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EVALUATION

IHAP PROJECT

"Cook Islands Integrated Rural Development Project"

AID Grant No. 492-1704

Evaluated by Leonard Maynard, Consultant  
June/July 1984

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## I. COUNTRY PROFILE

The fifteen Cook Islands - thirteen of which are inhabited by approximately 18,000 people - constitute a total land area of 240 square kilometers scattered over 2.2 million square kilometers of sea. The largest island (65 square kilometers), Rarotonga, is also the center of government and contains about half the total population of the country.

The Cooks are an internally self-governing state in free association with New Zealand.

The economy of the country is largely agricultural including fishing and to a considerable extent, subsistence. Primary production is mainly in coconuts, fish, bananas, citrus, pineapple, maniotā, sweet potatoes and taro. Coffee, cocoa, tomatoes and other specialty crops are produced in modest quantities. Livestock includes cattle, pigs and goats, essentially for home consumption. Some mother-of-pearl shell is also collected, mostly for export. In addition to local handicrafts, small industry includes a fruit cannery and two clothing factories. Tourism has become an increasingly important industry and source of foreign exchange.

Primary education is free and compulsory and many students go on to secondary education and a few to higher education abroad.

Free medical and surgical treatment is available to all Cook Islanders, with a general hospital in Rarotonga and cottage hospitals or dispensaries in the outer islands.

A major source of revenue is the remittances of overseas Cook Islanders, mainly in New Zealand. The other side of this benefit is the decline in population, due to emigration, causing a serious loss of skilled workers and the most economically productive elements of the population. This, in turn, acts

as an impeding factor in economic development as well as the cause for social problems.

## II. PROJECT BACKGROUND

On 2 September 1980, the Agency for International Development approved a grant, No. 492-1704, in the amount of \$363,498 to the International Human Assistance Programs (IHAP) for a project entitled "Cook Islands Integrated Rural Development Project." Under the terms of the grant, the Government of the Cooks and IHAP are also contributors to the project, either in cash or in kind. The Cook Islands' contribution is estimated to be approximately \$101,600, while IHAP agreed to a contribution of \$19,000.

The Grant was to be effective for a three year period starting 1 September 1980 and ending 31 December 1983. However, the project did not become operational until May 1981, when the IHAP Project Manager arrived in the country. Because of the late start the project termination date was subsequently extended by an amendment to the Grant to 31 May 1984 and then further extended to 30 September 1984.

The project was originally formulated in response to a request from the Government of the Cook Islands for assistance over a three year period in the areas of training, health care delivery, copra production and the stimulation of small scale income-generating projects, with a view to reducing unemployment, increasing family incomes and improving the basic health of Cook Islanders.

In mid-1981, sometime after the effectuation of the grant project, the Government began the preparation of the Cook Islands First Development Plan 1982-1985. An early draft was reviewed by department heads in May, 1982, and in December, 1982 the Cabinet approved the final draft. However, because of a Government reorganization and other delaying factors the Plan was not pub-

lished until 1984.

Not having the benefit of the guidance of the First Development Plan, the project was viewed by concerned Government officials as having an experimental character, i.e., to conduct pilot and demonstration activities in order to identify the most promising areas in which to conduct future project activities.

Notwithstanding this factor, the project, as a whole, and its components were consistent with the philosophy and approach of the Development Plan and, thus, fully supportive of the principal development objectives of the Government, as expressed in the Cook Islands First Development Plan 1982-1985:

"To raise the level of prosperity of the people of the Cook Islands and to encourage them to remain within their home islands.

To attain a large measure of economic independence.

To ensure that economic development proceeds in a manner compatible with local and cultural values.

To increase participation of Cook Islanders in the development process."

### III. PROJECT COMPONENTS

The original project sought to contribute to the realization of these development goals by undertaking five specific target activities in the implementation of the project. These activities were:

1. To provide technical assistance in the strengthening of the Ministry of Culture's Tumu Korero Training program in traditional handicrafts, through the training of staff instructors, the development of the curriculum, the training of students, and the upgrading of physical facilities.

