

PDCAD 278

file

899-0001

ff

EVALUATION OF THE A.I.D. SOUTH PACIFIC

REGIONAL DEVELOPMENT PROGRAM

Channeled Through

Private Voluntary Organizations

by

Genta A. Hawkins, Team Leader

Grace E. Langley

Gerald C. Hickey

February 1982

2/1982

The views and interpretations expressed in this report are those of the authors and should not be attributed to the Agency for International Development

PREFACE

We wish to thank the field staff of the PVOs, the Peace Corps Directors, and the SPRDO staff for their cooperation, graciousness and candor.

CONTENTS

I. EXECUTIVE SUMMARY.....	1
Basic Program Identification Sheet.....	3
MAP.....	4
II. MAJOR CONCLUSIONS AND RECOMMENDATIONS.....	5
Purpose.....	5
Program Effectiveness.....	5
Project Management.....	7
III. THE SOUTH PACIFIC CONTEXT.....	9
A. Introduction, Background and Purpose.....	9
B. Major Development Problems.....	9
C. Nature of Host Government Interest.....	12
IV. FVO PROJECT DESCRIPTION, MANAGEMENT AND ADMINISTRATION...14	
A. Project Description.....	14
B. Project Management.....	16
C. Administration.....	19
V. PROJECT EFFECTIVENESS AND IMPACT.....	21
A. Goals.....	21
B. Beneficiaries.....	22
C. Project Results.....	24
D. Project Design Features Relative to Impact.....	27
VI. PROGRAM IMPLICATIONS.....	30
A. Use of Resources.....	30
B. Sustainability.....	30
C. Suggestions for AID Programming.....	32
D. AID FVO Policy.....	33

VII. APPENDICES

A. Scope of Work.....A-1

B. Acronyms Used in Report.....B-1

C. Total USAID-Funded Assistance in the
South Pacific.....C-1

D. Project Data Sheets D-1

 Fiji.....D1-2

 Papua New Guinea.....D3-8

 Solomon Islands.....D9

 Tonga.....D10

 Western Samoa.....D11-14

E. South Pacific Commission Economic and
Demographic Data

 Official Development Assistance.....E1-2

 Official Aid Flows.....E3-4

 Demographic Characteristics.....E5-6

 Sex, Age, Economic Activity and Urban
 Distrihution.....E7-8

TABLES

Table No.: 1 - Major Emphases of PVO Projects.....15

 2 - Beneficiaries.....23

 3 - PVO and AIP Funding by Country.....31

I. EXECUTIVE SUMMARY

A. Problem and Overview

The South Pacific Region covers approximately 6 million square miles of territory with over 10,000 islands. Only 2 percent of that area is land and 86 percent of the land belongs to one country - Papua New Guinea (about 178,000 square miles). The population of the region is approximately 6 million people who are governed by 21 governments - the smallest political units in the world with some of the most diverse political structures. Over half of the population is located in Papua New Guinea and almost 25 percent of all the languages in the world are spoken there. De-colonization began late and is still underway. Travel between islands and in-island is extremely difficult and costly because of the great distances and lack of infrastructure (no road traverses Papua New Guinea). The economy of the South Pacific has often been described as "affluent subsistence" because of its reputed fertile soil and south-seas climate. There are, however, major development problems shared and recognized by the countries of the region. These include: consumption exceeding production; human resources development; rural-urban drift, underemployment and unemployed school leavers; need for institutional change from traditional to modern money economy; lack of infrastructure; population growth and land tenure problems; need to bring women into the development process; and dependence on foreign aid for general budget support and development.

B. U.S. and Other Assistance

Since 1977 USAID has contributed \$13.36 million to the South Pacific Region - all through intermediaries: \$2.71 million to regional programs; \$.674 million to the Accelerated Impact Program (AIP); \$8.53 million through ten Private Voluntary Organizations (PVOs) in nine countries (see Appendix C). The program is administered through the South Pacific Regional Development Office (SPRDO) established in 1978 in Suva, Fiji. The staff is composed of four direct-hire AID employees. The major donors in the region are Australia, New Zealand, and Great Britain which give up to 40 percent of some countries' total budget in block grants. The Multilateral Development Banks (World Bank and the Asian Development Bank), UN agencies, EEC, numerous PVOs, volunteer groups and missionaries from many countries are also present in the region (see Appendix E).

C. PURPOSE OF THE PRESENT EVALUATION

The subject of this evaluation is the \$8.53 million program channeled through ten PVOs in nine countries. Each PVO has responsibility for evaluation but AID reserved the right to undertake its own evaluation. Until this time no AID evaluation of either specific projects or the program had been undertaken. The focus of this evaluation is the program as a whole. Its purpose twofold: to examine both PVO administration and management and their effectiveness and impact on development activities;

and to provide guidance for future PVO programming in the South Pacific. The evaluation team visited 30 project sites of 6 PVOs in five countries.

D. Program Accomplishments

In a three year period AID has introduced six PVOs to the South Pacific and managed a \$3-5 million program a year in nine countries with four direct-hire staff. Two major strong points of the program are human resources development and local participation. There is an element of training in all projects and a high degree of participation in decision-making and implementation by the villagers. Another significant aspect of the program is the innovative and numerous outputs produced in a short time at low cost. The PVOs have established linkages with host governments, local and other overseas PVOs and volunteer groups. They have also worked closely with the Peace Corps by using volunteers on project sites and managing Accelerated Impact Program (AIP) funds. Although only two of the PVO field officers had previous experience in the South Pacific (other than three country nationals) and eight had development background, most have learned the local language and have an understanding of both government operational patterns and traditional leadership structures. The use of PVOs has not lessened the host governments' preference for government-to-government assistance, but most recognize the special role that PVOs play especially at the village level.

E. Effectiveness

The program is addressing a grassroots level to which few other international donors or national governments' programs are directed. The most effective part of the program are projects which set in motion a sequence of development rather than discrete interventions. In these projects productivity was increased as a means of achieving other objectives. In educational activities those projects which seek transfer of technical or specific information and skills are more effective than those of a general nature such as nutrition education or literacy. In women's activities those which start with home improvements and move to community problems are more effective than those concerned with building a national organization.

F. Major Recommendations

1. That the PVO program be retained as a suitable, almost personalized, expression of the concern of the American people.
2. The next phase of the program needs to concentrate on moving from outputs to achievement of project purpose.
3. Project proposals would be strengthened by including: baseline data; more specific project purpose statements; and a specific evaluation plan.
4. The issues to be reviewed as projects come up for extension or additional funding include: increasing number of beneficiaries and lowering administrative costs for institution-building projects; sustainability, and PVO contributions to projects.

BASIC PROGRAM IDENTIFICATION DATA

1. Region: South Pacific

2. Operational Program Grant Titles and Numbers:

- (a) Foundation for the Peoples of the South Pacific, Papua New Guinea, Grassroots Urban/Rural Integration Grant AID/ASIA-G-1242.
- (b) Summer Institute of Linguistics, Leadership Training for Indigenous People, Papua New Guinea, Grant AID/ASIA-G-1250.
- (c) Foundation for the Peoples of the South Pacific, Tonga, Integrated Rural Development, AID/ASIA-G-1323.
- (d) YMCA - Western Samoa: Integrated Rural Development/Rural Urban Trades, G-492-1605.
- (e) International Human Assistance Programs, Papua New Guinea, Women Village Level Workers, 492-1601.
- (f) International Human Assistance Programs, Papua New Guinea, Development by People at Village Level, 492-1651.
- (g) Foundation for the Peoples of the South Pacific, Papua New Guinea, Program to promote appropriate Education, Small Business and Women in Development, 492-1726.
- (h) YMCA, Fiji, Rural Work Assistance, ASIA-G-1267.
- (i) Foundation for the Peoples of the South Pacific, Western Samoa, AID/ASIA-G-1327.
- (j) International Human Assistance Programs, Solomon Islands, Development by People at Village Level, 492-1653.
- (k) Helen Keller International, Fiji, Improvement/Expansion of Education/Rehabilitation Services to the Blind, 492-1687.
- (l) Catholic Relief Services, Moamoa Farming Training Center, Western Samoa, AID-492-1647.
- (m) Catholic Relief Services, Vaia'ata Agriculture Training Center, Western Samoa, AID-492-1646.

3. Program Implementation:

- | | |
|----------------------------|---------|
| a. First Project Agreement | FY 1977 |
| b. Final Obligation | Ongoing |
| c. Final Input Delivery | Ongoing |

4. U.S. Contributions to Program Funding:

FY 1977-FY 1981	\$ 8.53 million to FVOs
FY 1977-FY 1981	13.36 Total South Pacific Program

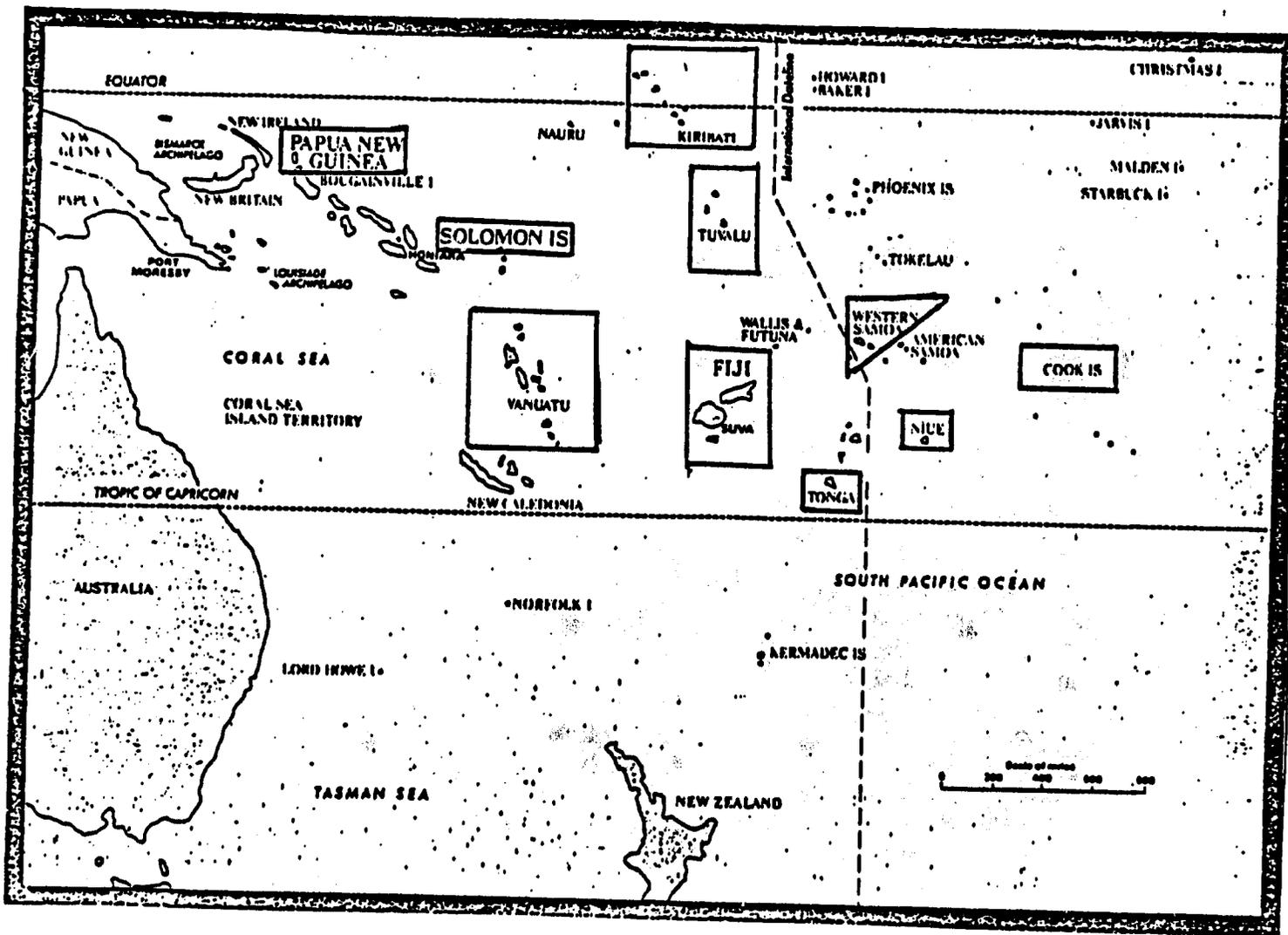
(103 or 105 functional account)

5. Mode of Implementation: Operational Program Grants (OPGs)

6. Previous Evaluations and Reviews:

Foreign Assistance Programs in the South Pacific: The U.S. Role
(Report of Staff Study Mission to the Committee on Foreign Affairs,
U.S. House of Representatives).

THE SOUTH PACIFIC: COUNTRIES RECEIVING U.S. AID



II. MAJOR CONCLUSIONS AND RECOMMENDATIONS

PURPOSE

1. The USAID-PVO program in the South Pacific region, while small compared to other major donors, is intended to engage people of rural island communities in a development process. As such, it is addressing a grass-roots level to which few other international donors' programs in this region are directed.

Recommendation: That the PVO program be retained as a suitable, almost personalized, expression of the concern of the American people.

2. Project goals and purposes have not yet been achieved nor is it reasonable to expect them to be at this time. Most of these organizations were not in place until 1979.

PROGRAM EFFECTIVENESS

3. A basic programming issue arises between PVOs which try to alter communal tradition as being antagonistic to development and PVOs which have designed projects to enhance communal values of sharing and responsibility. It is the judgment of the team that the latter approach was more successful.

4. The most successful projects are those which set in motion a sequence of development rather than discrete interventions. In these projects, productivity was increased as a means to achieve other objectives. In educational activities, those projects which sought transfer of technical or specific information and skills received more consistent response, than educational programs of a general nature such as nutrition education and literacy.

5. One of the most significant aspects of the program is the amount of accomplishment at low cost. Outputs include water supply, bridges, fishing boat prototypes, increase crop production, small industries, etc.

Recommendation: The next phase of the program needs to concentrate on moving from outputs to achievement of project purpose.

6. Human resources development is another strong point of the program. Every project has a training element.

7. The PVO staff is committed to the principle of participation and have achieved a high degree of local participation in decision-making and implementation.

