

SAMOA CLIMATE RESILIENT TRANSPORT PROJECT (SCRTP)

TERMS OF REFERENCE for Driver Licensing Specialist to the Samoa Ministry of Works, Transport and Infrastructure for:

GENDER-INFORMED DRIVER LICENSING PILOT PROGRAM

A. PROJECT BACKGROUND

The Independent State of Samoa (Samoa) is a small and remote Pacific Island Country (PIC) with a population of approximately 197,000 people. Samoa consists of the two large islands of Upolu and Savai'i, and eight smaller islands, and has a total land area of approximately 2,935 km². Like many PICs, Samoa is vulnerable to extreme weather events. The Pacific-Australia Climate Change Science and Adaptation Planning Program (PACCSAP) has suggested that the frequency and intensity of extreme weather and climate events, such as heavy rainfall, strong winds and storm surges is increasing, a trend projected to continue throughout the region.

In 2013, Cabinet approved a plan to strengthen the climate resilience and longevity of road assets throughout the country and is taking steps to strengthen the resilience of Samoa's economic assets to extreme climatic events. Building on this, in late 2017 the Government adopted the Vulnerability Assessment (VA) and Climate Resilient Road Strategy (CRRS) prepared under the Pilot Program for Climate Resilience of the Strategic Climate Fund financed Enhancing the Climate Resilience of the West Coast Road (CRWCR) project, which identified hazards and prioritized areas for investment in the transport sector.

The Samoa Climate Resilient Transport Project (SCRTP) will help support the Government of Samoa (GoS) to improve the climate resilience of the road network and to provide an immediate response in the event of an Eligible Crisis or Emergency. The envisaged support takes into consideration the identified sectoral strategies to help improve the climate resilience of the road network, and will also provide key assistance required to contribute towards effectively managing climate resilient road sector assets.

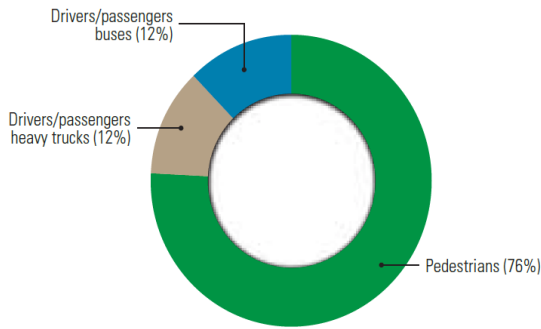
Component 3: Strengthening the Enabling Environment will provide funding to support institutional and regulatory reforms for road sector asset management and maintenance, including measures to strengthen local capacity and to increase the sustainability of climate resilient road sector investments. In addition, this Component will help to strengthen coordination among relevant institutions, will look at ways in which road sector management can be improved, and will address any emerging priority issues that can help support the Government in addressing climate change risks. One of the sub-components is focused on gender and road safety, more specifically in undertaking a gender-informed driver licensing pilot.

B. ROAD SAFETY IN SAMOA

For a small country with a small population, Samoa has one of the highest road fatality figures in the region (WHO estimated rate per 100,000 population is 15,8)¹. Between 2009 and 2010 for instance, more than 50 people were killed in traffic crashes, many of them being young children. Even though there was a high decrease in 2010, road incidents are rising slowly every year.

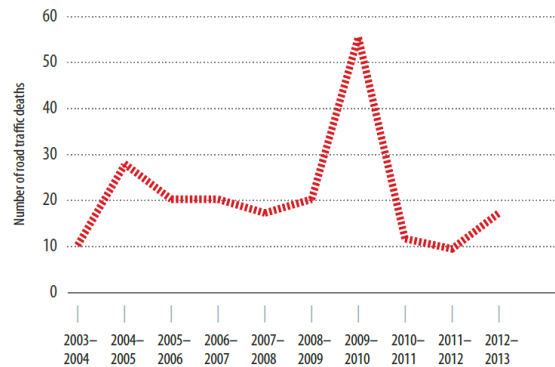
¹ WHO (2015). *Global Status Report on Road Safety*. Geneva: WHO.

DEATHS BY ROAD USER CATEGORY



Source: 2013, Accident Compensation Corporation.