2. To establish a vocational training program for juvenile delinquents in coordination with the Ministry of Justice, by building a physical plant, providing training in specific skills, and by identifying small scale income-

generating projects.

3. To strengthen the Health Care Delivery System, by providing equipment and supplies in cooperation with the Ministry of Health.

4. To provide through the Ministry of Agriculture two small tractors (one each for the islands of Nassau and Penryhn) for the improvement of copra harvesting operations.

5. To provide financial assistance for:

- a. The purchase of equipment, tools and supplies for trainees of Tumu Korero and the Vocational School for juvenile delinquents, in the operation of small income-generating business, and
- b. The funding of a variety of unspecified small rural development projects.

Shortly after the issuance of the grant document, the Government conducted an intensive review of the Tumu Korero school and the vocational training program for juvenile delinquents. It was determined that the Tumu Korero school was poorly managed and required excessive recurrent costs; and, with regard to the vocational training program for juvenile delinquents, it was concluded that the operation of this facility was not cost effective. On the basis of these findings, the Government abolished both the Tumu Korero school and the vocational training program for juvenile delinquents. Accordingly, the related components of IHAP's Integrated Rural Development Project were deactivated: specifically, technical and capital assistance to the Tumu Korero training program in traditional handicrafts (Item #1 above), technical and capital assistance to the vocational training program for juvenile delinquents (Item #2 above), and the provision of financial assistance for the purchase of supplies and equipment for these two operations (Item #5b above). Thus, the five programmatic areas of activity envisioned in the original project concept were modified, so that the subprojects that have been undertaken by

the project currently are categorized for purposes of operational convenience under four headings: (1) Training, (2) Public Health, (3) Agriculture, and (4) Miscellaneous Rural Development.

These programmatic changes, not anticipated when the IRD project was being developed, led to sub-project interventions that in a more rational context probably would have been included in IHAP's second project in the Cooks, "Cook Islands Agricultural Diversification Project" (APD) and deleted from the IRD project. For example, as it turned out, several interventions subsequently implemented under the Training and Rural Development headings of the IRD project could just as well have been implemented under the APD project; and the solitary intervention under the Agricultural heading could just as well have been undertaken under the APD project as well. Though this consequence has created some confusion in the articulation of the IRD project, the actual implementation of IRD activities is consistent with the in-fact operational goal of the IRD project, which was, as noted earlier, to explore areas on a pilot basis that, should they prove promising, could lead to more substantial interventions in the future.

It should be noted also that while the actual activities undertaken under the four new project headings appear to be consistent with the Cook Islands' long-term development goal of encouraging income generating enterprises and increasing employment opportunities, so as to make continued residence in the islands more attractive and thus arrest the trend to emigrate, this connection is not central to the project; but rather, that the experimental and pilot nature of these activities is central. This report, therefore, assumes that this objective is the true objective of the project.

#### IV. EVALUATION METHODOLOGY

Given the experimental and pilot nature of the IRD project, and the reflection of this fact in the absence in the project document of specificity in regard to the four project headings, this evaluation does not attempt to match actual detailed performance against planned performance, but instead matches actual interventions under each of the four headings against the following two assessments:

1. prior to each intervention, was there sufficient justification that the area of intervention might possibly lead to the solution of problems on a wider scale than that of the intervention itself?; and
2. following the termination of each intervention, were the results analyzed in sufficient depth to confirm or negate the original justification?

The evaluation was conducted during June/July 1984. Information was obtained through: review and analysis of relevant documents; interviews with H.E., the Honorable Pupuke Robati, Deputy Prime Minister and Minister of Outer Island Affairs; with representatives of the Department of Planning and the Ministries of Education, Inter-Island Affairs, Public Works, and Marine Resources and Fisheries; and with the IHAP Project Manager and headquarters staff.

The Cook Islands are dispersed over 2.2 million square kilometers of ocean. Transportation by boat is slow and erratic; by air, it is infrequent and expensive. Accordingly, it was not feasible to visit the sites of some of the activities or sub-projects undertaken under this project in order to verify, by direct observation, their status as described by the relevant reports, responsible government officials and other concerned parties. However, within the time and financial constraints that obtained, a significant sampling of activity sites (twenty of the thirty) were visited and confirmation was made of the information obtained by reference to records and by interviews with government officials concerned.