8. One-third of the projects are directly institution-building in purpose. An inhibiting factor to institution-building for PVOs is the high cost per beneficiary.

Recommendation: As institution-building projects come up for extensions or additional funding, they should be examined for ways of increasing beneficiaries and reducing administrative costs.

9. Agricultural training centers seem to have an especially difficult time recruiting staff, holding students and mobilizing an operating budget to sustain the institution.

Recommendation: As this has been identified as a problem which extends beyond AID/PVO-supported agricultural institutions, the South Pacific Commission or other appropriate body might be asked to join AID in an assessment of the impact of agricultural training as developed in the YMCA rural clubs and that of training institutions. There are undoubtedly alternative ways of agricultural training which may have been initiated in the South Pacific which might be included in such an assessment.

10. More than 9,000 people are presently directly benefitting from the PVO programs and the number will increase with time. (This does not include the widespread IHAP programs in Papua New Guinea and Solomon Islands.) The team verified that beneficiaries are indeed representative of the poor.

11. Some agricultural and fishing projects are income-producing. Permanent marketing arrangements are still required. A stable marketing system depends on improved road and boat transportation. These infrastructure developments are the focus of the larger donors.

12. Very imaginative work has been done in Papua New Guinea identifying small recycling industries but affecting few beneficiaries--only two-three per small business.

Recommendation: The acuteness of unemployment, especially for elementary school leavers, is such that pilot industries merit continued support. More assistance to beneficiaries in applying for small business loans could help replicate the most profitable businesses in other towns.

13. Those women's programs which start with home improvements before launching into community problems have triggered a series of developments and wide expansion of this rural women movement. By contrast, women's programs aimed at building a national organization are now largely defunct.

14. The design of sail fishing boats, ferrocement water tanks, fishing techniques and traps, and the design of project organization are examples of PVO/Peace Corps innovations which have been replicated.

15. Some projects in their present stage of development are not likely to be sustained after PVO withdrawal.

Recommendation: Although sustainability may not be an appropriate goal for all projects, it should be a subject for review as projects come in for renewal.

PROJECT MANAGEMENT

16. Project selection based on traditional group consensus ensures a strong local commitment to the project.

Recommendation: As three-fourths of the PVO staff are new to the South Pacific, they should be systematic and persistent in their learning about local social institutions.

17. PVO staff is dedicated, analytical about their work and forthright as to failures and inexperience. For the most part, PVOs have not been able to provide staff with South Pacific experience or prior experience with the same agency. Orientation and the continuing in-service training of their staff has not as yet been adequately provided.

18. Some problems have arisen from an erratic flow of funds. This stems from two sources, both timely availability of funds from AID and the PVO headquarters ability to advance quarterly advances of operating funds.

19. Projects which endeavor to stimulate self-help activities nationwide are difficult to monitor, costly to supervise and unlikely to offer sufficient guidance to stimulate villagers to increase their production and maintain it. SPRDO and PVOs are now considering the possibility of consolidating work in a few provinces which should strengthen impact and effectiveness.

20. There is a tendency among PVOs to regard the AID contribution as the total budget. The PVOs make little or no financial contribution to these projects. The non-AID contribution in several projects is as weak as income from sale of produce.

Recommendation: That the Asia Bureau reconfirm its policy of requiring PVOs to contribute to all projects.

21. There is abundant evidence of close monitoring on the part of the PVO project managers. The team noted the high quality and the frank assessments of PVO reporting. In two instances, PVOs working in Papua New Guinea have identified faulty project design early in the implementation stage.

22. Although self-evaluations are required of all PVOs, no proposal covered by the AID evaluation team included an adequate evaluation plan. SPRDO developed a general outline to try and meet this need.

Recommendation: A specific evaluation plan be required as part of every OPG proposal.

23. Inadequate baseline data is gathered so that most projects can be no more than subjectively evaluated.

Recommendation: If baseline data is not included in the project proposal, that, minimally, there should be an explanation of how and what data will be collected during early project implementations.

24. In view of an overall assessment of the program, the evaluation team concludes that the foundation is in place for a solid and effective program. There is a need to consolidate what has been started.

Recommendation: No additional PVOs be introduced into the region unless they bring a specific technical expertise needed in a particular circumstance.

III. THE SOUTH PACIFIC CONTEXT

A. Introduction, Background and Purpose

1. Introduction

AID's program in the South Pacific is unique to the Agency in that all funds for the region are channeled through intermediaries. The AID program is primarily focused on the micro level of development -- improving individual skills (marketable in the job situation) and village-level development. The program began in 1977 and through FY 1981 totals \$13.36 million including \$2.71 million to regional programs, \$.674 million through the Accelerated Impact Program and \$8.53 million through 10 PVOs in 9 countries (see Appendix C). The program is administered by the South Pacific Regional Development Office (SPRDO) located in Suva, Fiji which has four AID direct-hire staff.

2. Background

The Asia Bureau has long been interested in an evaluation of the PVO program. A 1979 Congressional Report urged that the PVO program in the South Pacific be evaluated by the Agency. In view of that interest, the Bureau determined to begin its examination of PVOs with an evaluation of their management and impact in the South Pacific.

During a four-week period, the evaluation team visited 30 project sites of PVOs in 5 countries (Fiji, Papua New Guinea, Solomon Islands, Western Samoa and Tonga). This included one or more operational program grants (OPGs) for the following PVOs: Foundation for the Peoples of the South Pacific (FSP), International Human Assistance Programs (IHAP), Catholic Relief Services (CRS), Summer Institute of Linguistics (SIL), Young Men's Christian Association (YMCA), and Helen Keller International (HKI).

A detailed scope of work, written by the Asia Bureau, presents the purpose of the evaluation as well as the specific questions to be addressed and format to be followed (see Appendix A). Detailed data sheets on each project covered by the evaluation appear at Appendix D.

3. Purpose

The general purpose of the evaluation was to assess one aspect of the South Pacific regional program--the use of PVOs to plan and implement development projects. The specific purposes were to examine PVO administration and management and PVO effectiveness and impact and to provide guidance for future PVO programming in the South Pacific.

B. Major Development Problems in the South Pacific

1. The Differences

There are two major cultural groupings of the islands of the South Pacific: Melanesia ("black islands"--named for their appearance on the

horizon and not the color of their people as many suppose, e.g., Papua New Guinea, Solomon Islands) and Polynesia ("many islands", e.g., Western Samoa, Tonga, Cook Islands and Tuvalu). Fiji is a blend of both Melanesia and Polynesia.

Melanesia has 92% of the land and 65% of the population. It also contains one-quarter of all the world's languages--over 700 in Papua New Guinea alone. Melanesia has more mineral resources (gold, copper, silver) and by traditional culture is more democratic than Polynesia.

Polynesia. In spite of immense distances between islands, the languages of Polynesia have a common root and share vocabulary. There is only one indigenous language in Western Samoa and one in Tonga. Polynesia has an aristocratic traditional culture. Although Tonga is the only remaining kingdom, one must be a "matai" in Western Samoa to vote or be elected to Parliament. The matai system is the traditional family leadership system--one does not need to be born into it but it helps.

2. The Problems in Common

The South Pacific economy is often described as "affluent subsistence" because of its reputed fertile soil and its South Seas climate. Actually there is a great range of soil types within small areas and countries such as Papua New Guinea have increasing problems with the infertility of exposed and leached soils. Tropical diseases exist, e.g., malaria, dengue, typhoid, filariasis. There is malnutrition and an increase in nutrition-related diseases although no one goes hungry. There are other traditional problems of development. These include:

a. Consumption Exceeding Production

All of the countries in the region have a balance of payments problem varying only in severity. In addition to importing oil and manufactured goods the islands also import large quantities of tinned meat and fish. Prices for their exports have declined in recent years.

Economic activities throughout the region are dominated by subsistence farming and/or fishing, concentrated in villages.

b. Human Resources Development

Literacy varies from Tonga and Fiji which enjoy rates of 95% and 85%, respectively, to Papua New Guinea and Solomon Islands where only 5% of the school-age population attend secondary school. Training is often determined by the expertise of the trainers available rather than country needs (e.g., in 1979, Papua New Guinea produced 26 book binders (completed youth apprenticeships) but no power station operators, workshop technicians, welders, etc.)

c. Rural/Urban Drift, Unemployed School Leavers, Under-Employment

Port Moresby and other capital cities are growing by as much as 10% a year. In Western Samoa, 65% of crime of all age groups is committed by

young people between 15 and 24 years of age. In some countries such as Papua New Guinea and Fiji, urban migration is abetted by the existence of kin group hospitality patterns. Members of one's extended family who live in the urban areas are expected to provide bed and board to migrant kin, who remain for long periods without contributing to household expenses. What belongs to one member of the extended family belongs to all the rest.

In Papua New Guinea, the wantok or extended family is an important factor in urban migration because it provides an easy route for those who have kin in the city to leave their villages without means of subsisting in the urban job market.

d. Institutional Change, Fitting Traditional Society into a Modern Private Enterprise Economy

Almost all countries in the area lack an indigenous business sector (the notable exception is Fijian Indians). In Papua New Guinea it is estimated that only 20%-30% of the population participates in the market economy. Traditionally, Melanesian cultures have more experience in trading than do Polynesian.

e. Infrastructure

Papua New Guinea is probably the most severe example of lack of infrastructure. No road traverses the country because of a complex system of mountains which extends east to west through the center of the main island with groups of mountains and ridges as high as 15,000 feet and broad valleys at 5,000 to 10,000 feet. The isolation caused by this terrain is so great that some groups until quite recently were unaware of others only a few miles away. A favorite comment is that some groups in Papua New Guinea first sight of the wheel was on an airplane. Most of the countries in the region contain islands which are either difficult to reach and/or difficult to travel in once you are there.

f. Population and Land Tenure

Several countries are experiencing high birth rates (3% in Papua New Guinea, 3.5% in Solomon Islands) and 50% of the region's population is under 15 years of age. Land tenure is an extremely complex issue which differs in each country depending on traditional systems of land ownership and how they were interpreted (often incorrectly) and codified by colonial powers. Land tenure is a primary consideration in South Pacific development, and at the village level it is usually tied in with kin groups. On the island of Ovalau in Fiji, there are efforts in villages to purchase back family lands that were declared Crown lands under the British and subsequently sold. Related to land tenure is land use. Whereas development in the land-short island nations such as Tuvalu must rely on more intensified agriculture on available land, in Papua New Guinea there are still vast areas of arable unused land to be cleared and farmed.

g. Dependence on Foreign Aid

Most countries have one major source of bilateral assistance (Australia, New Zealand, Great Britain) as well as receiving aid from the

Asian Development Bank, UN agencies, World Bank group, EEC and other bilateral donors. Twenty-six percent of Papua New Guinea's 1982 budget will be provided by Australia (they have contributed as much as 48%) and another 6% by other donors and overseas concessional loans; 85% of Western Samoa's five-year development plan (1975-1979) was from outside assistance; and 90% of Solomon Islands' development budget.

h. Women

All countries have identified women's development as a goal of their development plans. The traditional role of women varies greatly between Melanesia and Polynesia. Both groups raise the children, weave mats and cook but in Melanesia women also do much of the subsistence farming, the carrying and husbandry of pigs and chickens. Men in Melanesia do the cash crops and as these have increased in importance, the woman's garden has been pushed further and further from the home (as cash crops are given the prime land near the villages) increasing the time spent on and burden of the woman's work.

C. Nature of Host Government Interest, Involvement and Support of PVOs

Almost all governments have stated a preference for bilateral assistance and their interest, involvement and support of PVOs varies from country to country. The activities of all PVOs are done within the framework of the host country's national development plan and have been approved by the host government.

1. Papua New Guinea

Papua New Guinea has an office of Village Development in the Prime Minister's Office which has worked with IHAP in identifying suitable self-help projects for funding. (In January 1982, the functions of that office will be divided between two ministries--National Planning and Family and Community Services.) Papua New Guinea has parallel provincial governments in each of its 19 provinces as part of the government's decentralization effort. Work with this level has been much more difficult and, in most cases, abandoned. FSP has had little or no contact with the government since its initial agreement as all of its sub-contracts are through local groups.

It must be noted that Papua New Guinea is inundated with PVOs, missionaries and volunteers from many countries. The government recognizes the particular role to be played by PVOs in village and rural development.

2. Solomon Islands

A major goal of IHAP's program in Solomon Islands is building the institutional capability of the government at both national and provincial levels to implement and manage small-scale rural and village development. The government at both levels is involved in the step-by-step planning, reviewing, selection and implementing of projects.

3. Tonga

One of FSP's three major sub-projects--fisheries development--is being carried out in close conjunction with the government with both contributing major inputs.

4. Fiji

The government works with the YMCA program by providing technical assistance through extension officers who sometimes help select and monitor projects.

5. Western Samoa

The Western Samoan Government is the most skeptical and critical of foreign PVO programs. "We don't know who they are." "We're not sure if we want them working in the villages." "If there is no other choice, we would rather have them than no aid at all." Indigenous PVOs are viewed with less suspicion.

IV. PVO PROJECT DESCRIPTION, MANAGEMENT AND ADMINISTRATION

A. Project Description

1. Major Emphasis

AID assistance to U.S. PVOs in the South Pacific region are primarily for village centered self-help activities and training purposes.

These PVO programs are primarily discrete activities providing nominal grant funds, a new technology or training. Some of the sub-projects provide a missing element which permits an existing program to expand or develop.

Although the project proposals included in this evaluation describe their activities as rural development, most are not. That term has a more specific meaning among international development agencies and implies development of basic institutions of local planning, local governments and revenue generation. The core of rural development is increased economic activity and the support network required to sustain it is a form of institution building.

2. Examples

a. There are three projects, the YMCA in Fiji and Western Samoa and FSP assistance to the Tongan Women's Development Program, which try to stimulate a sequence of development: a communal income-generating project in order to finance the next project.