TRENDS IN REPORTED ROAD TRAFFIC DEATHS



Source: Accident Compensation Corporation, Samoa Bureau of Statistics.

Figure 1. Global Status Report on Road Safety, WHO, 2015

Many studies in the field show a higher number of crash fatalities and injuries among males, which can be noticed in Samoa also (76% male, 24% female%).² This is related to the disproportionate number of male drivers comparing to female, but it is also proven that female drivers are less likely to be involved in serious traffic incidents.

C. CONTEXTUAL BACKGROUND ON RELEVANT DRIVER LICENSING ISSUES

Part of the approach to improving the sustainability of climate resilient road sector investments involves ensuring the inclusivity of road use. Driver licensing can provide one indication. In Samoa, data provided by Land Transport Authority (LTA) indicated that women, relative to men, are much less likely to hold a driver's license (Table 1). Specifically, the data provided show that as of 2013 there is a significant gap between the number of men and women who hold a driver's license. Among private license holders, roughly 73 percent are male, and 27 percent are female. The gap is even larger among commercial license holders: approximately 98 percent are male and only 2 percent are female.

SCRTP provides technical assistance for emerging priority issues to help strengthen the Government's ability to create more climate resilient road sector assets. There have been shifts in institutional responsibilities within the land transport sector in Samoa and as of July 1, 2020, all functions associated with driver licensing and vehicle registration, previously under the mandate of LTA, have been handed over to Ministry of Police, Prisons and Correctional Services (MPPCS). A critical revenue source is driver licensing; however, this source of revenue is currently constrained. As women represent roughly 48 percent of the population, a significant amount of addressable licensing revenue is lost since most women do not hold a license. Data previously provided by LTA also indicated that less than 20 percent of the country's total population is licensed to drive.³ This figure seems very low. Counterparts from the LTA agree, and have informally noted that they believe as many as 30 to 40 percent of drivers on the road do not hold a valid driver's license. This was supported by a recent

² WHO (2015). *Global Status Report on Road Safety*. Geneva: WHO.

³ In Samoa, drivers' licenses need to be renewed every five years, thus, the total figures comprise all licensed drivers in Samoa as of end of year 2013. In 2013, Samoa's total population was approximately 190,000. Considering 34,122 people held licenses (roughly 82 percent of the population) then roughly 18 percent are unlicensed. Population data on individuals of legal age to drive should be gathered to make an accurate estimate of those who are unlicensed, but old enough to apply for one.

survey undertaken by the LTA.⁴ This has significant implications not just in terms of lost revenue, but also from a law enforcement and safety perspective.

Table 1. Licensed drivers (2009-2013), differentiated by gender and license type.

Licensed Drivers (New and Renewals)							
	Gender	2009	2010	2011	2012	2013	Total
Commercial	M	643	751	853	1,849	2,264	6,360
	F	28	22	16	19	19	104
	%F	4.2%	2.8%	1.8%	1.0%	0.8%	1.6%
Private	M	5,749	4,409	3,903	3,039	2,979	20,079
	F	2,018	1,546	1,530	1,274	1,211	7,579
	%F	26.0%	26.0%	28.2%	29.5%	28.9%	27.4%
Private + Commercial	M	6,392	5,160	4,756	4,888	5,243	26,439
	F	2,046	1,568	1,546	1,293	1,230	7,683
	%F	24.2%	23.3%	24.5%	20.9%	19.0%	22.5%
TOTAL		8,438	6,728	6,302	6,181	6,473	34,122

D. SCOPE OF SERVICES

The purpose of this consulting assignment is to carry out activities to support a gender-informed driver licensing pilot program, including carrying out of a review of the drivers' education and safety course and providing recommendations, outreach programs on driver licensing for women, and providing training to the relevant division(s) within MPPCS.⁵ The main parts of this assignment are:

- 1) Review the current driver training curriculum (practical and theory) with regards to driver education and safety and provide recommendations to strengthen the program⁶;
- 2) Provide training and workshops targeting women drivers, and support the relevant division(s) within MPPCS with awareness raising and public outreach campaigns;
- 3) Provide training and implementation support for the relevant division(s) within MPPCS;

The assignment will be undertaken as an individual consultancy and will be carried out on a part-time basis. The Ministry of Works, Transport and Infrastructure (MWTI) will implement the assignment and the consultant will report to the Transport and Infrastructure Sector Coordination Division (TISCD) within MWTI. MPPCS will provide technical input and guidance to the selected individual as well as receive associated training and implementation support for the driver licensing pilot program. In addition, MPPCS will provide local assistance to the selected consultant. Therefore to complete the objectives of the assignment, the consultant will need to work closely with both MWTI and MPPCS.