Projects were visited on the islands of Mauke, Mitiaro and Atiu as well as the main island, Rarotonga, containing over one-half of the population and the nation's capital.

#### V. PROJECT STATUS

Reflective of the close relationships of various elements of this project to the IHAP APD project, this summary of project status is divided into two sections, each showing headings for the four new project components: one section shows those activities that conceivably might have been included in the IHAP APD project; and the second shows those activities that could not logically fit in the APD project, and which, therefore, truly reflect pilot and experimental interventions. In some respects this division is arbitrary, since it assumes that under certain conditions (that did not exist) certain decisions would have been made under the aegis of the APD project. It is felt, however, that this division is justified, since it not only more precisely delineates those interventions that more nearly fit with the aforementioned evaluation methodology, but the division also should clear up some of the ambiguities of articulating the goals and objectives of the IRD project.

#### A. ACTIVITIES THAT CONCEIVABLY COULD BE UNDER APD PROJECT TRAINING

1. The Cook Islands Primary School Agricultural Project is a program instituted by the Ministry of Education to give appropriate emphasis to agriculture in the education of Cook Island school children. At the request of the Ministry, IHAP procured tools, fertilizer and other teaching aids in the amount of \$15,000 to support the start-up of this program. Today, all island schools, through the secondary level, have agriculture as an established component of their curriculum. In many instances this includes the cultivation of garden plots under school auspices. The Ministry underwrites the recurrent costs of

this program, with the local communities contributing according to their capacities.

2. The Farmers Agribusiness Workshop was a joint effort of the Ministry of Agriculture and the Cook Islands Development Bank to introduce farmers, through the conduct of a seminar, to modern business methods, with a view to improving farm management and facilitating the preparation of loan applications. The workshop was recently held in Rarotonga for 15 young farmers from the southern islands. The Government is currently seeking the resources necessary to carry out a follow-up survey of the effect of the workshop on the practices of the participating farmers and to determine if it should be repeated. IHAP contributed to the workshop at the request of the Ministry by providing funds for airfare, food and lodging.

3. A Tropical Root Crops Workshop for Outer-Island Farmers was conducted in Mangaia under Ministry of Agriculture auspices with 10 official participants from four islands and several unofficial participants. IHAP provided the cost of airfare for the participants and the expert resource person from the Ministry in Rarotonga, food and lodging for the resource person and secretarial services. The purpose of the workshop was to gain an appreciation of farmers' requirements for the commercial production of taro. Out of the workshop emerged evidence of the need for a land reclamation program in taro growing areas. Such a program is now underway. In addition, a government technician, from Mauke, who attended the workshop, returned to his island and carried out a program of extension work. As a consequence, this island recently exported, for the first time, 500 kilos of high quality taro to Rarotonga and New Zealand. The New Zealand purchaser, in turn, has sent an agent to Mauke to provide guidance on how to clean and pack taro for export. The New Zealand contract has also led to an initial export of

bell peppers to that country. The workshop recommendation, to dispatch one farmer and one government technician to Hawaii to observe improved taro cultivation techniques, has also been carried out. Encouraged by the results of this workshop, the Government is considering another workshop, to help obtain farmers' suggestions in the planning of a demonstration taro farm with the help of the University of Hawaii.

4. In 1983, IHAP financed two farmers to study improved swine production in Hawaii. Today, each of these farmers is engaged in full-time commercial swine production on their respective farms on the islands of Rarotonga and Aitutaki. Both farmers provide boar services to neighboring farmers. In addition, the Rarotongan, on his own initiative, uses his farm for purposes of demonstrating improved swine raising methods. He also sells improved breed shoats to other farmers whom he assists in developing their swine-raising capabilities.

5. IHAP financed participant training in exotic fruit trees in Hawaii for three staff officers of the Ministry of Agriculture. Since their return to the Cook Islands, one has been serving as an extension officer and a second is working in research on fruit trees. The third has returned to the University of Hawaii for advanced training in horticulture. The extension officer, from Mauke, has introduced improved seedlings to his island.