New grants, which were not included in this evaluation contain a similar emphasis with two interesting exceptions: IHAP's Crop Diversification Project in the Cook Islands and the Agricultural Cooperative Development International program in Tonga, both of which appear to be more specialized in purpose.

b. Relatively few of the projects are institution-building. Some which are, such as the three agricultural training centers, are institution-building at the cost of numbers of beneficiaries. Thirty-eight trainees are enrolled between the three institutions. Another approach is that of the YMCA Western Samoa which uses village workers chosen by the village and supports them with continuous in-service training and access to outside training resources when needed by the village itself. This had led to sustained activity and greater impact.

c. At the other end of the spectrum are the IHAP projects, which are attempting national coverage in small community development activities. At any one time, the project manager in Papua New Guinea or Solomon Islands may be trying to keep abreast of 60-80 self-help projects. When this is attempted without field staff, the tendency is to useful but ad hoc activities which ameliorate a single condition but may not lead to development. It is unlikely that IHAP's hope that provincial government staff will grow into more effective development personnel will happen either under the guidance of one person, however skilled and dedicated he may be. However, having provided forceful leadership, IHAP may help determine the direction of provincial programming.

TABLE 1

MAJOR EMPHASES OF PVO PROJECTS

Community Development or Rural Self-Help Projects

FSP	Papua New Guinea	Grassroots Urban/Rural Integration
IHAP	Papua New Guinea	Development by People at Village Level
YMCA	Fiji	Rural Work Assistance
IHAP	Solomon Islands	Development by People at Village Level
SCF	Tuvalu	Community Based Integrated Island Development

Human Resources Development

SIL	Papua New Guinea	Leadership Training for Indigenous Groups
SIL	Papua New Guinea	Non-Formal Education/Leadership Training for Indigenous Language Groups
IHAP	Papua New Guinea	Women Village Level Workers
FSP	Papua New Guinea	Education, Small Business and Women in Development
CRS	Western Samoa	Vaia'ata Agricultural Training Center
CRS	Western Samoa	Moamoa Farm Training Center
HKI	Fiji	Improvement/Expansion of Education/ Rehabilitation Services to the Blind

Dual Purpose Projects (Self-Help and Training)

FSP	Tonga	Integrated Rural Development
YMCA	Western Samoa	Integrated Rural Development/Rural Urban Trades

B. Project Management

1. Management Style

There are two basic approaches to project management among the PVOs working in the South Pacific. Most are involved in project implementation. Given the wide physical scattering of sub-projects, a combination of travel by air, canoe, and foot may be necessary to reach project sites, the marginal span of control is greater than that likely to exist in much larger countries.

The Foundation for the Peoples of the South Pacific (FSP) does not implement projects. They assist a local institution frequently augmenting an activity which is already underway. An example is the Tongan Women's Development Program where the mere provision of transportation to the Catholic Sisters, who are running the program, has increased their cover tenfold. A different example is the FSP attempt at institution-building with the Tongan Fisheries Department. They hope to develop a fisheries extension service. A combination of Peace Corps technical assistance, FSP funding of fishery assistants, training and supplies has been pieced together with potential boat loans from major donors.

2. Staffing

a. Background

The South Pacific was not a traditional area of operation for many American PVOs. When PVOs were encouraged to submit proposals by AID, it was new territory to IHAP, SCF, CRS, HKI, ACDI and TAF. Only FSP and SIL were operational here and, at that, FSP had no field staff posted to the South Pacific prior to the AID grants. Of the ten project managers met during this evaluation, eight had prior development experience (usually Peace Corps), two had prior South Pacific experience and three are country nationals. Nearly all expatriate project staff are now fluent in the local language.

All staff have been recruited especially for the project. None had previously worked for the PVO and so could not bring the PVO's specific experience to the situation. This lack was exacerbated by the lack of staff orientation. Only one of these temporary employees could discuss the PVO's philosophy and operational methodology with any depth.

b. Staff Size

There are wide differences among the PVOs in the availability of support staff. CRS Western Samoa has a country director, secretary, bookkeeper, drivers and budget provision for technical staff. IHAP Papua New Guinea manages a national program with an austerity which is like a single PCV running a national program.

c. Other Staff Resources

One of the managerial feats of everyone involved in the South Pacific program is the high level of cooperation. SPRDO hosted a conference in

November 1981 which was attended by all PVO country directors and Peace Corps directors in the region. Its purpose was discussion of common problems and to share successes.

PCVs have added a great deal to a number of these PVO activities. An example is the high technical level of their assistance to the Tongan fisheries project. However, given the variations in annual Peace Corps budgets and the lengthy recruitment process for technical as opposed to generalist PCVs, it may raise difficulties for a PVO to rely on potential recruitment if the PCV is expected to provide pivotal technical assistance. For example, two training centers lacked curriculums because the central agricultural experience was expected to come from a volunteer. This is not to denigrate the splendid and evident Peace Corps assistance; it is a comment on the need for the PVO to be able to provide the technical assistance when it is the guts of the project.

3. Monitoring

Both the PVO management and SPRDO have demonstrated close monitoring. One project has been terminated early for lack of progress, another is in the process of being terminated. In both cases, the local implementing agency was absorbed in its internal organization problems. In the case of IHAP, two years lapsed between the initial contact with Pacific institutions and government officials and the arrival of the project manager and funds. In such cases, there is a need to verify that the course of action is still appropriate. Balancing the scale, however, was the amount of flexibility IHAP managed to build into their project design. This allowed them to be responsive as soon as the project manager was convinced of the soundness of the village requests. SPRDO's emphasis on evaluation planned for 1982 will help project administrators move into a cycle of reviewing work accomplished followed by revising work plans and budgets.

4. Project Start-Up Time

Generally speaking, project activity has been initiated within three months of project approval. One exception is the Moamoa Agricultural Training Center which has no agriculturalist to design the training in the 18th month of the project.

Most projects have required extensions of time. It should not be assumed that project extensions are extensions of problems or caused by recruitment delays only. Getting funds through the Federal Reserve Letter of Credit (FRLC) is a cause of early delays. Another is that implementation by former PCVs may prove to be so cost conscious that unexpended funds remain. It may also illustrate that a budget cast in a New York headquarters has been interlaced with safety margins.

5. Evaluation

There is a standard paragraph in the South Pacific OPGs giving major responsibility for evaluation to the PVO but assuring AID access to the project if a joint evaluation should be considered desirable. In no case have we seen anything like an evaluation plan in the OPG proposals.

Four projects have been evaluated by their own organizations. Of these, FSP has provided an evaluation of competence and standard. This Solomon Islands evaluation attempted measures of productivity and impact. By contrast, the FSP final evaluation for Tonga is no evaluation at all but a series of excerpts from previous reports. The U.S. YMCA provides the services of an experienced evaluator to their projects in Fiji and Western Samoa. The Western Samoa project includes indicators such as 20% of cropland will be diversified to market crops. Their initial evaluation provided sufficient detail on both costs and income to allow for cost benefit analysis of some of their sub-projects. This was the exception.

SPRDO has recognized that evaluation is an incomplete agenda item for this program and has made it a major focus for 1982. The solution, however, is not to spend 10% of a \$1.5 million budget on evaluation as the SIL grant agreement proposes. In fact, low cost, simple but verifiable evaluation remains an agenda item for AID/PDC/PVC and the entire PVO community.

One simple step toward better evaluation would be an improvement in statements of project purpose. For example, a general statement such as:

The purpose of this grant is to provide partial support for a three-year agricultural training program on the island of Upolu in Western Samoa

is an invitation to use expenditure as a mark of accomplishment. Another purpose statement reads:

To complement the work of the Government of Western Samoa in its priority of rural development.

Such a purpose statement provides no objective toward which one works nor does it provide an objective against which one can measure effectiveness.

There seems also to be a general misunderstanding on the meaning of baseline. The so-called baseline in the initial proposals are often one paragraph of description. For example:

Many of the young men who will be given an opportunity to take the courses at the Moamoa Farm Training Center have no income at all now, except what may be their share of in-kind production from the commonly-held village lands. When they have completed the 2-year training program, and presuming they follow both the techniques and the crops they have learned about, they will become relatively well off by local standards in that food necessities will be met by production of their own small-acreage farms, and they will have disposable income for other than mere necessities.

Had the evaluation team had sufficient time in the field to gather data, there still would have been little, if any, data against which to measure progress.

The standard arguments against baseline data is that there is a general lack of statistics in the country and the time usurped in gathering such data. Dennis Oliver, the New Zealand advisor to the YMCA in Western Samoa, admitted that he had found it burdensome. But, once it was done he realized how important it is to measure progress and, indeed, success.

C. Administration

1. Accountability

a. Audit Reports

In that a representative of the regional audit office in Manila had visited these same projects a matter of days before the evaluation team arrived, we did not spend a great deal of time on systems in place for the purpose of accountability. That audit report noted many strengths, particularly in close project monitoring. It also noted that financial reports were not submitted on a timely basis, that financial data sheets are submitted to Washington and not quickly available to the office best able to interpret them. They also mentioned difficulties accounting for local in-kind contributions. The evaluation team also noted that a number of PVOs tend to look at the AID contribution as the project budget. In some cases, we had difficulty determining total project cost. The non-AID contribution was not listed as part of the budget.

b. Local Problems

The real problems of accountability are those experienced by the PVOs in dealing with their counterpart organization. Some PVOs have reacted to the cultural pressures placed on local staff "to share" with family members by providing materials directly to the project site rather than forwarding funds. This is a dilemma for the PVOs, as providing materials directly to the project does not develop managerial skills. The Tongan womens' clubs have developed an annual inspection as a way of acceptably avoiding "sharing" to allow them to accumulate savings in order to invest in major home improvements.

2. Fund Flow

Two funding matters were seen to affect program effectiveness. The Summer Institute of Linguistics (SIL) has not developed a method for keeping an even flow of funds to Ukurumpa, Papua New Guinea. Communications lines are too long to permit accounting for a quarterly advance and then drawing down the next quarter's funding. SIL also experienced a considerable dropping off of activity between grants. The second matter relates to the need for the sponsoring organization to contribute funds to the project rather than depend solely on an in-kind local contribution. A cushion is needed to cover the occasions when the project budget fluctuates with exchange rates or major currency devaluations. FSP Solomon Islands has reduced staff salaries by one-third as the consequence of changing currency rates. Many of the non-AID contributions to these projects consist of government or church-leased land and the sale of produce raised on a farm which may be available in future years.

3. Budgets

The budgets for the initial project from each PVO were estimates and often home office estimates based on work elsewhere than the South Pacific. The numerous time extensions of projects without additional funding is more the product of unrealistic budgets than slow startups. Washington reviewers of OPGs were then equally new at making judgments about the cost of operating in the South Pacific. One does gain the impression that the PVOs were given the budget resources they requested. The new generation of projects now beginning will have the advantage of past expenditure records to serve as yardsticks.

However, if one is accustomed to PVO co-financing projects in other Asian countries, where subgrants (of \$12,000 or \$27,000) were made to indigenous organizations, the costs of working in the South Pacific will seem high by comparison. There are three reasons: transportation costs, the size of the territories being served and the lack of real U.S. PVO contribution.

V. PROJECT EFFECTIVENESS AND IMPACT

A. Goals

The goal for the entire regional PVO program is stated in the Country Development Strategy Statement (CDSS) for FY 1983 as:

Increasing the agricultural and fishing cash income possibilities for rural islanders and assisting them in addressing basic needs, primarily through appropriate education.

The goal level statements in the proposals as presented by U.S PVOs are general in nature and do not reflect the specific income generating emphasis of the CDSS. PVO goals are general statements related to economic and social development. For example:

To develop a leadership core within 30 ethnic groups which contribute to the general development of Papua New Guinea.

To increase the active involvement of women in the social and economic development of the Solomon Islands.

The goal of this project is to carry out a substantive intervention in the areas of rural development to include fisheries and any intervention which upgrades the economy and the living conditions of the people at the village level.

Motivate young men to return to their home and farm for consumption and commercial sale.

The systematic involvement of people at the village level in their own development as active participants in established programs as well as in self-initiated projects.

As the South Pacific program has gathered experience and new programs have been added, there has been greater focus on appropriate education. This goal was reiterated at the recent conference of PVO, Peace Corps and SPRDO staff. Their conclusion was that human resources development is most fundamental. It would seem to suggest that the field staff has decided that an intermediate step is necessary for imparting skills before specific development programs can be tackled. It must be remembered that the majority of the people of the South Pacific are living in small hamlets at a subsistence level.

The goals are general in nature but demonstrate a strong basic human needs emphasis and an understanding of the region. The goals are a reflection of the emphasis projected in Agency policy since the 1973 Foreign Assistance legislation changes.

Goals have not been achieved nor would it be reasonable to expect them to be achieved. In general, the three year span of time allowed for approved AID projects is related to AID's needs in budgeting and for control and monitoring. It is not a time period which has meaning except for completing a phase of a development process. Most of these organizations were not in place in this region until 1979.

B. Beneficiaries

1. Description

The most difficult task of this evaluation was obtaining information about beneficiaries from project staff records or on-site visits. There is no question that the beneficiaries of this program are representative of the poor. For example:

When the Summer Institute of Linguistics (SIL) teaches a man to read his own language, the man is likely to be small in physical stature, carry a bow and arrow when he leaves his village, turns over the soil in his garden with a digging stick and harvests with a bush knife, and eats a nearly totally carbohydrate diet. He is unlikely to have any source of cash income. The village is the most advanced political unit developed by his tribe. Out of every five live births, three of his children will die in infancy.

When the Foundation for the Peoples of the South Pacific (FSP) assists a turtle fisherman at Arnavon Island, his family has been living on an income of \$180 a year. Population pressure has increased the ceremonial need for turtle meat and dwindled the supply and, therefore, his livelihood.

2. Cost

The team had hoped that we would be able minimally to produce figures on cost per beneficiary. We were deterred on both ends of that ratio--first because figures on total project cost are generally not available and because number of beneficiaries are often estimates. While we do not want to overemphasize start-up costs of institutions, it is a yardstick which cannot totally be ignored in future program planning.

a. Taking into account only the AID contribution, the CRS Western Samoa Upolu Training Center has received \$400,000 of obligated funds. There are 8 current enrollees. Part of the high cost here is the fact that this project has the burden of funding the entire CRS administrative costs for the country. The administrative cost (LOP) are expected to be \$281,000 compared to \$215,000 program costs. (SPRDO has indicated the pressing need for project re-design.)

b. The FSP fisheries project in Tonga is another institutional development activity with these costs:

AID Contribution	\$145,000
Local Contribution	<u>108,000</u>
Three-Year Total	\$253,000

The beneficiary group at this time is six fishermen with three crew each.