PART 1 – Driver licensing education and safety program

A review of the current driver licensing program and discussions with MWTI and the relevant division(s) within MPPCS should take place under this activity. As mentioned above, from previous discussions and studies, it was indicated that an extremely low number of females own a driver license. At the same time, it was indicated that no pre-licensing training course is in place. The consultant will be required to review and recommend improvements to current Samoan driving license systems. This will include, but not be limited to, the following activities:

- a) Consult with MPPCS and evaluate the current norms/systems for driver licensing.

⁴ Land Transport Authority (2021). *Beneficiary Survey and Social Assessment Report*.

⁵ No policing activities beyond what is outlined in this TOR will be financed under this assignment.

⁶ The curriculum is applicable to both private and commercial licenses.

- b) Evaluate and identify main problems of the norms in place.
- c) Prepare a set of recommendations according to best practice and suggest relevant changes to the current systems/curriculum where necessary targeting improved education for new drivers and safe driving behaviour in order to improve the current licensing program⁷.
- d) Support MPPCS in developing an awareness raising and public outreach strategy for females to apply for a driver license, as well as general awareness around the means of obtaining a license in Samoa and safety implications.
- e) Undertake a gap assessment and provide recommendations with regards to trainings / workshops for MPPCS staff with regards to implementing the driver licensing education and safety program in Samoa.
- f) Undertake a gap assessment and provide recommendations for any equipment for MPPCS staff to support the driver licensing education and safety program in Samoa.

In addition, under SCRTP, LTA have engaged a social surveying specialist to undertake a beneficiary survey to: (i) review the socio-economic baseline of the immediate project areas; (ii) analyse mobility patterns, uses of modes of transportation (including walking, non-motorized transport, public transportation, and private vehicles); (iii) review the benefits of having and constraints to obtaining a driver's license; and, (iv) provide conclusions and recommendations (and opportunities) for further work/action. This survey was completed in January 2021 and the outputs of this work will be provided to the consultant and should be used where relevant to inform the targeted actions and outputs/deliverables under the gender-informed driver licensing pilot program and outreach program.

Furthermore, MWTI are collecting data to complement the existing data collected by LTA during the Beneficiary Survey, specifically with regards to those within the bracket of 13 – 30 years of age. The data collected will be shared with the consultant.

PART 2 – Trainings and workshops targeting women drivers

This part of the engagement is the practical phase of the pilot program. Based on the outcomes of Part 1 of the TOR, the consultant will deliver, but not be limited to, the following activities:

- a) Work with MPPCS to update the current driver training curriculum.
- b) Plan an educational workshop targeting 5 classes of 20 women each, where the updated curriculum for driver licensing should be applied (including recommendations from Task 1). Relevant staff from MPPCS will attend all 5 classes, with at least 2 of the classes to be jointly delivered by the Consultant and MPPCS staff.

The main purpose of this exercise is to build capacity in driving skills, raise self-confidence, share safe driving tips and promote safe behaviour. Safe speeds and attention towards vulnerable road users (pedestrians, cyclists, and motorcyclists) should be promoted.

PART 3 – Trainings and implementation support for MPPCS

The consultant will carry out a focused on-job training program to enable 2-3 MPPCS technical staff to understand the benefits and impact of this new piloted driving licensing program. Given the project duration, preparation of a 'training plan' will not be required, but rather focus the time and energy on helping MWTI and MPPCS to scale up the training and workshops. As such, the consultant will be required to complete, but not be limited to, the following activities:

- a) Consult with MPPCS management and staff, develop an understanding of the intensity of training required, and assist in identifying the most suitable trainees.

⁷ The review should also take into account inclusion for persons with disabilities.

- b) Train MPPCS staff in what the proposed driver licensing program involves, and further on how to carry out ongoing workshops using the new curricula.
- c) Observe MPPCS staff in training novice drivers according to the new curricula and provide feedback on performance for 3 training classes (following the Consultant led classes).