6. IHAP funded participant training in swamp taro culture at the University of Hawaii Experiment Station at Kauai. At this writing, the trainees (one Ministry of Agriculture technician and one farmer) have returned to the Cooks and are participating in the cultivation of taro demonstration plots in Atiu and Mangaia that have been prepared in collaboration with a visiting University of Hawaii taro specialist. A third demonstration plot, in Rarotonga, is scheduled for the near future.

## PUBLIC HEALTH

None

## AGRICULTURE

In 1981, at the request of the Ministry of Agriculture, IHAP procured three small Ford tractors with trailers, at a cost of \$18,398, capable of manoeuvring effectively between the trees of a coconut palm grove. The purpose of these vehicles is to expedite the transport of coconuts to copra production points. Ownership of the tractors was transferred to the Ministry of Outer Islands, which placed one each in the custody of the Island Councils of Nassau, Rakahanga and Palmerston. The Island Councils have assumed full responsibility for their operation and maintenance, which is funded from local government resources. Since the introduction of the tractors, copra production in the three islands has increased as indicated below:

	<u>Copra Production (1,000 kg)</u>			
	<u>Per Tractor</u>			
	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
Nassau*	144	157	236	200
Rakahanga	121	146	225	81+
Palmerston	33	33	36	43

\*Combined with Pukapuka

+Drought

## MISCELLANEOUS RURAL DEVELOPMENT

1. IHAP furnished timber to complete the construction of two community owned lighters needed to transport copra from the beaches to inter-island transport ships. These lighters are in operation and are maintained by the people of Manihiki.

2. In concert with the Ministry of Agriculture, IHAP procured three small electric motorized coconut graters at the request of the people of Mitiaro Island. This island of approximately 250 people is a traditional producer of coconut oil. It has been the woman's role to grate the coconuts by hand. The generators were delivered in 1981. However, because of changes of local government officials and the severe drought of 1983, which caused the loss of the coconut crop, the graters have not yet been used. In the near future, the current coconut growth will come to fruition and the graters, which have been kept in good condition in storage, will be put to use.

For the aforementioned project interventions, it can be assumed that the justification for the IHAP Cook Islands APD project also justifies these interventions; and hence it can be assumed that for these interventions the first of the evaluation methodology tests has been met satisfactorily. The second evaluation test is not necessarily relevant in the case of these interventions, reflecting, among other things, the fact that a separate evaluation of the IHAP APD project was undertaken at about the same time as this evaluation. However, in two instances it was apparent from observations, discussions, and a review of the documents that steps probably should be taken to further analyze the results of the interventions, to ascertain the wisdom of additional similar interventions. For these two interventions it is, therefore, recommended that the following steps be taken.

Recommendation #1: It is recommended that IHAP contribute, in matching funds, to an evaluation of the Farmers Agribusiness Workshops, in order to encourage similar workshops if determined to be useful.

Recommendation #2: It is recommended that IHAP be prepared to furnish the modest assistance required to hold a second Tropical Root Crops Workshop, in

order to better evaluate the usefulness of this type of activity.

B. ACTIVITIES THAT ARE PILOT OR EXPERIMENTAL IN NATURE

TRAINING

1. The Cook Islands Apprentice Training Program has been in operation for two years. It is jointly conducted by the Ministries of Education and Public Works and graduates six to eight apprentice mechanics every three months. Training is either in small engines such as outboard motors or lawn mowers or automobile engines (gasoline or diesel). Following graduation, the apprentices are sent to New Zealand for testing and certification as mechanics before returning home. The Ministry of Education recruits the trainees, selecting from as many islands as possible. The Ministry of Public Works provides the classroom and certain training aids, such as engines. Both Ministries share the recurrent costs, which include support to the United Nations Volunteer, who is a certified mechanic and functions as the training instructor. In connection with this program, IHAP responded to a request for a one-time contribution of textbooks, an engine analyser and a variety of tools, at a total cost of \$7,333. This equipment is being effectively maintained and is in regular use.