The boats, the extension service, the newly-tested fishing techniques are all part of project outcomes.

Beneficiaries

Organization/Country Grant Number	Activity	Beneficiaries
1. FSP - Papua New Guinea (1242)	Holhola Youth Center Village Self-Help	130 Graduates 20 Villages
2. YMCA - Fiji (1267)	Small Motor Training Such as Chainsaw Operation or Small Motor Repair	90 Persons
3. SIL - Papua New Guinea (1250)	Trained Literacy Teachers Job/Training/Placement Small Self-Help Projects Such as Compost- ing, Coffee, Chickens, Trade Store	505 Leaders from 43 Language Groups 400 Persons Mainly with SIL Itself
4. IHAP - Solomon Islands (1653)	Water Tanks, Youth Centers, Cattle Fattening, Ice Machines for Fish, etc.	114 Projects x 5 Beneficiaries = 570 Persons
5. CRS - Western Samoa (1646)	Practical Agricultural Training	No completed projects 12 Enrolled, No Graduates
6. CRS - Western Samoa (1647)	Practical Agricultural Training	8 Enrolled
7. FSP - Western Samoa (1327)	Mobile Agricultural Store Agricultural Training for the Blind Handicrafts Corporation	650 Farmers Served 7
8. FSP - Tonga (1323)	Women's Development: Improved Water latrines, kitchens, nutrition, other Fuala Agriculture Training Center	Activity Closed 3237 Persons (and Presumably Their Families)
9. IHAP - Papua New Guinea (1651)	Small Grants for Food Production water supply, cable bridges, coffee warehouses, others	14 Graduates; 18 Enrolled Not available
10. IHAP - Papua New Guinea (1601)	Workshops for women leaders; grants for club money raising	Local Organization has provided no report
11. FSP - Solomon Islands (1650)	Rural Fisheries	Village Fish on Rotation (Part-time and Seasonally) Estimated above 150 1690
12. YMCA - Western Samoa (1605)	Women's Community Service Water Supplies Food Production, Marketing Training in Small Motors, Farm Planning, Other	297 People in 4 Villages 2000 Villages
13. HKI - Fiji (1687)	Training of Blind and Low-Sight Individuals	604 Trained 46 Blind Children in Suva Center Unreported Number of Rural Blind (six Rural Workers Began Training in August 1981)

The above fishing figures do not include the fact that overall 42% of the AID contribution to the total project goes to administration and FSP New York overhead.

c. Another sub-project of the same FSP project, women's development, costs \$220,000 (both AID and non-AID) over three years. There are 3,327 beneficiaries. These costs of approximately \$70 per beneficiary are held down by the extraordinary services of a Catholic order of nuns.

d. The project with a potentially high cost per beneficiary is the new SIL project in Papua New Guinea. Reflecting the very high transportation costs for people to come to training courses in those inaccessible mountains by air, a short course for training literacy teachers is running approximately \$800 per teacher. This cost reflects the 50% dropout rate between those trained and those who ultimately become literacy teachers.

C. Project Results

As the reader examines the beneficiary table on page 23 or scans through the project summary sheets to be found in Appendix D, a pattern begins to appear. By and large:

Self-help activities using existing village institutions have set in motion a sequence of development. Those beneficiaries are in the 1000s.

Training is the most frequent activity. These beneficiaries are in the 100s.

Institution-building (not to be confused with a contribution to an institution) is rare. Those beneficiaries are in the 10s.

Clearly, numbers are not the only gauge. All three approaches are necessary.

1. Outputs

There are many concrete results from these projects. There is impact. Impact is equally strong as a result of the community development projects and those establishing small businesses. The hallmarks are low-cost technologies and involvement of local people in a highly personalized way.

The least productive were the projects (now terminating) which were implemented in conjunction with national women's organizations. All three agricultural training centers are struggling to hold their students.

On the whole, it is a good record. We reiterate an earlier point. The record of results is such, that it is the more regrettable that so little data exists on which something as simple as cost per beneficiary can be calculated.

It may be a product of the amount of time projects and staff have in place but we found a preoccupation with outputs. This may reflect the extraordinary effort and time to get an ice-making machine imported,

transported to an island and operational, or acres of jungle cleared to make a training farm from virgin land, a fishing boat designed and fishermen trained to use it, a rural club established and financing their own projects, an inexpensive water system designed suitable for a coral island. Although these types of outputs are indeed major accomplishments, they are not ends in themselves.

2. Income

Looking over the entire portfolio of PVO projects, not many are income generating. The YMCA Western Samoa has contributed significantly to increased agricultural production and are themselves exporting products in order to obtain the highest-going rate for taro, cocoa and kava. The YMCA had surveyed four villages and found production increases of: 390% for taro, 22% for cocoa, and 251% for kava.

Fisheries projects are producing sufficient income so that fishermen in Tonga have been able to pay off boat loans but at this stage of project development only six fishermen can be said to be making their living from fishing. The fishing waters near Tonga could produce ten million tons a year so the future is bright as artisanal fishing builds.

Many of the production projects really produce for family consumption and great attention has been given to additional sources of protein through fish, pigs, chickens and goats. Or if the project is a communal one, the sale of goats may be used to purchase a chainsaw or the produce from one fish pond may be used to build a second fish pond. The women may produce more taro in order to build a ferrocement water tank for their homes.

3. Employment

The targets for both the old and new SIL projects include 400 opportunities. These are apprentice-like training in which the AID grant covers 40% of the cost. The majority of job placements are with SIL itself and so it does not represent any opening up of new job opportunities in the local economy.

The three agricultural training centers are geared to the trainees returning home to farm. Of the nine graduates for Fuala Training Center, half are presently farming.

More of the skill training particularly in the IAP and YMCA Programs is geared to useful skill needs in the village than to job placements. New items have been introduced into the village over time such as boat motors, sewing machines and bicycles which need maintenance and repair. The short courses are geared to these items and provide a saving of the initial investment. The numbers of motors in the village are not such as to set up a demand for full-time service.

4. Small Industries

Small industries, businesses and producer cooperatives would seem to be the next step following current efforts in skills training. For example, the addition of ACIDI as a PVO working in Tonga may help create and stabilize marketing for fishing, handicrafts and agriculture.

The Papua New Guinea vocational training institutions (aimed at elementary school leavers) are attempting to set up small viable businesses. The Lemakot Training Center has spawned six small industries.

The Hanuatek Small-Scale Industries Center, a FSP sub-project, in Port Moresby, has established 15 profitable industries at the Center and intends to establish more outside. These include screen printing, carpentry, recycling car batteries, a foundry for recycled aluminum, metal casting, and cane furniture. IHAP has also contributed equipment to these projects.

The Hanuatek Small Industries Center represents an innovative approach to developmental training that is well suited for many South Pacific nations because:

It is a technology that is intermediate--between the macro level of most business and the micro level of village projects. It involves on-the-job training of skills needed in small-scale industries combined with training in management of small-scale business.

The project is designed to move away from PVO support and become a self-sufficient private sector enterprise.

The project promises not only to sustain but also to expand and diversify by sponsoring new small businesses away from Hanuatek, e.g., since June 1981, two bicycle repair shops have been set up in nearby Boroko.

5. Human Resource Development

Human resources development is one of the strong points of the program. Every project has an element of training.

The new SIL project is moving toward impact on the provincial non-formal education programs which teach literacy to adults through their own vernacular. Two provinces are exploring a program of pre-school education in the vernacular using SIL-developed materials. The idea is that children can better learn to associate symbols with sound if taught in their own language rather than compelled to learn to read and write in English in the first grade.

SIL has also become aware that people attending their regional training centers are more interested in new technology and learning about new crops than they are in literacy.

Agricultural and vocational training are also common. The school leaver in the South Pacific is a 12-13 year old to whom no place is available in secondary school. In Papua New Guinea, 700 students will enter grade seven out of a potential 1600 sixth graders.

The women's development program in Tonga has developed leadership and planning capabilities among women. They make the decisions and the rules. Starting with home improvements, they have now launched into building houses and demonstrating the making of water tanks to other villagers. One

women's club was asked to take over the management of the village water supply. These activities started in a women's club with all the usual women's activities of kitchen gardening, sewing and cooking.

A number of women's projects have been aborted. Enough so that it would be useful for someone to examine in greater detail why this has occurred. Was it a case, as suggested, of too much too fast? Or is the WID project which focused on women's organizations and leadership workshops of less vital concern to women than women's projects which start with their dream of having a kitchen with running water and then gradually moving out to grasp community problems.

The YMCA projects introduces villagers to farm plans, budgets, bank accounts, loan applications and reaching sources of technical assistance. In Fiji, 670 members have received training in planning, budgeting and recordkeeping.

The IHAP projects in both Papua New Guinea and Solomon Islands are concerned with developing the capabilities of provincial village development officers.

FSP trains fishery department assistants and women's interest officers.

6. Improvement in Quality of Life

Water is top of the list. Surer sources of water, clean water and waste disposal, piped water.

Housing is another high priority and this is not westernized housing. Fijians have cut the cost of building their houses to \$1200-\$1500 by group effort and new technology. Tongan village women have kitchen sinks with running water because they raised the money and did most of the work. They have become experts on ferrocement water tanks.

Community centers provide quiet, lighted study space for school children, kindergarten, for making tapa cloth, meetings and recreation.

D. Project Design Features Relative to Impact

1. Project Selection and Design

There is a strong division among the PVOs between those who work through traditional social organizations and wish to enhance the traditional communal system and those who are convinced that the traditional system must be changed. The latter see tradition as reinforcing dependency and removing individual initiative. They would say that the motivation to produce is lessened when the product must be shared over an extended family. On the other hand, extended kin groups can provide a means of mustering resources for village projects and development programs.

Decisions are still made in the South Pacific by consensus. PVOs, who have taken care to use village decision-making processes, find that self-help projects have been selected to which there is true and widespread commitment.

a. An excellent example where traditional group consensus in decision-making affects all projects at the village level is Fiji. In Fijian social organizations the basic kin group is the extended family (tokatoka) traced through the male line. Extended families are grouped into mataqali which is the kin group that has collective ownership of ancestral land. A village may have several mataqali. Any decision affecting that land requires that the mataqali head convene all members of the group in order to obtain consensus. Any project that involves mataqali land or anything on it must deal with the members and the village chief.

Mataqali are grouped into sub-clans--yavusa--which may be co-extensive with the village or a village may contain several yavusa. Tokou Village on the Island of Ovalau, for example, has one yavusa, which is composed of four mataqali. While Rukoruko Village, on the same island, has six yavusa. A project affecting the entire village will require the approval of all yavusa members and the village chief as well. When the YMCA was approached by its club members in the Village of Lovoni on Ovalau Island, the yavusa of the village in conjunction with the chief (tui wailevu) indicated that the consensus was that the immediate need was for new houses, so the funds were used to purchase two chainsaws, allowing them to prepare their own lumber, greatly reducing the cost of construction (from the normal F\$6,000 to F\$1,000). The Village of Nauouo, also on Ovalau, received a F\$400 loan from the YMCA for a goat-breeding project that village yavusa and the chief agreed they wanted. The assemblage also chose two village men to go to the government goat station on Viti Levu for training in goat husbandry. The YMCA will assist in the marketing of the goats, and profits will be used to satisfy other village needs such as better housing, improved school facilities, and new water piping.

b. By contrast, the search for the innovator or entrepreneur which might be made in some cultures would not be helpful here. This excerpt from the final report for SIL records the experience of one of their literacy teachers:

He started a school with help from his villages--started with 53 students, all children. He planted chillies as a cash crop to support the school and started a piggery. After about one year of teaching, his village people became jealous and started pulling the children out of the school and poisoned the pigs. At least one-half of the students learned to read, learned many songs and learned to count during the time the school was in session. Now the classes are no longer held, but he is producing reading materials and stories with silk screen printers.

2. Work Plans

The implementation plans of many of the early OPGs reflected the newness of the organizations to the area. They had to be imprecise until they gained more specific knowledge of the culture and the communities. There were gaps of time between their survey of needs, their project design and implementation. IHAP, for example, started to work on a national scale. Others hoped to work with local institutions which were largely unknown to them. Three years is a short time by which to mark a development process but a long time for a course of action to retain currency. The simple device of

submitting annual work plans, now required by SPRDO, may introduce more flexibility at the same time safeguarding that the organization continues to work toward the same goals.

E. Replicability

There are a number of examples where innovation introduced by the PVOs have been picked up by national programs or introduced into other South Pacific countries.

The Fiji YMCA rural club which brings practical skill training and emphasizes production has been adopted by the Fijian Ministry of Youth, Culture and Sports and by the YMCA of Western Samoa.

The vernacular literacy materials produced by SIL are to be used by government literacy programs.

SIL has developed an imaginative method of developing vernacular materials, the lack of which has often bogged down other literacy programs. Newly literate villagers are writing stories and legends of their people. These can be reproduced in the village by a portable silk screen printer.

The FSP fishing sail boats save greatly on fuel and have helped the government develop a prototype for village fishermen. One of these demonstration boats was introduced into the South Pacific Conference on Appropriate Technology at Suva. The boat has also been demonstrated to fishermen in Vanuatu.

The women's development program of Tonga is being studied by personnel from the Solomon Islands.

Ferrocement techniques for water tanks introduced to a PVO project by a Peace Corps volunteer have swept the islands of Tuvalu. The EEC has given an additional grant of \$60,000 to SCF for this work.

VI. PROGRAM IMPLICATIONS

A. Use of Resources

American officials in the South Pacific believe that both AID and the Peace Corps are pluses for U.S. foreign policy in the South Pacific. This program has increased the effectiveness of each by encouraging them to work closely together.

An often heard comment is that the U.S. still enjoys a positive image and feeling of goodwill among the peoples of the South Pacific because of World War II. We found this to be true, as well. Even though Government officials would prefer bilateral assistance (especially in the form of block grants) they do recognize the unique role PVOs play. Key leaders of local organizations are also aware of the USG's contribution and support for their programs. (It should be noted that the USG's desire to publicize its contributions and the local organizations goal of local fund-raising sometimes conflict.) At the grassroots level, however, there is little awareness of the USG's contributions and support--except when an American project manager works closely with the village or a Peace Corps volunteer is involved.