E. OUTPUTS / DELIVERABLES

The consultant will be required to deliver the following outputs / deliverables.

	OUTPUT	CONTENT	TIMING
0.1	Inception Report	Feedback from initial consultations and investigations, documentation review, proposed changes to work plan / methodology etc.	2 weeks after commencement
0.2	Progress reports	Monthly reports during implementation period (assumed as 4 months total, complementing Inception and Final Reports)	2 weeks after month end (not required for the first month as progress should be included within the Inception Report, and neither for last month, where progress should be included within Final Report)
Part 1 – Driver licensing education and safety program			
1.1	Report on Samoan driving licensing program	Part A. Assessment of the norms in place on driving licensing Part B. Identify and highlight main problems of the current norms on driving licensing Part C. Best practice recommendations to improve driving licensing	First draft submitted by Week 4 Completed by Week 9
1.2	Proposal for improved driving licensing program	Based on previous Report (Output 1.2), and complete proposal will be prepared for a new driving licensing program	Final draft submitted Week 12
Part 2 – Trainings and workshops targeting women drivers⁸			
2.1	Create new curriculum for driving licensing education	Based on international best practices, prepare a curriculum for driving licensing education	Final draft submitted by Week 15
2.2	Educational training 1 according to new curriculum	Train 20 women, without a driving license, into become licensed drivers	Complete by Week 18
2.3	Educational training 2 according to new curriculum	Train 20 women, without a driving license, into become licensed drivers	Complete by Week 20

⁸ Should travel restrictions not allow an in-country support due to COVID-19, the consultant will prepare virtual workshops to satisfy Part 2.

Part 3 – Training and implementation support for MPPCS⁹			
3.1	On-Job training	Complete a minimum of 2 weeks' time based in MPPCS office to train MPPCS staff on the new driver licensing program and supervise them while they deliver the training for 3 more classes (20 women each) ¹⁰	Completed by Week 24
3.2	Work Instructions	Develop work instructions over course of assignment to document repeat tasks	Final drafts by Week 24
3.3	Final report on delivered activities	Final report to summarise and aggregate all documents developed above and final deliverables.	Final draft by Week 26

F. SELECTION CRITERIA

It is expected that the successful candidate will meet the following selection criteria:

Mandatory:

- Bachelor's degree (master's degree preferred) in either Sociology, Social Management, Economics, Statistics or related fields;
- Minimum 10 years of demonstrated previous experience in the deployment of driver licensing education and training, including experience with community outreach / engagement;
- Knowledge in the concepts, principles and practices on international driving licensing programs;
- Demonstrated strong communication skills and persuasiveness in presenting;
- Ability to deal sensitively in multi-cultural environments and build effective working relations with the client and colleagues;
- A proven track record of providing technical guidance and support to governments and international agencies on driver licensing education;
- Fluency in written and verbal English.

Desirable:

- Experience in Small Island Developing States (SIDS) and/or the Pacific region;

G. LEVEL OF EFFORT, DURATION & TIMELINE

The assignment is expected to require an input of 16 weeks over a period of 6 months.

⁹ Should travel restrictions not allow an in-country support due to COVID-19, the consultant will prepare virtual workshops to satisfy Part 3.

Item	Activity	Duration (weeks)	Task schedule																								
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
0.1	Inception Report	2	█	█																							
0.2	Progress reports	1				█			█			█			█			█			█			█			█
Part 1 – Driver licensing education and safety program																											
1.1	Report on Samoan driving licensing program – part A	1		█																							
1.2	Report on Samoan driving licensing program – part B	1			█																						
1.3	Report on Samoan driving licensing program – part C	1				█																					
1.4	Proposal for improved driving licensing program	2					█	█																			
Part 2 – Trainings and workshops targeting women drivers																											
2.1	Create new curriculum for driving licensing education	2										█	█														
2.2	Educational training 1 according to new curriculum	1																	█								
2.3	Educational training 2 according to new curriculum	1																		█							
Part 3 – Training and implementation support for LTA																											
3.1	On-Job training	2										█	█														
3.2	Work Instructions	1																									
3.3	Final report on delivered solution	1																									█
TOTAL NUMBER OF WEEKS		16																									