2. In mid-1983, training aids in the form of kitchen and dining room utensils were provided by IHAP to the Vocational School Department of Tereora College, a secondary school graduating about 360 students per year. The utensils are used exclusively for training purposes, to familiarize the students with their use and thus enhance their ability to obtain employment.

PUBLIC HEALTH

1. Building materials costing approximately \$5,500 were provided by IHAP for the construction of an addition to the Atiu Island Hospital for use as a maternity facility. This facility is now fully operational and available to the child-bearing women among the 1,250 inhabitants of the island.

2. Two spectro-photometers (one, portable) valued at \$36,000 have been donated to the Rarotonga Hospital Laboratory by IHAP, where they are being utilized by qualified personnel for blood analysis. The use of these machines has expedited the analysis of blood by a factor of ten, and has substantially decreased the cost of such analysis.

3. An ambulance costing NZ \$14,000 has been donated to the Aitutaki Hospital. The Ministry of Health budget covers the recurrent costs of operating and maintaining the ambulance, which now serves the needs of the 2,300 people living on Aitutaki.

4. A public toilet has also been built, with IHAP provided materials, on Aitutaki. The toilet includes separate facilities for men and women as well as a water tank and shower. The toilet is maintained by the Island Council.

In addition to the foregoing interventions in the health field, IHAP provided from its own resources medical supplies and equipment valued at approximately \$102,000 in support of the public health delivery system of the country. This contribution constitutes IHAP's contribution to the project, and is considerably higher than the \$19,000 budgeted for this purpose.

#### AGRICULTURE

None.

#### MISCELLANEOUS RURAL DEVELOPMENT

1. Last year, in 1983, IHAP in consultation with MOA established a revolving fund of \$34,128.04 to be used for the purchase and installation of a solar lighting unit with one outlet in each of 40 family dwellings on the island of Mitiaro. As of the date of this report, all 40 homes on the island now have three lights each and the community is planning the installation of street lights, refrigeration facilities and additional home lighting to be procured through the

revolving fund. The revolving fund is managed and accounted for by the island Chief Administrative Office (CAO) the national government's representative on the island. The fund charges no interest for its loans but the Government also makes no charge against the fund for administrative services. As part of the program, the local police officer was trained to provide maintenance service, which, for the most part, amounts to bulb replacement two or three times a quarter. Unfortunately, no arrangement was made in the original project for an inventory of spare bulbs for replacement purposes. This should be corrected by a proposal, now pending with the Treasury for the establishment of a revolving fund for this purpose.

2. Materials were provided to the Island Council for the construction of a market in the island of Atiu to serve as a sanitary, convenient central point for the island's farmers to sell their produce. A secondary purpose of the market is to serve as a facility for the women to do and sell handicraft. The market construction has been completed but it is not used by the farmers, but rather is used for an office and storage room for the island's public works unit. At a meeting with 30 farmers chaired by the President of the Island Council, it became clear that monetary market transactions for food staples are not in the tradition of the Atiuans, although the Atiuans have no difficulty in exporting pineapples for cash, however.

3. IHAP furnished building materials and the labor was provided by the community for the construction of a pre-school nursery for children of the ages of four and five on the island of Mauke. The purpose of this kindergarten is to prepare children for primary school by teaching English, personal hygiene, toilet training, etc. The Government is providing the pre-school teacher, the local PTA maintains the building and all the island children of appropriate age are attending.

4. At the request of the Village Council of Vaipae Village, Aitutaki, IHAP supplied building materials for the construction of a village clinic. However, the clinic has not been completed and IHAP has refused a request for additional material.

5. Two hand pumps have been procured by IHAP and installed in the wells of two villages of Aitutaki island. The pumps are operative and are maintained by the local community.

6. At the request of MOA, IHAP provided materials for the construction of a fish market on Avarua, the capital of Cook Islands in Rarotonga island. The fisherman, however, continue to display their catches under the trees along the beach next to the market. The market is used intermittently by women selling fruit and vegetables. No explanation has been given for the rejection of the market by the fisherman although the Secretary of Fisheries has remarked that the design of the market does not make it easy to display the fish. As in the case of the Atiu market, the local fishermen were not brought into the project at its early planning phase.