The SPRDO program was never intended to compete with or parallel the efforts of the area's major bilateral donors or multilateral institutions. Nor should it. Most of the countries in the area have already or nearly reached their absorptive capacity. The ranks of their civil service and their technical capabilities are thin:

AID has identified an area not being addressed in any significant way either by other donors or host governments. It is a program that meets our own legislative injunctions to help those who need it the most. Assuming that the U.S. Government believes it important to give some indication of its concern for these newly-independent nations, it gives the program a good return on a small investment.

B. Sustainability

The previous section has set out that these South Pacific PVO activities are resulting in benefits. And that benefits will likely accrue to an enlarged circle of beneficiaries when there has been sufficient time for project activities to move from outputs to achievement of project purpose.

We are not as comfortable that all project activities will be sustained after the PVO withdraws. A training center with no potential outside budget except to earn its own way with produce has an uncertain future. The SIL experience was that village literacy work closed down between grants because funds were not available to pay literacy teachers.

The YMCA in Western Samoa has a self-support fund that it intends will replace overseas assistance over a ten-year period. Hanuatek on Papua New Guinea is moving from its PVO support to a self-sustainable private enterprise. The Catholic Bishop of Tonga said to his PVO partner, "Be sure that when you leave, we have a project which we can operate." This healthy attitude toward continued funding was reflected in other countries.

TABLE 3

PVO and AIP Funding by Country
(US\$ 000)

<u>Country</u>	<u>Obligated Funds Thru 1981</u>	<u>Population</u>
Cook Islands	397.1	18,000
Fiji	1,061.8	619,000
Kiribati	262	57,300
Papua New Guinea	2,962.7	1,079,000
Solomon Islands	796.8	221,200
Tonga	1,311.6	95,800
Tuvalu	551.8	7,400
Vanuatu	279.6	114,500
Western Samoa	1,583.4	155,000

C. Suggestions for AID Programming

1. Accelerated Impact Program

Reaction to PVO administration of Accelerated Impact Program funds has been positive. There is a dynamic partnership between U.S. PVOs and the Peace Corps, probably helped by the fact that so many of the PVO project managers are themselves ex-Peace Corps volunteers.

2 Additional PVOs and Funding

Our assessment is that the foundation is in place for a solid program. Now is the time to consolidate what has been started. During this time of consolidation, we would not encourage the introduction of additional PVOs unless they bring a specific technical expertise which is needed in particular circumstances. Few indigenous PVOs seem ready for the management and leadership requirements of a development program. The current level of funding seems appropriate for program and policy purposes.

3. Training Needs for PVO Staff

There is great appreciation in the field for the moral support and technical help in programming offered by visits of SPRDO staff. The regional conference was uniformly praised--everyone we encountered spoke with appreciation of the exchange with colleagues who work in like circumstances.

If there is to be another conference, we suggest a training session which would help to take the mystique and the burden out of gathering baseline data and evaluation. If indicators of achievement were set out in the project design, some very pertinent data could be developed from their regular reporting system. This is a task which can be shared throughout the project for recordkeeping systems have even been developed for neo-literates.

The PVO staff has demonstrated cultural sensitivity but they do need help to move to a more systematic knowledge of the culture.

Another area which needs to be covered with some in-service training is an understanding of the difference between outputs and purpose and that the giant step from one to the other also needs an implementation plan.

This emphasis on training should not detract from our finding that the PVO staff is dedicated, works hard and long hours, maintains standards and is increasingly analytical about their work. The need for training is a product of their newness to their roles and lack of colleagues to consult. We recommend that the PVOs make a greater investment in staff orientation and in-service training.

4. Review Process

The AID review process seems not to have been consistent in its review of these projects. PVOs seem to have received what they asked for with a result of inequities in resources with which a PVO is working.

The practice of including the proposal as a part of the grant agreement has the good effect of necessary information being in one document but it commits AID to the weak section of the proposal as well as the strong.

Now that the PVOs have been in place for some time, one could expect greater detail in their implementation plans. SPRDO's move to increased incremental funding and its requirement for an annual work plan help bring both flexibility and specificity to project plans.

5. Administrative Costs

Mention has been made of the high proportion of project cost going into administration and overhead. This may be the requirement of working over these distances and in nations of many islands. Incremental funding may also offer an opportunity to ask PVOs to reconfirm administrative costs on the basis of experience. The PVO proposals are uneven in the amount of detail offered in the construction of the budget.

Regional concentration might help cut costs. Working in contiguous provinces could be patterned, for example:

- Province A - Follow Up of Previous Work
- Province B - Implementation
- Province C - Contact and Data Gathering

D. AID PVO Policy

We understand that there are three other programs in the Agency which are implemented by PVOs: the Occupied Territories of the West Bank at Gaza, Lebanon and a country of Southern Africa. The problems of such programs is how to create the parameters with which country needs and AID programs would be served and still allow scope and choice to the PVOs. An exchange of experience in PVO programmed countries might suggest ways of setting such parameters. The pitfall of inviting OPG proposals for territories in which the PVOs have not previously served, is the proposal is too likely to be the product of a travelling project designer.

Scope of Work

1. Background: The Asia Bureau has long been interested in an evaluation of the PVO Program. AID assistance to PVOs has never been subject to a comprehensive evaluation. A 1979 Congressional Report urged that the PVO Program in the South Pacific be evaluated. In view of this interest, the Bureau has determined that it would be useful to begin an examination of Agency PVOs with an evaluation of PVO management and impact in South Pacific.
2. Purpose: The broader purpose of this evaluation is to assess one aspect of the South Pacific Regional program — the use of PVOs to plan and implement development projects. The specific purpose of this evaluation is (1) to examine (a) PVO administration and management and (b) PVO effectiveness and impact in undertaking various development activities; and (2) to provide guidance for future PVO programming in the South Pacific.
3. Product: The evaluation team will produce a report antititled, tentatively, "Evaluation of Private Voluntary Organizations in the AID South Pacific Regional Development Program." This report should be able to stand as a self-contained document, will specify answers to the following questions, and will be organized according to the following outline:
 - i. Preface (optional)
 - ii. Table of Contents
 - iii. Project Identification Data Sheet
 - I. Executive Summary
 - II. Major Conclusions and Recommendations
 - III. The South Pacific Program Context
 - (a) Introduction, Background and Purpose of Evaluation.
 - (b) What are the major development problems of the South Pacific?
 - (c) What is the nature of host government interest, involvement, and support of PVO activities?
 - IV. PVOs: Project Description, Management and Administration:
 - (a) What are the major types of project activities supported by AID through PVOs in the South Pacific?

- (b) Do the PVOs identified (below) to be the focus of this study have an effective system for demonstrating their accountability with regard to the use of AID funds for approved purposes? Have AID funds been used for the approved purposes?
- (c) Do these PVOs have an adequate staff (with respect to numbers, training, background, experience) to implement AID-supported projects?
- (d) Do these PVOs have an effective planning, monitoring and evaluation system for tracking and assessing project implementation and performance?
- (e) Some of the generalizations about PVOs include:
 - (1) PVOs can respond faster to development needs than AID's bilateral projects. How long did it take the PVOs to begin project implementation once the grant agreement was signed (Avg. Time)? Were time extensions required?

To the extent possible, how does this response time compare to implementation on AID's bilateral projects?

(2) PVOs speak the local language, are knowledgeable about the local customs, culture, and live out in the villages. To what extent is this true of AID assisted PVOs in the South Pacific?

V. Project Effectiveness and Impact:

- (a) What are the major goals of the PVO programs supported by AID and are these goals being achieved or is there a reasonable likelihood they will be achieved?
- (b) Are these goals consistent with Bureau/Agency policy directions? Are these goals consistent with the development priorities and strategy identified in the CDSS? Should they be?
- (c) Who are the beneficiaries? Do the beneficiaries of these programs fall within the categories of beneficiaries identified by Agency policy to be the priority target groups of AID programs?
- (d) Have AID-supported PVO programs had an impact on beneficiaries in any of the following areas - income, employment, production institution-building, human resource development or technology-transfer or improvement in the quality of life or any other areas?

- (e) What are the specific features of project design or implementation that contributed to or inhibited impact?
- (f) What impact did these PVO projects have relative to the development problems/needs of the country?
- (g) Did micro PVO projects have larger effects/impact beyond the immediate beneficiaries in terms of larger development problems of a country? i.e. was a pilot PVO project picked up by AID, host country, local government, local institutions or other donors?

VI. Program Implications:

- (a) Has the provision of AID funds to these PVOs represented a sound and effective use of Agency resources?
- (b) Are there other PVOs, indigenous PVOs, other areas of activity or alternative strategies which should be supported by AID in the South Pacific?
- (c) With limited funds, AID must concentrate its scarce resources. How does the level of PVO funding compare with overall needs and other funding? Does AID funding through PVOs in the South Pacific represent an optimal use of scarce resources relative to alternative development strategies, i.e. regional institutions, multilateral institutions, bilateral programs? Should AID resources be concentrated in larger programs where there would exist the possibility of having a macro impact on the development needs of the country?
- (d) What steps should be taken by whom to improve AID programming in the South Pacific to enhance impact and effectiveness?
- (e) What implications do the findings of this report have for future Agency PVO policy and programming?

4. Methodology: Devising an adequate and comprehensive analytical framework, report format and criteria for selecting the PVOs to be evaluated in this study is particularly challenging for the following reasons: (1) There are eight separate private voluntary agencies implementing AID-supported projects; (2) These projects are located in 9 separate independent countries scattered across millions of square miles in the South Pacific; and (3) The PVOs are implementing a diverse array of projects despite the fact that all fall within the 103 (Ag Rural Development) or 105 (Human Resources) functional accounts.

A. Criteria for Selection of PVOs for this Evaluation. Given that a major purpose of this evaluation is to assess PVO administrative capabilities and project impact and effectiveness, the following criteria were used to select those PVOs and their activities that would be the subjects of this evaluation:

- (1) Length of AID Supported PVO activity. AID support to PVO projects in the South Pacific was initiated in 1977. Accordingly, older activities were selected because of greater likelihood of demonstrating administrative capabilities, impact and effectiveness.

- (2) Percentage of AID contribution. To enhance the likelihood of linking AID support to program impact, those activities were selected in which the AID contribution represented 40% or more of the total investment.
- (3) Dollar size of program. AID support of selected PVO activities ranges from under \$100,000 to \$800,000 or more. To ensure that the activities examined represented the major AID supported PVO activities, those projects were selected which represented an investment of \$300,000 - \$400,000 or more.

Finally, since all PVO projects in the South Pacific fall into the 103 or 105 functional account, care was taken to ensure that the PVO programs selected were roughly equally divided between these types of activities.

Accordingly, the following PVOs and projects have been selected for evaluation.

- (1) Foundation for the Peoples of the South Pacific, Papua New Guinea, Grassroots Urban/Rural Integration Grant AID/ASIA-G-1242.
- (2) Summer Institute of Linguistics: Leadership Training for Indigenous People, Papua New Guinea, Grant AID/ASIA-G-1250.
- (3) Foundation for the Peoples of the South Pacific, Tonga, Integrated Rural Development, AID/ASIA-G-1323.
- (4) YMCA - Western Samoa: Integrated Rural Development/Rural Urban Trades G-492-1605.
- (5) International Human Assistance Programs Papua New Guinea: Women Village Level Workers (492-1601).
- (6) International Human Assistance Programs Papua New Guinea: Development By People at Village Level (492-1651)
- (7) Foundation for the Peoples of South Pacific Papua New Guinea: Program to Promote Appropriate Education, Small Business and Women in Development (492-1726).
- (8) YMCA Fiji - Rural Work Assistance (ASIA-G-1267).
- (9) Foundation for Peoples of South Pacific, Western Samoa, AID/ASIA-G-1327.

If time, resources and transportation are available, the following PVOs and projects are also to be evaluated:

- (1) International Human Assistance Programs Solomon Islands: Development by People at Village Level (492-1653).
- (2) Helen Keller International Fiji: Improvement/Expansion of Education/Rehabilitation Services to Blind (492-1687).
- (3) Save the Children Federation Tuvalu: Community Based Integrated Island Development (492-1654).

B. Analytical Framework and Methods of Data Gathering. The analytical framework corresponds to the purposes of the evaluation. Accordingly the analysis will examine PVO programs by examining (1) Management and Administrative capabilities, (2) Project Impact and Effectiveness, and (3) PVO program implications for AID. The data to support the analysis will be gathered in two phases.

Phase I. During this phase prior to the arrival of the full evaluation team, the SPRDO will work with PVOs identified to be included in this study to assemble relevant quantitative and qualitative data that will be used to answer the questions specified in Section III of this scope. Particular attention will be given to assembling quantitative data on project impact on income, employment, production, agriculture, human resource development, technology transfer and institution building.

Phase II. This phase will constitute the full field evaluation. The data assembled during Phase I will be assessed and used to answer the questions specified in Section III. This information will be supplemented by interviews and field visits, as well as additional data collected by the team.

C. Report Format. Beyond the regular Asia Bureau requirements for a two-page executive summary, project identification data sheet and a section containing major conclusions and recommendations, the format specified here should be followed for this particular report. Because of the number of PVOs to be evaluated, the diverse nature of their individual activities, and presumably, the wide array of various kinds of supporting data which will be presented, the body of the report should be relatively short and all supporting data should be included in appendices. The body of the report should be approximately 35-50-65 pages in length, should answer the questions specified in Section III in a summary analytical fashion and avoid a narrative presentation of information on individual projects. This latter type of information describing PVO management, the goals, achievements, beneficiaries, impact and effectiveness of each individual PVO project evaluated (all the supporting data) should be presented in appendices to the main body of the report.

5. **Reporting Requirements:** The team will submit a draft report in format specified to SPRDO three days prior to departure and a final draft four weeks after arrival in AID/W.
6. **Team Composition:** The team will be composed of the following types of individuals:

1. Rural Development Specialist.
2. PVO Project Management and Implementation Specialist.
3. Individual knowledgeable with regard to South Pacific culture.
4. Anthropologist.

