG reduction, advanced fuel usage, etc.
4. Millennium Goals (MDGs) and UNSDGs – 13 and 14: effects and responses in the Pacific transport sector.
5. Climate change effects on SIDS and PICTS in general affecting port infrastructures, shipping and maritime and aviation domain as a whole.
6. Working towards development of a new FATS, by outlining the contents of a new framework, elaborating theory of change, working out a methodology and tools to be used going forward. Considerations of MEL would be essential in writing this document. However, this step can only be undertaken if a decision to renew FATS is taken by the relevant Ministers at 5th PRETMM.

16. CONCLUSION

FATS is intended as a regional and national policy guide, but it was developed with the understanding that not all strategies and actions included will be relevant to all PICTS. It is a living document, and it will continue to be refined in the coming years as the Pacific region progresses in implementing transport safety and security initiatives at the regional and national levels driven by international obligations and national requirements. Although a set timeframe has been applied, actions are both short and long-term. A new FATS is to be designed and a review is to be conducted after five years or as regularly as practicable to measure the status of its implementation as well as to evaluate the success of this framework.

The restructured FATS should be forward looking and provide effective guidance to tackle future adversities in the (maritime) transport sector in addition to accommodating current experiences and trends within the Pacific community. The new FATS should seek consensus to a more resilient, transport service incorporating climate change, environmental crisis, and disaster risk management for its stakeholders.

Abbreviations, Appendices and Bibliography

GLOSSARY

| Abbreviation | Full name |
|--------------|---|
| ADB | Asian Development Bank |
| APHoMSA | Asia-Pacific Heads of Maritime Safety Agencies |
| AVSEC | Aviation Security |
| CC | Climate Change |
| COVID | Corona Virus Disease |
| CROPagencies | Council of Regional Organisations in the Pacific |
| DOT | Department of Transport |
| DPP | Department of Public Prosecution |
| DRR | Disaster Risk Reduction |
| EDD | Economic Development Division (of SPC) |
| EEDI | Energy Efficiency Design Index |
| e-TRADE | Electronic Trade |
| FATS | Framework for Action on Transport Services |
| FFA | Forum Fisheries Agency |
| GEM | The Geoscience, Energy and Maritime Division (of SPC) |
| GHG | Green House Gas |
| GIA | The Global Industry Alliance |
| HOD | Heads of Department |
| IALA | International Association of Marine Aids to Navigation and Lighthouse Authorities (IALA-AISM) |
| ICAO | International Civil Aviation Organisation |
| IFI | International Financial Institutions |
| IMO | International Maritime Organisation |
| ISPS | International Ship and Port Security (ISPS Code) |
| LDC | Least Developed Countries |
| MARPOL | The International Convention for the Prevention of Pollution from Ships |
| MEL | Monitoring, Evaluation and Learning |
| MEPC | Maritime Environment Protection Committee (IMO) |

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| MRE | Monitor, Review and Evaluate |
| MTCC-PACIFIC | Maritime Technology Cooperation Center in the Pacific (IMO) |
| NAP | National Action Plan |
| NATPLAN | National Plan |
| PACPLAN | Pacific Plan |
| PACPOL | Pacific Ocean Pollution Prevention Programme |
| PASO | Pacific Aviation Safety Organisation |
| PICTS | Pacific Island Countries and Territories |
| PIDP | Pacific Islands Development Programme |
| PIDSS | Pacific Islands Domestic Ship Safety |
| PIFL | Pacific Islands Forum Leaders |
| PIFS | Pacific Islands Forum Secretariat |
| PIMC | Pacific Islands Maritime Conference |
| PMSP (NZ) | Pacific Maritime Safety Programme (NZ) |
| PNG | Papua New Guinea |
| PORTSEC | Port Security |
| PPA | Pacific Power Association |
| PRETMM | Pacific Regional Energy and Transport Ministers Meeting |
| RFQ | Request for Quotation |
| SDG | Sustainable Development Goals |
| SEEMP | The Ship Energy Efficiency Management Plan |
| SIDS | Small Island Developing States |
| SIMA | Solomon Islands Maritime Authority |
| SPC | Secretariat of the Pacific Community (hereinafter names as the Pacific Community) |
| SPREP | The South Pacific Regional Environment Programme |
| SPTO | The Pacific Tourism Organisation |
| TCP | Technical Cooperation Programme (IMO) |
| TSIP | Transport Services Implementation Plan |
| ToR | Terms of Reference |
| TSCMIC | The Transport Sector Coordination, Monitoring and Implementation Committee (PNG) |
| USP | University of South Pacific |
| VMC | Vessel Monitoring Centre |

FOOTNOTES:

1. Extracted from PACIFIC REGIONAL MARITIME TRANSPORT OFFICIALS' MEETING 15 – 16 & 18 November 2022 Review of the Framework for Action on Transport Services (FATS 2011 – 2020) (Submitted by the Pacific Community (SPC)).
2. Contract Amendment No. 1 -not provided due to being a commercially sensitive document.
3. PACIFIC REGIONAL MARITIME TRANSPORT OFFICIALS' MEETING, (Held virtually, 15 – 16 & 18 November 2022): Meeting Resolution.
4. List of The CROP agencies in question are as follows: Pacific Islands Forum Secretariat (PIFS), Pacific Aviation Safety Office (PASO), Secretariat of the Pacific Community (SPC), Secretariat of the Pacific Regional Environment Programme (SPREP).
5. "Added value" is taken to mean it has provided benefits additional to those which would have occurred anyway under your own national Transport programme for this same period."
6. Lessons From the Pacific Islands – Adapting to Climate Change by Supporting Social and Ecological Resilience: Authors-Elizabeth Mcleod, Mae-Burton Adams, Johannes Foster, Chiara Franco, Berna Gorong, Robyn James, Gabriel Posing-Kulwaum, Magdalene Tara and Elizabeth Terk : (extracted from "Frontiers in Marine Science JOURNAL : PERSPECTIVE – JUNE 2019
7. Goal 13: Take urgent action to combat climate change and its impacts:
<https://www.un.org/sustainabledevelopment/climate-change/>
8. <https://aphomsa.org/documents/22nd-Session-of-APHoMSA-Outcome-Statement.pdf>

9. Pacific Islands in the IMO: <https://mcst-rmiusp.org/index.php/hlpu/imo-ghg-emissions-reduction/imo-ghg-emissions-reduction-roadmap/pacific-islands-in-the-imo>
10. <https://greenvoyage2050.imo.org/>
11. <https://www.forumsec.org/2050strategy/>
12. Action Plan to Implement the Boe Declaration on Regional Security: <https://www.forumsec.org/wp-content/uploads/2019/10/BOE-document-Action-Plan.pdf>

ADDENDA:

1. ADDENDUM – A.1: Terms of Reference for consultant's contract.
2. ADDENDUM – B.1: Work Plan (initial)
3. ADDENDUM – B.2: Work Plan (modified)
4. ADDENDUM - C.1: Review of the Framework for Actions on Transport Services 2011-2020, Paper 2.b; submitted by SPC.
5. ADDENDUM-D.1: Responses to Questionnaires from PICTS.
6. ADDENDUM-D.2": Responses to Questionnaires from CROP Agencies.

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