7. At the request of MOA which formerly included the fishery department, IHAP furnished the islanders of Rakahanga with lantern nets for the development of spat (oyster eggs), an essential step in the cultivation of oyster pearls and pearl shells. (Uncultivated, wild oysters grow in limited quantities.) This contribution was part of a small scale pilot project that has clearly demonstrated the excellent potential for oyster pearl and pearl shell cultivation in the islands of Rakahanga and Manihiki. The benefits to be derived from pearl oyster cultivation and the feasibility of the technology and economics involved strongly suggest the desirability of mounting a program for the development of coastal fisheries with oyster pearl and pearl shell cultivation as a major component.

8. IHAP assisted a Peace Corps project for the demonstration of appropriate technology in the Cook Islands. Among the devices demonstrated were solar energy panels and a simple, effective, locally producible fish drying oven with immediate utility and considerable value as an adjunct to a coastal fisheries development program.

9. Begun before the pre-school kindergarten in Mauke, the nursery in Atiu island, constructed with IHAP assistance in the form of building materials, is completed and in operation, under a system similar to that contemplated for the Mauke kindergarten.

10. On an equal matching basis with the Ministry of Public Works, IHAP contributed \$7,000 toward the purchase of pumps, pipes and fittings for the operation of a water tank situated on a hilltop of Aitutaki island which contains important tourist facilities. The pump and accessory equipment, soon to be installed will be used to pump water up to the tank, for distribution on a gravity flow basis. The Public Works Ministry maintains a major office on Aitutaki and furnished the personnel of this water system. The people serviced by this system do not pay for the water.

11. IHAP and the Government each contributed 50% of the capital of a revolving fund to provide credit, without interest, to the families of Rarotonga island for 50% of the cost of construction of a 400 gallon ferro-cement water storage tank to hold a reserve for use in times of water shortage. The revolving fund is operative and several credit applications have already been approved with others expected to be submitted. This credit is entirely without interest to cover costs incidental to processing the loan request. Eventually the revolving fund will be consumed. By that time, however, the island should be well supplied with reserve water tanks.

12. The shelter workshop on Rarotonga for disabled and mentally retarded persons requested IHAP to furnish one Braille typewriter and one sewing machine. IHAP has placed an order for this equipment, which was delivered during this evaluation.

13. With the endorsement of MOA, IHAP provided the Rarotonga Bee Club with smoke pots, honey extractors, masks and other bee raising gear. The club has been a prime mover in promoting bee raising throughout the island. As a result of these efforts, there are now increased amounts of locally produced honey available and some sugar import substitution has taken place. Two members of the Club are now engaged in the commercial production of honey. MOA's involvement derives in part from its interest in supporting activities that would lead to the improvement of pollination.

14. IHAP provided \$1,500 in three installments to assist three women's groups on Atiu island in the establishment of 1/4 acre plots of the pandanus plant in order to restore the supply of raw material for handicraft weaving. Planting material was imported from Mitiaro Island and replanting was carried out. The 1/4 acre plots have been producing and are a steady source of raw material for the women's groups engaged in handicraft work for home consumption and commercial sale.

## VI. CONCLUSIONS

The application of the first evaluation test to the foregoing assortment of 20 separate pilot-like interventions is a difficult task, owing to the fact that the scope of the analysis of problems to be addressed prior to a particular intervention necessarily was quite narrow. Thus, for example, the interventions in the health area did not emerge from an in-depth analysis of the health situation in the Cooks; nor, in the case, for example, in the case of assistance to a health

institution, the intervention did emerge from an in-depth analysis of the institution's finances, organization, personnel, equipment etc. Instead, the selection of a particular intervention is based on requests to the IHAP Project Manager by Island Councils or by Ministry officials stationed in particular islands. The IHAP Project Manger, in turn, working with the requesting party, usually at the site of the proposed intervention, then develops a rationale for the request. In one sense, these rationales represent an analysis, but, owing to the wide range of requests, their small monetary value, and the limited funds available to hire experts in the various disciplines required, these rationales are necessarily narrowly formulated, addressing a small aspect of what might be (or what might not be) a larger development problem.