ACRONYMS

- ACDI - Agricultural Cooperative Development International
- AID - Agency for International Development
- AIP - Accelerated Impact Program
- CRS - Catholic Relief Services
- EEC - European Economic Community
- FSP - Foundation for the Peoples of the South Pacific
- HKI - Hellen Keller International
- IHAP - International Human Assistance Program
- LOP - Life of Project
- OPG - Operational Program Grant
- PCV - Peace Corps Volunteer
- PNG - Papua New Guinea
- PVO - Private Voluntary Organization
- SCF - Save the Children Foundation
- SIL - Summer Institute of Linguistics
- SPRDO - South Pacific Regional Development Office
- TAF - The Asia Foundation
- USAID - United States Agency for International Development
- WID - Women in Development
- YMCA - Young Men's Christian Association

SUMMARY CHART
TOTAL USAID-FUNDED ASSISTANCE IN THE SOUTH PACIFIC
 (As of September 30, 1981)
 (US\$000)

Country Specific	1977	1978	1979	1980	1981	To Date
<u>Cook Islands</u>						
International Human Assistance Programs						
Integrated Rural Development				100.0	131.3	231.3
Crop Diversification					165.8	165.8
<u>Fiji</u>						
Young Men's Christian Associations (USA)	33.2				45.0	78.2
Helen Keller International				167.6	142.0	309.6
Fiji Council of Social Services					96.1	96.1
The Asia Foundation					112.0	112.0
Accelerated Impact Program			68.4	150.0	247.5	465.9
<u>Kiribati</u>						
Save the Children Federation					100.0	100.0
Foundation for Peoples of South Pacific					158.7	158.7
Accelerated Impact Program					3.3	3.3
<u>Papua New Guinea</u>						
Foundation for Peoples of South Pacific						
Urban/Rural Integration	548.2		60.0			608.2
Women in Development				250.5	250.0	500.5
International Human Assistance Programs						
Women in Development			234.6			234.6
Village			140.0	355.5		495.5
Summer Institute of Linguistics	568.0		56.8		499.1	1,123.9
<u>Solomon Islands</u>						
Foundation for Peoples of South Pacific			228.0	244.4		472.4
International Human Assistance Programs				100.0	195.1	295.1
Accelerated Impact Program			11.7	15.9	1.7	29.3

<u>Country Specific</u>						
<u>Tonga</u>						
	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>To Date</u>
Foundation for Peoples of South Pacific						
Integrated Rural Development		325.0	291.5	50.0	158.5	825.0
Water					79.6	79.6
Agricultural Cooperative Development Intl					313.3	313.3
Accelerated Impact Program			42.8	21.3	29.6	93.7
<u>Tuvalu</u>						
Save the Children Federation			165.0	300.0	67.9	532.9
Accelerated Impact Program			8.9		10.0	18.9
<u>Vanuatu</u>						
International Human Assistance Programs					259.6	259.6
Accelerated Impact Program				20.0		20.0
<u>Western Samoa</u>						
Foundation for Peoples of South Pacific		325.0	100.0	150.0		575.0
Young Men's Christian Associations (JSA)			100.0	312.6		412.6
Catholic Relief Services (Savaii)				149.3		149.3
Catholic Relief Services (Upolu)				162.7	240.0	402.7
Accelerated Impact Program			18.1	17.7	8.0	43.8
<u>Regional</u>						
University of the South Pacific						
Satellite		475.0	230.0		100.0	805.0
South Pacific Island Agr Development				1,000.0	500.0	1,500.0
College of Agr Facilities Survey/Hawaii	47.0					47.0
Cornell University - Seismic Network	100.0					100.0
South Pacific Commission						
Skipjack Survey			450.0	100.0		550.0
Rural Water/Sanitation				200.0	200.0	400.0
Tuna/Billfish Assessment					100.0	100.0
<u>Special Grants</u>						
Disaster Assistance - Fiji			375.0	275.0		650.0
Grand Total	<u>1,296.4</u>	<u>1,125.0</u>	<u>2,580.8</u>	<u>4,142.5</u>	<u>4,214.1</u>	<u>13,358.8</u>

Organization : Helen Keller International (HKI)
 Grant Number : 492-1687
 Number of
 Sub-projects: 0
 Country : Fiji
 Location : Suva

Project Title : Improvement/Expansion of Education/Rehabilitation Services
 to the Blind

Purpose : To provide partial support for a one-year pilot project to
 improve and expand education and rehabilitation for the blind
 of Fiji.

Local Implementing Organization: Fiji Blind Society (FBS)

Other Collaborators: Ministry of Education, Ministry of Social Welfare, Fiji
 Fives, Christoffel Blindenmission, Royal Commonwealth Society for the Blind,
 Community Volunteers.

Approval Date:
 August 1980

Implementation Initiated:

Termination Date:
 November 30, 1981
 (extended to 11/30/82)

Total Project Cost: \$344,406

a. AID Component : 167,583 (48%) PVO (Non-AID) Component:
 HKI - \$53,323 (15%)
 FBS - 30,000 (8.7%)

b. Admin/Mgrl Cost: Program Costs :

Beneficiaries (Number and Description):

Blind and low-visioned children in primary and secondary schools.

Outputs Realized:

Teacher and student teacher in-service training in special education for the
 blind and low-visioned students. Develop teaching methods and curriculum,
 prepare educational material, special program for multi-handicapped children,
 develop living skills program, vocational training, gardening techniques.
 Field Workers Program.

Project Activity Status (Including Changes in Implementation Plan):

Above activities continuing, Grant amended (September 30, 1981: \$309,585
 total for both grants).

Reviews and Evaluations: None

Date of Visit: December 15, 1981

Organization : International Human Assistance Program (IHAP)
Grant Number : 492-1651
Number of
Sub-projects:
Country : Papua New Guinea
Location :

Project Title : Development by the People at the Village Level

Purpose : Provide partial support for two-year village development program: (1) income generation, (2) involve villagers in own development, (3) water supply and sanitation.

Local Implementing Organization: Office of Village Development (Until January 1982)

Other Collaborators: Various volunteer groups including Peace Corps and CUSCO (Canadian University Services Organization)

Approval Date:
August 27, 1979

Implementation Initiated:
Funds March 1980
Program began July 1980

Termination Date:
November 30, 1981
(extended to 3/30/82)

Total Project Cost: \$697,827

a. AID Component : 495,527 PVO (Non-AID) Component: \$202,000
b. Admin/Mgrl Cost: 37,297 Program Costs : 458,230

Beneficiaries (Number and Description):
Numbers not available

Outputs Realized:

41 projects funded and under implementation in areas of clean water provision, food production or small group income generation.

Project Activity Status (Including Changes in Implementation Plan):
Extension requested.

Reviews and Evaluations: Annual Report for 1980 (not an evaluation).

Date of Visit: November 23-29, 1981
December 8-11, 1981

Organization : Foundation for the Peoples of the South Pacific
Grant Number : AID/ASIA-G-1242
Number of
Sub-projects: Six (6)
Country : Papua New Guinea
Location :

Project Title : Grassroots Urban/Rural Integration

Purpose : Improve the distribution of income.

Local Implementing Organization: (1) Hohola Youth Development Center,
(2) Kuman Yangpela (WID) Didiman, (3) Lemakot Training Center, Lorengau
Community Center, and (4) Manus Weskos Association.

Other Collaborators: Local business and philanthropic organizations and
other foreign donors (Australia and New Zealand).

Approval Date:
May 1977

Implementation Initiated:
January 1, 1978

Termination Date:
August 31, 1980

Total Project Cost: \$1,414,240

a. AID Component : 608,240 (OPG) PVO (Non-AID) Component: \$806,000

b. Admin/Mgrl Cost: Program Costs :

Beneficiaries (Number and Description):

All of the sub-projects involve training through existing institutions that
have as their goal the development of skills for young people to earn their
own livelihoods. The Hohola Youth Development Center, for example, had 132
male and female trainees in 1981, all of them school-leavers.

Outputs Realized:

All of the projects except one (Manus Community Center) have been meeting,
if not exceeding, their implementation schedules.

Project Activity Status (Including Changes in Implementation Plan):
Project completed.

Reviews and Evaluations: 1981 Evaluation of five (5) projects.

Date of Visit: December 1, 1981

Organization : Foundation for the Peoples of the South Pacific
Grant Number : 492-1726
Number of
Sub-projects: Seven (7)
Country : Papua New Guinea
Location :

Project Title : Program to Promote Appropriate Education, Small Business and Women in Development

Purpose : Small business development, vocational training and nutrition training to improve incomes.

Local Implementing Organization: (1) St. Joseph Training Center, (2) Hohola Youth Development Center, (3) Hanuateg Small-Scale Industries Development Center, (4) Manus Community Center, YMCA Nutrition Program, (6) Taimbiok Integrated Rural Development, (7) M' Buke Commercial Fishing Project.

Other Collaborators: South Pacific Appropriate Technology Foundation and other donors (Australia and New Zealand).

Approval Date:
September 1, 1980

Implementation Initiated:
January 1, 1981

Termination Date:
December 31, 1983

Total Project Cost: \$1,207,209

a. AID Component : 759,770 PVO (Non-AID) Component: \$447,439

b. Admin/Mgrl Cost: Program Costs :

Beneficiaries (Number and Description):
Out of school youth and village women.

Outputs Realized:

Training is continuing and the Hohola Center has added to its curriculum some workshop training in woodwork and canework.

Project Activity Status (Including Changes in Implementation Plan):

Three projects are on schedule. The Manus Community Center has had implementation problems and recently has been terminated. Two projects were overcoming initial implementation problems.

Reviews and Evaluations: Evaluation of projects in 1981.

Date of Visit: December 1-2, 1981

Organization : International Human Assistance Program (IHAP)
Grant Number : 492-1651
Number of
Sub-projects:
Country : Papua New Guinea
Location :

Project Title : Development by the People at the Village Level

Purpose : Provide partial support for two-year village development program: (1) income generation, (2) involve villagers in own development, (3) water supply and sanitation.

Local Implementing Organization: Office of Village Development (Until January 1982)

Other Collaborators: Various volunteer groups including Peace Corps and CUSCO (Canadian University Services Organization)

Approval Date:
August 27, 1979

Implementation Initiated:
Funds March 1980
Program began July 1980

Termination Date:
November 30, 1981
(extended to 3/30/82)

Total Project Cost: \$697,827

a. AID Component : 495,527 PVO (Non-AID) Component: \$202,000
b. Admin/Mgrl Cost: 37,297 Program Costs : 458,230

Beneficiaries (Number and Description):
Numbers not available

Outputs Realized:

41 projects funded and under implementation in areas of clean water provision, food production or small group income generation.

Project Activity Status (Including Changes in Implementation Plan):
Extension requested.

Reviews and Evaluations: Annual Report for 1980 (not an evaluation).

Date of Visit: November 23-29, 1981

Organization : International Human Assistance Programs (IHAP)
Grant Number : 492-1601
Number of
Sub-projects:
Country : Papua New Guinea
Location :

Project Title : Women's Village Level Workers' Project

Purpose : To provide partial support to National Council of Women to assist village women to organize clubs and participate in self-help projects.

Local Implementing Organization: National Council of Women

Other Collaborators:

Approval Date:
August 27, 1979

Implementation Initiated:
Funded March 26, 1980
Program Began July 1980

Termination Date:
December 31, 1981

Total Project Cost:

a. AID Component : \$564,635 PVO (Non-AID) Component:
b. Admin/Mgrl Cost: · Program Costs :

Beneficiaries (Number and Description):
Not available.

Outputs Realized:
None verified from local implementing agency.
84 sewing machines purchased

Project Activity Status (Including Changes in Implementation Plan):
Never satisfactorily implemented.

Reviews and Evaluations: In process of being extended so that thorough audit can be undertaken.

Date of Visit: November 23-29, 1981

Organization : Summer Institute of Linguistics
Grant Number : AID/ASIA-G-1250
Number of
Sub-projects:
Country : Papua New Guinea
Location : Ukarumpa, Eastern Highlands Province

Project Title : Leadership Training for Indigenous Groups in
Papua New Guinea

Purpose : To develop a core of leaders from 30 language groups who could contribute to the general development of Papua New Guinea and to the social and economic development of their respective ethnic groups. Additionally, the project sought to establish employment and to stimulate income-generating activities for the trainees and their communities.

Local Implementing Organization: Summer Institute of Linguistics

Other Collaborators: Papua New Guinea Government, Dutch Government, DAS.

Approval Date:
June 30, 1977

Implementation Initiated:
Immediately, as SIL was
operational

Termination Date:
April 30, 1981

Total Project Cost: \$3,100,000

a. AID Component :	624,760	PVO (Non-AID) Component:	\$4,717,108
b. Admin/Mgrl Cost:	56,760	Program Costs :	568,000

Beneficiaries (Number and Description):

505 leaders trained representing 43 language groups
400 persons placed in jobs primarily with SIL
2419 persons learned to read first primer

Outputs Realized:

1 central and 3 regional training centers established
9179 pages of literacy materials prepared
332 of teachers trained began holding literacy classes
114 village projects such as raising chickens, building fishponds,
trade store, bakery, introducing composting and improving
coffee technology

Project Activity Status (Including Changes in Implementation Plan):
Project completed.

Reviews and Evaluations: SIL prepared Interim Final Report 2/20/80
M. A. Doyle Assessment 10/09/80
Final Report Accepted 4/13/81

Date of Visit: November 24-27, 1981

Organization : Summer Institute of Linguistics
Grant Number : 879-0251-G-00-1008-00
Number of
Sub-projects:
Country : Papua New Guinea
Location : Ukurumpa, Eastern Highlands Province

Project Title : Non-Formal Education and Leadership Training for
Indigenous Language Groups in Papua New Guinea

Purpose : This project seeks to develop leadership and organizational
capability for continuing village level non-formal education
through: (a) increasing functional literacy and community
development activities in 50 ethnic groups and (b) training
in professions and trades for direct employment and income-
producing opportunities.

Local Implementing Organization: Summer Institute of Linguistics

Other Collaborators: Two to Three Provincial Education Offices

Approval Date:
August 28, 1981

Implementation Initiated:
Immediately, this is a
follow-on project

Termination Date
August 31, 1984

Total Project Cost: \$6,217,108

a. AID Component : 499,100 PVO (Non-AID) Component: \$4,717,108
b. Admin/Mgrl Cost: 136,005 Program Costs : 1,363,995

Beneficiaries (Number and Description):

20 plans for work under this project have been developed by 20 teams
of SIL translators

New Planning and projects management procedures introduced
1 course for literacy teachers completed

Project Activity Status (Including Changes in Implementation Plan):

This follow-on project is in its starting period.

Reviews and Evaluations: None

Date of Visit: November 24-27, 1981

Organization : International Human Assistance Programs, IHAP
Grant Number : 492-1653

Number of
Sub-projects:

Country : Solomon Islands

Location :

Project Title : Development by the People at Village Level

Purpose : Support small-scale community self-help projects; assist Government on provincial level to develop skills to manage and implement small-scale self-help projects institutionally.

Local Implementing Organization: Ministry of Home Affairs (Provincial Development Unit) and Provincial Governments.

Other Collaborators: Peace Corps, VITA, YWCA, and other local community organizations.

Approval Date:
August 14, 1979

Implementation Initiated:
Funds Received April 30, 1980
Implementation Began Aug. 1, 1980

Termination Date:
November 30, 1983

Total Project Cost: \$727,026

a. AID Component : 495,076

PVO (Non-AID) Component: \$232,000*
(IHAP - \$21,000)
(*For first year was 52%)

b. Admin/Mgrl Cost: 83,876

Program Costs : 411,200

Beneficiaries (Number and Description):
Not available

Outputs Realized:
Not available

Project Activity Status (Including Changes in Implementation Plan):
Program off to very slow start. Initial groundwork begun to implement a provincial system for identifying and approving self-help projects. Nineteen projects ready for or being funded on a national level, nine through the provincial system and eight Peace Corps-related self-help projects and two WID projects.

Reviews and Evaluations: Annual Report, July 31, 1981

Date of Visit: November 30-December 3, 1981

Organization : Foundation for the Peoples of the South Pacific
Grant Number : ASIA-G-1323
Number of
Sub-projects: Three (3)
Country : Tonga
Location :

Project Title : Integrated Rural Development

Purpose : To carry out an integrated rural development program in five specific areas of fisheries, village women in development, agriculture training, crafts development and small farming systems.

Local Implementing Organization: Fisheries Dept., Tonga Govn.; Women's Village Development Program; Catholic Diocese; Fuala Agricultural Training Center.

Other Collaborators: Peace Corps and other donors (FAO, Japanese, Australia and New Zealand Governments).

Approval Date:
June 23, 1978

Implementation Initiated:
September 1, 1978

Termination Date:
August 31, 1982

Total Project Cost: \$1,855,837

a. AID Component : 983,500 PVO (Non-AID) Component: \$872,337
b. Admin/Mgrl Cost: 42% of AID Contribution Program Costs : 58% of AID Contribution

Beneficiaries (Number and Description):
6-10 fishermen with 24-40 crew. Nearby village populations which are supplied with protein. 14 agricultural trainees. 1993 families in 67 villages benefitted from women's development program.

Outputs Realized:

Initiation of a fisheries extension service.
4 prototype fishing boats for demonstration and training which have evolved toward a low-cost sailing vessel now recommended by Fishery Dept. for village fishermen.
Icemaking equipment operations.
Austere facilities for agricultural training school in place.
Vegetable and trainee gardens developed.
Tenfold expansion of women's village program by providing transportation and costs to existing program.
Home improvements such as water systems, kitchens, toilets, fencing, affecting 2000 families.
Three community centers, with active educational, recreational and fund-raising programs.

Project Activity Status (Including Changes in Implementation Plan):

The initial project activity is near completion. FSP has requested \$500,000 in new funding and a two year extension. Fuala Agricultural Training Center has neither staff in place nor an organized system of training.

Reviews and Evaluations: FSP final evaluation covering 5/1/78 to 8/31/81 was submitted February 28, 1981.

Date of Visit: December 8-9, 1981

Organization : Catholic Relief Services
Grant Number : 492-1646
Number of
Sub-projects:
Country : Western Samoa
Location : Savaii

Project Title : Vaia'ata Agricultural Training Center

Purpose : Develop a diversified farm as a training center which will provide young men with the skill and motivation to return to their village to farm for home consumption and commercial sale.

Local Implementing Organization: Our Lady of Missions Covent

Other Collaborators: Government has leased land to Mission.

Approval Date:
June 9, 1980

Implementation Initiated:
Training began March 1, 1981

Termination Date:
July 31, 1983

Total Project Cost: \$298,627

a. AID Component : 149,332

PVO (Non-AID) Component:
\$92,957 Local In-Kind Contribution
56,338 Sale of Produce

b. Admin/Mgrl Cost: 99,081

Program Costs : \$199,626

Beneficiaries (Number and Description):
Twelve (12) trainees presently enrolled.

Outputs Realized:

Single Samoan housing provided at training center.
29 acres planned to food crops or site for pigs and goats.

Project Activity Status (Including Changes in Implementation Plan):

The pioneer work of carving fields of the jungle and developing a diversified farm is well underway. First training course has not been completed.

Reviews and Evaluations: None.

Date of Visit: December 5, 1981

Organization : Catholic Relief Services
Grant Number : AID 492-1647
Number of
Sub-projects:
Country : Western Samoa
Location : Upolu

Project Title : Moamoa Farm Training Center

Purpose : The purpose of this grant is to provide partial support for a three-year agricultural training program on the Island of Upolu in Western Samoa.

Local Implementing Organization: Catholic Relief Services is implementing this project.

Other Collaborators: Diocese of Samoa and Tokelau.

Approval Date:
July 1, 1980

Implementation Initiated:
Training Began May 1, 1981

Termination Date:
July 31, 1983

Total Project Cost: \$495,749

a. AID Component : 402,700

FVO (Non-AID) Component:
Funds from sale of produce will
supplement budget.

b. Admin/Mgrl Cost: 280,949

Program Costs : \$214,800

Beneficiaries (Number and Description):
Eight (8) trainees are enrolled.

Outputs Realized:

Livestock portion of training center is in place.
Minimal Samoan style living facilities have been developed.

Project Activity Status (Including Changes in Implementation Plan):

No curriculum or program of study has been developed.

No agriculturalist available for faculty.

CRS plans assessment of project in 1982 with the intent of reorganizing project.

Reviews and Evaluations: None

Date of Visit: December 6, 1981

Organization : Foundation for the Peoples of the South Pacific
Grant Number : AID/ASIA-G-1327
Number of
Sub-projects: Three (3)
Country : Western Samoa
Location :

Project Title : Integrated Rural Development

Purpose : To complement the work of the Government of Western Samoa in its priority of rural development: (1) mobile agricultural store; (2) Alafamua School for the blind; (3) handicraft producers; and (4) comprehensive village development.

Local Implementing Organization: (1) Agricultural Sotre Corporation, (2) Western Samoa Handicraft Corporation; and (3) Luto Taumafai National Society for the Disabled.

Other Collaborators: None

Approval Date:
June 25, 1978

Implementation Initiated:
October 1, 1978

Termination Date:
September 30, 1981

Total Project Cost: Originally planned for \$1,432,135

a. AID Component : \$575,000

PVO (Non-AID) Component:
Incompletely Documented

b. Admin/Mgrl Cost: 331,807

Program Costs : \$243,193

Beneficiaries (Number and Description):

Seven (7) handicapped persons trained in vegetable gardening/poultry raising. Subsistence villages having regular access to purchase agricultural tools and supplies.

Outputs Realized:

Agricultural Store Corporation continues to operate two mobile stores. Detailed architectural drawings for National Cultural Center.

Project Activity Status (Including Changes in Implementation Plan):
Project terminated one year early due to lack of progress.

Reviews and Evaluations: FSP evaluator in the field September 1981.

Date of Visit: No FSP personnel remain
in Western Samoa.

Organization : Young Men's Christian Associations
Grant Number : 492-1605
Number of
Sub-projects: Four (4)
Country : Western Samoa
Location : Apia and 40 Rural Villages

Project Title : Integrated Rural Development/Urban Trades

Purpose : Provide support for the design and implementation of an integrated program for Western Samoa urban and rural youth.

Local Implementing Organization: YMCA of Western Samoa

Other Collaborators: Peace Corps (One Peace Corps Volunteer)

Approval Date:
August 31, 1979

Implementation Initiated:
March 26, 1980

Termination Date:
November 31, 1982

Total Project Cost:

a. AID Component	: 412,554 (54%)	PVO (Non-AID) Component	: \$355,740 (46%)
b. Admin/Mgrl Cost	: 112,554	Program Costs	: 300,000

Beneficiaries (Number and Description):

20 Rural Clubs with Membership of 100
13 Rural Workers Trained
140 Trained in Farm Planning
36 Trained Basic Carpentry
280 Trained Small Engine Repair
83 Trained in Motor Mechanics
195 Trained in Job Placement Skills

Outputs Realized:

20 Rural Clubs Established
13 Rural Workers Trained and In Place
Training Center Completed
Social Survival Skills Training Course Established
Pilot Survey on Small Retail Store Completed
Carpentry School Established
Small Engine Mobile School Established
Village Carpentry School Established
Export License Obtained for Taro (over 2000 Kilos to date exported) and marketing specialist hired
Increase in production of taro - +397% (Based on four villagers only, 730 members)
cocoa - + 22%
kava - +251%
Planting of kava plantation

Project Activity Status (Including Changes in Implementation Plan):
Project is fully operational.

Reviews and Evaluations: Annual evaluation completed April 24, 1981, by YMCA USA.

Date of Visit: December 3-5, 1981

TABLE 12: OFFICIAL DEVELOPMENT ASSISTANCE (ODA) TO THE PACIFIC, 1979 (\$A'000)

Country	1977	1978	1979		Total per Capita (\$A)
	Total	Total	Total	Bilateral	
American Samoa	40,520	27,913	27,913	27,913	903
Cook Islands	6,780	5,900	6,700	6,500	362
Fiji	19,070	22,500	27,900	23,100	45
French Polynesia	72,690	78,800	128,500	128,500	889
Guam	13,132	85,739	85,739	85,729	857
Kiribati	4,410	9,300	8,000	7,900	140
Nauru	0	0	0	0	0
New Caledonia	66,630	100,100	132,700	132,200	955
New Hebrides	11,350	16,300	34,000	33,700	297
Niue	2,970	3,700	4,400	4,300	1,222
Papua New Guinea	222,950	260,000	253,400	240,500	82
Solomon Islands	14,540	23,200	23,200	20,600	105
Tokelau	990	800	1,600	1,600	1,000
Tonga	5,070	8,400	21,000	18,200	219
TTPI	79,700	115,304	99,700	99,200	752
Tuvalu	2,080	2,200	4,000	3,700	541
Wallis and Futuna	3,230	2,200	6,900	6,900	676
Western Samoa	16,670	17,300	27,000	18,500	174
Regional Institutions/Projects	..	8,725	12,373	12,373	3
South Pacific Region	582,782	788,431	897,279	867,669	187

Sources: The main source for this table is the OECD (1980) publication the full reference for which is given in footnote (4) to Table 1. Figures for American Samoa and Guam refer to 1978 as 1979 data were not available.

Notes:

(1) Official development assistance (ODA) as defined by the OECD includes all flows to developing countries by official institutions, provided their aim is economic development and social welfare and they have a concessionary grant element of at least 25 per cent. These are net flows.

(2) It should be noted that in many cases the amounts of ODA given here would be understated. Collection of aid data is extremely difficult even for the donors, and there are often considerable time lags involved between the announcement of aid and its disbursement. For the American territories, for instance, only aid or transfers from the USA is given here. They did, however, receive some aid from other bilateral as well as multilateral sources, though such amounts are comparatively small. The totals in this Table are different from those in Table 13 because of the different definition of aid used and because of the different sources from which the data were obtained. The data in Table 13 is more comprehensive and more complete. The relative magnitudes for the various countries are, however, somewhat similar.

(3) Some donor countries also channel significant amounts, not recorded here, through unofficial voluntary agencies.

See Commentary next page.

COMMENTARY ON TABLE 12

Judgement on the exact extent of foreign aid flows into the Region is difficult because of incomplete data and problems of definition. However, the available information, presented in Table 12, gives a relatively accurate reflection of the broad picture, and indicates an inflow of some \$900 million, or \$187 per capita, in 1979, representing a rise of 14% on the 1977 figure. This increase of 14% appears to be more realistic than the 45% increase recorded in the last issue for 1978 over the 1977 figure, and is most likely due to more accurate figures being available for 1978 and 1979.

Per head figures vary sharply between countries, being particularly high for the New Zealand associated countries of Niue and Tokelau and the American and French territories such as American Samoa, Guam and TTPI, French Polynesia and New Caledonia. By contrast the figures are particularly low for Fiji, Papua New Guinea (though it received the highest level of aid in absolute terms), Solomon Islands, Kiribati and Western Samoa. As the table shows, about 97% of the total aid comes from bilateral sources.

As noted earlier (p. 6), a considerable proportion of the bilateral aid received by the American, French and New Zealand-associated countries is directed into those countries' annual budgets - all by way of grants. A few of the independent countries, particularly Papua New Guinea, also receive relatively large amounts of foreign aid in the form of budgetary support. Foreign grants in support of specific development projects have increasingly become the principal means of financing development expenditure in many countries. Some of these countries have not been able to maintain recurrent budget contributions to development programmes and have thus come to rely heavily on foreign project aid and loans. Partly because of this inability, foreign aid flows from bilateral as well as multi-lateral sources have rapidly expanded in recent years.

Although countries in the Region do desire and strive to become more self-reliant, there is no doubt that the current relatively high levels of dependence on foreign aid will continue for some time to come. In the case of the smaller countries with severe physical and human resource constraints, this dependence will continue over a longer time span, and perhaps indefinitely for some, if current levels of living are to be maintained or raised. Realistically, it is doubtful that the stated objectives of significant economic growth and increased levels of income of these poorly resource-endowed countries will be achieved except in conditions of increasing dependence upon foreign aid, not simply for capital investment but also for direct support of higher consumption levels of both privately- and government-provided goods and services.