In formulating these requests and their associated rationales, the IHAP Project Manager keeps the central government (Department of Planning) informed; but central government approval, however, is not required to move ahead on a request. The opting out of the Department of Planning in the review process may also be said, at least tentatively, to have contributed to the narrowness of these rationales, since, theoretically at least, the Department of Planning could have viewed each request from the optic of a larger horizon. No effort, however, was made during the evaluation to assess the Department's capacity to in fact provide this optic, since such a task was outside the parameters of the evaluation.

Each request, once developed to the point where it meets the IHAP Project Manager's approval, is then submitted to AID's South Pacific Regional Office (SPRDO) in Suva, Fiji, for approval or disapproval; and, originally, was submitted to IHAP's New York headquarters as well, for approval or disapproval. Subsequently, IHAP no longer required headquarters approval, on the grounds that: New York was too distant from the Cooks to make appropriate decisions; its

approval or disapproval was redundant to SPRO's approval; and, on the assumption that for such small interventions there was a need to act reasonably quickly, an objective that would be more likely if one review layer was removed from the process. (At the time of the evaluation SPRDO was also reviewing the need for its approval for requests under a stipulated amount.)

In sum, the first evaluation test can be applied to the 20 separate interventions on the understanding that the rationale for each intervention can only apply to a narrow objective and not to larger more sophisticated developmental objectives. Given this understanding, a review of the rationale for the 20 pilot-type interventions appeared in general to have been satisfactory. Two exceptions were, however, identified, leading to the following recommendations.

Recommendation #3: It is recommended that, based on IHAP's experience with the construction of the Atiu market and the Avarua fish market, no community-type intervention should be undertaken without first soliciting and receiving active community participation in its formulation.

Recommendation #4: It is recommended that, based on IHAP's experience with solar lighting on Mitiario and water systems on Aitutaki and Rarotonga, no pilot intervention should be undertaken without first making provision for the coverage of recurrent costs.

Of a more fundamental nature, the slippage from broad in-depth analyses to narrowly focused rationales, which was inevitable for reasons already noted, suggests that the operational goal of the IND project -- to undertake pilot and experimental interventions with a view to ascertaining the wisdom of larger interventions in the future -- probably was too ambitious. A more realistic goal, reflecting in the main (with one exception noted below) the necessarily narrow focus of sub-project requests, would have been to "achieve quick, one-time,

small interventions with the modest view of showing a presence in the Cooks." Such an objective would be much like the objectives underlying AID funds made available to American embassies for small efforts; or like the objective underlying much of AID's Accelerated Impact Project Program. With this in mind, the following is recommended:

Recommendation #5: It is recommended that for future projects IHAP should, reflective of its developmental orientation, be cautious about taking on projects in which insufficient resources are made available to accomplish the stated objectives.

The application of the second evaluation test to these 20 separate interventions likewise is a difficult task, owing in part to the narrowly focused rationale in which each intervention began its life. The narrowness of these rationales tends to restrict end-of-intervention analyses to the same narrow scope. Additionally, the application of a second test is a difficult undertaking because, should a particular intervention appear to be worthy of subsequent investment, based on the subjective factors of common sense and individual experience plus learned more or less accidentally from a sprinter-type intervention, the data needed to formalize such a judgment for the review of donors often is lacking, or alternatively, is insufficient for hard-headed decision-making. In part, this lack is due to inadequate Cook Islands statistics, which often reflect the great difficulty entailed in collecting data, owing in turn, in part to limited and slow transportation among the islands. These problems in applying the second evaluation test re-enforce Recommendation #5.

Notwithstanding these difficulties, it appears that among the several interventions two particular interventions hold great promise for a larger, more sophisticated intervention in the future. One of these interventions was the

provision by IHAP of lantern nets in Rakahanga for the development of oyster eggs. The acceptance of this intervention by the Cook Islanders, the success that neighboring Tahiti has had with oyster cultivation, and that status of the present technology suggest strongly that, using this intervention as a springboard, further in-depth analyses of coastal fishing possibilities, including shellfish, could lead to an intervention that would improve incomes significantly. The second was the intervention, with the Peace Corps, that inter alia developed locally produced fish drying factories, the success of which further supports the view that fishing is a promising field of investment. At this writing, IHAP has, as part of its evaluation of both Cook Islands Projects, obtained the services of a fisheries consultant to pursue this matter further.

Recommendation #6: It is recommended that IHAP, in keeping with the nature of the IRD project, pursue possibilities in coastal fishing, including shellfish, and that, in developing an extension to its APD project (recommended in a separate evaluation for this project) it include, should the foregoing continue to prove worthwhile, a fisheries component in that extension.

Recommendation #7: It is recommended not to extend the IRD project, unless there either is a clear understanding that the objective of such an extension would be modest, similar to, for example, AID's ADP projects.

Interview List of Government Officials

Hon. Dr. Pupuke Robati - Deputy Prime Minister

Hon. Tangata Simeona - Minister of Agriculture

Hon. Papamama Pokino - Minister of Works and Minister of Marine Resources  
and Fisheries

Hon. Matepi Matepi - Deputy Minister of Agriculture

Mr. Kata Tama - Secretary of Agriculture

Mr. Apoo Tangatatutai - Senior Planner, Dept. of Development Planning

Mr. Bill Hosking - Director, Advisory Services, MOA

Mr. Edward Winnen - Development Economist, MOA

Mr. Andrew Nola - Citrus Development Officer, MOA

Mr. Kenneth S. Mills - Administrator, Cook Islands Disabled Persons Institute

Ms. Reiri - Dean, Economics Department, Tereora College

Dr. R. P. Woonton - Head Pathologist, Rarotonga Hospital

Dr. Sue Woonton - Head Technologist, Rarotonga Hospital

Mr. Ken Brown - Director of Water Supply, Ministry of Works

Mr. K. Mohadevan - Engine Mechanics Instructor, Ministry of Works

Mr. John Campbell - Chief, Agricultural Experimental Station, MOA

Mr. Tupuna Njaoire - Chief Administrative Officer, Mauke

Mr. Teki Tetava Ariki - Chief Administrative Officer, Mitiaro

Mr. Rohea Tangatua - Senior Clerk, Mitiaro

Mr. Upoko Simpson - Senior Agricultural Officer, Atiu

Mr. Teiotu Tangapota - Chairman, Island Council, Atiu

Mr. Moetaua Roaka - Chief Administrative Officer, Atiu

Mr. Teaneu Taripo - Chief Administrative Officer, Department of Water  
Supply, Ministry of Works

LIST OF RECOMMENDATIONS

1. -- that IHAP contribute, in matching funds, to an evaluation of the Farmers Agribusiness Workshop, in order to encourage similar workshops if determined to be useful.
2. -- that IHAP be prepared to furnish the modest assistance required to hold a second Tropical Root Crops Workshop, in order to better evaluate the usefulness of this type of activity.
3. -- that, based on IHAP's experience with the construction of the Atiu market and the Avarua fish market, no community-type intervention should be undertaken without first soliciting and receiving active community participation in its formulation.
4. -- that, based on IHAP's experience with solar lighting on Mitiario and water systems on Aitutaki and Rarotonga, no pilot intervention should be undertaken without first making provision for the coverage of recurrent costs.
5. -- that for future projects IHAP should, reflective of its developmental orientation, be cautious about taking on projects in which insufficient resources are made available to accomplish the stated objectives.
6. -- that IHAP, in keeping with the nature of the IRD project, pursue possibilities in coastal fishing, including shellfish; and that, in developing an extension to its APD project it include, should the foregoing continue to prove worthwhile, a fisheries component in that extension.
7. -- that IHAP should not seek additional funding for the IRD project, unless there is a clear understanding with the donor that the objective of such an extension would be modest, similar to, for example, the objective of AID's Accelerated Impact program.