TABLE 13: FLOWS OF OFFICIAL AID RESOURCES BY MAJOR SOURCE AND RECIPIENT, 1979 (\$A'000)

Source:	Australia (1)	Canada (2)	France (3)	New Zealand (4)	U.K. (5)	U.S.A. (6)	ADB (7)	EEC (8)	UNDP (9)	TOTAL
Recipient:										
American Samoa	-	-	-	-	-	27,913	-	-	-	27,913
Cook Islands	306	-	-	6,176	-	-	24	-	351	6,857
Fiji	9,760	38	-	3,832	13,201	396	5,561	2,188	1,041	36,017
French Polynesia	-	-	208,000	-	-	-	-	-	-	208,000
Guam	-	-	-	-	-	85,739	-	-	-	85,739
Kiribati	2,383	38	-	245	4,913	-	-	1,464	155	9,198
Mauro	21	-	-	-	-	-	-	-	12	33
New Caledonia	2	-	142,402	-	29	-	-	-	-	142,433
New Hebrides	2,755	57	22,727	114	12,907	-	-	732	-	38,923
Niue	109	-	-	2,895	-	-	-	-	363	3,367
Papua New Guinea	235,624	167	-	2,447	5,997	439	5,700	4,319	180	254,706
Solomon Islands	3,901	57	-	658	14,050	214	1,915	1,371	358	22,524
Tokelau	-	-	-	1,313	-	-	-	-	19	1,332
Tonga	3,702	38	-	2,570	1,030	307	1,583	1,593	377	11,200
Trust Territory of the Pacific Islands	20	-	-	-	-	115,304	-	-	191	115,515
Tuvalu	1,312	38	-	165	2,098	155	-	133	92	3,993
Wallis and Futuna	-	-	7,253	-	-	-	-	320	-	7,573
Western Samoa	3,902	38	-	3,851	51	195	3,586	2,434	965	15,022
Regional Institutions/ Projects	3,381	152	695	3,475	705	603	-	1,769	1,589	12,373
TOTAL	267,178	623	381,077	27,741	54,981	231,269	18,369	16,323	7,516	1,005,077

- Sources and Notes:**
- (1) Govt: Statistical Summary, Australian Official Development Assistance to Developing Countries 1979-1980. (Canberra, October 1980); fiscal year 1979/80.
 - (2) Govt: Canadian High Commission Offices, Wellington and Canberra; fiscal year 1979/80.
 - (3) Govt: Institut d'émission d'outre mer, Rapport d'activité 1979, for the respective countries; the figure for regional/institutions/project was obtained from SPC accounts and relates to the contributions to SPC only.
 - (4) Govt: N.Z. High Commission Office, Suva; fiscal year 1979/80.
 - (5) Govt: British High Commission Office, Suva, calendar year 1979.
 - (6) Govt: U.S.A. Embassy Office, Suva; some for fiscal year 1979/80; others for calendar year; figures for American Samoa and Guam are for 1978 calendar year.
 - (7) EEC: EEC Office, Suva, for figures for Fiji, Tonga, Tuvalu, Western Samoa and regional institutions/projects. EEC Office, Port Moresby, for figures for Kiribati, Solomon Islands and PNG; calendar year 1979. EEC Representative in New Caledonia for figures for New Caledonia and Wallis and Futuna; these figures represent the average per year allocated for the 5 year period 1976-80. Approximately 25% of the total were disbursed by way of stabex transfers and the rest for project and exceptional aid.
 - (8) ADB, Manila.
 - (9) UNDP: Figures for Cook Islands, Niue, Tokelau and Western Samoa: Annual Report on Development Cooperation 1979 for Samoa, the Cook Islands, Niue, Tokelau, UNDP Office, Apia, 1980. (The figures supplied in this report cater "only for new commitments in 1979 whereas a great deal of ongoing capital assistance exists, including inputs for 1979, which is not therefore included"). PNG: figures supplied by UNDP Office in PNG; the remaining figures were supplied by UNDP Office, Suva; calendar year.

See Commentary next page.

COMMENTARY ON TABLE 13

By far the largest aid flows are from France and the United States of America to their dependent territories and from Australia, in absolute but not in per capita terms, to Papua New Guinea. These three donor countries account for about 87% of the total aid flows to the Pacific. While France and the United States account for 60% of the total aid, the contributions were restricted almost wholly to their dependent territories. Apart from its assistance to its territories, the United States does not operate any bilateral aid programme with the South Pacific island countries.

The aid from Australia, on the other hand, presents a somewhat more diversified distribution pattern, though Papua New Guinea received about 90% of that total. Aid flows from New Zealand and the United Kingdom also reflect a diversified distribution pattern. Indeed, recent years have witnessed an increasing diversification in the sources of aid to the individual countries of the Pacific. A significant feature of the total aid flows from Australia and New Zealand in recent years has been the increasing proportion that has been channelled to the countries of the South Pacific. In 1978, for example, 68% of New Zealand's bilateral ODA was directed to the Region, compared with 64% in 1977 and 56% in 1976.

Aid flows from the Asian Development Bank (ADB), the European Economic Community (EEC) and the United Nations Development Programme (UNDP) are restricted to those countries which are members of those organisations, in a manner similar to the historical ties which determine the direction and volume of bilateral aid flows from the donor countries. The ADB is a major source of loan finance for its seven South Pacific Island member countries - Cook Islands, Fiji, Kiribati, Papua New Guinea, Solomon Islands, Tonga and Western Samoa. Over the past ten years ADB has lent over \$130 million to these countries, about 64% of it under very concessional terms. The UNDP is the main body through which United Nations assistance is channelled to the South Pacific Region. The bulk of this aid is in the form of technical assistance and covers the majority of the Region's countries.

As an aid donor the EEC is a relative newcomer to the Pacific; it entered the Pacific scene in 1975 with the signing of the Lomé I Convention. 1978 was an early year in the operation of Lomé I, and thus the \$1 million disbursed during that year, excepting Stabex transfers, represents only a small fraction of the total of about \$80 million allocated for the Pacific member (and associated member) countries for the five years 1975-80 of Lomé I. 1979 saw the total disbursed increased to over \$16 million. One of the major features of this Convention is the provision of compensatory finance for stabilisation of export earnings under its Stabex scheme. During the five years 1975-1979 Stabex transfers to the Region in respect of agricultural exports amounted to over \$16 million, and the countries which received these transfers included Fiji, French Polynesia, Kiribati, New Hebrides, Solomon Islands, Tonga, Tuvalu and Western Samoa. At least 80% of these transfers were in the form of grants. The amount of Stabex transfers payable to the Regional members for any one year varies with the level of shortfall in export earnings of those commodities included in the scheme.

TABLE 18: DEMOGRAPHIC CHARACTERISTICS

Country	CBR ⁽¹⁾		CDR ⁽¹⁾		Natural Increase		TFR ⁽¹⁾		Life Expectancy at Birth		Infant Mortality	
	Rate	Year	Rate	Year	Rate	Year	Rate	Year	Exp.	Year	Rate	Year
American Samoa	34 ⁽²⁾	78	4 ⁽²⁾	78	30	78	5.4 ⁽⁴⁾	71-73	67 ⁽³⁾	69-71	20 ⁽²⁾	78
Cook Islands	27 ⁽⁵⁾	77	9 ⁽⁵⁾	77	18	77	4.5	76	61	66	33 ⁽⁵⁾	76
Fiji ⁽⁶⁾	31	76	7	76	24	76	4.0	76	62	76	46	76
French Polynesia ⁽⁷⁾	36	72	8	69-73	28	69-73	5.6	69-71	61	64-71	68	69-71
Guam ⁽⁸⁾	26	79	4	79	22	79	3.8	79	76	76-77	22	79
Kiribati ⁽⁹⁾	35	78	14	78	21	78	4.7	78	52	78	87	78
Mauro ⁽¹⁰⁾	22	76	5	76	17	76	..	..	..	..	..	..
New Caledonia ⁽¹¹⁾	27	79	7	79	20	79	4.1	75-77	64	76	25	79
New Hebrides ⁽¹²⁾	45	78	15-19	78	28	78	..	..	50-60	61-63	97-107	61-63
Niue ⁽¹³⁾	26	71-76	7	71-76	19	71-76	4.3	71-76	62	71-76	33	71-76
Norfolk Island ⁽¹⁴⁾	9	77	7	77	2	77	..	..	..	..	..	..
Papua New Guinea ⁽¹⁵⁾	44	76	16	76	28	76	7.1	71	49	71	125	71
Pitcairn ⁽¹⁶⁾
Solomon Islands ⁽¹⁷⁾	45	76	12	76	33	76	7.3	71-76	54	76	46	76
Tokelau ⁽¹⁸⁾	24	79	7	79	17	79	..	..	..	..	..	..
Tonga	..	..	10	76	..	..	..	..	58	76	60	76
Trust Territory of the Pacific Islands ⁽¹⁹⁾	43	73	11	73	32	73	7.0	73	61	73	59	73
Tuvalu ⁽²⁰⁾	24	79	15	79	9	79	2.8	79	59	79	42	79
Wallis and Futuna ⁽²¹⁾	43	70	11	70	32	70	..	..	..	..	54	70
Western Samoa ⁽²²⁾	37	71-76	8	71-76	29	71-76	6.7	71-76	62	71-76	36	71-76

- Sources & Notes:**
- (1) CBR = births per 1000 population; CDR = deaths per 1000 population; natural increase taken as CBR - CDR; TFR = Total Fertility Rate.
 - (2) Registration data reported by the Development Planning Office - Pago Pago, American Samoa.
 - (3) United Nations (1978). *Demographic yearbook, 1977*. New York.
 - (4) Park, Chai Bin. *Population monograph on American Samoa* (In press).
 - (5) United Nations (1979). *Population and vital statistics report, 1978-79*. New York.
 - (6) Indian and Fijian components from Zwart, F.H. (1979). *Report on the census of the population, 1976, Volume II*. Fiji Parliamentary Paper 43.
 - (7) Rallu, J.L. (1980). *Situation démographique de la Polynésie Française, Population, 35:2(1980) 481-2*.
 - (8) Preliminary data from Department of Commerce, personal communication (possibly affected by late registration).
 - (9) Kiribati. *Report on 1978 census of population of Kiribati, Volumes 1 & 2* (In press).
 - (10) US Bureau of Census (1980). *World Population: 1979*. Washington.
 - (11) For CBR, CDR and natural increase: Nouvelle-Calédonie, *Annuaire Statistique 1980, Résultats de 1979*. Rest from Nouvelle-Calédonie, Service de la Statistique (1978). *Situation démographique du territoire, années 1975 à 1977*. Noumea.
 - (12) Rough estimates by US Bureau of Census, Washington.
 - (13) Niue, Department of Justice (1979). *Report of the 1976 census of population and housing, Volume 2: Analysis of demographic data*. Noumea: South Pacific Commission.
 - (14) United Nations (1979). *Population and vital statistics report, 1978-79*. New York.
 - (15) Papua New Guinea. Bureau of Statistics (1979). *Summary of statistics, 1975-76*. Port Moresby.
 - (16) United Nations (1979). *Population and vital statistics report, 1978-79*. New York.
 - (17) Solomon Islands. *Report on the Census of Population, Volume 2* (In press).
 - (18) Tokelau. Office of Tokelau Affairs (1980). *Annual Health Report, 1979*. Apia.
 - (19) Provisional estimates by the South Pacific Commission, 1973 Census.
 - (20) Tuvalu. *A report of the results of the census of population of Tuvalu, 1979* (In press).
 - (21) United Nations (1979). *Population and vital statistics report, 1978-79*. New York.
 - (22) Western Samoa. Department of Statistics. *Census of population and housing, 1976, Volume 2: Analytical Report*. Apia.

See Commentary next page.

COMMENTARY ON TABLE 18

Information on mortality and fertility is normally derived from registration of vital events. While vital registration systems provide acceptable results in some Pacific countries, they are inaccurate or incomplete in some and virtually non-existent in others. Mortality and fertility data must therefore be estimated, often from information obtained from censuses in which specific questions have been asked. The preparation of such estimates is often hampered by the lack of reliable migration statistics.

Traditionally most Pacific people know and practise to some extent birth control methods. This may have had some moderating influence on the birth rates in the Region. In the 1970s most countries had a fertility rate of under 40 per thousand. For some, this was caused by the presence of a sizeable European population component (e.g. Guam, New Caledonia), for others by a measure of success of family planning and changes in lifestyle (e.g. Fiji, Cook Islands, Tuvalu). In contrast, it is thought that in some countries (e.g. Solomon Islands, Papua New Guinea) fertility may have increased partially due to a breakdown of a system of post partum taboo, which tended to lower birth rates in the past. Like crude death rates, crude birth rates are sensitive to under-reporting and to the age structure of the population. The latter problem is less pronounced for total fertility rates, which are still high for Papua New Guinea, Solomon Islands, Trust Territory of the Pacific Islands and Western Samoa, but which reached levels below 5 in most other countries.

The crude death rates of Pacific Island countries in the 1970s varied between 4 and 16 per thousand. With some exceptions (e.g. Guam, New Caledonia, Fiji) the Melanesian and Micronesian countries had higher death rates than Polynesian countries. The rates in Polynesia were even lower than in many Western countries, but it should be realised that this is largely a result of the youthful age structure of the Pacific countries. It is, however, clear that improved sanitation, medical campaigns (yaws, malaria) and medical care have made a definite positive impact on mortality since the last century and particularly since World War II. This is highlighted by the life expectancy at birth, a measure which is not sensitive to the age structure of a population. It is likely that life expectancy at birth was somewhere between 40 and 50 years in the early part of the twentieth century, but in the 1970s, with the exception of Papua New Guinea, no country for which data were available had an expectancy of less than 50 and the majority reached figures of 58 and over. While some of the high figures may have been influenced by under-reporting of deaths, there is no doubt that Pacific Islanders now live longer and that it is likely that this trend will continue for some time in most South Pacific countries, although this rate of improvement will probably decrease.

Higher life expectancy has for a large part been caused by a drop in infant mortality. In the 1970s, only one country still reported an infant mortality of over 100 per thousand, but almost half reported rates below 50 per thousand. The figures should be considered with some degree of caution, particularly if they are based solely on vital registration, because it is well known that reporting of the death of recently-born children is often incomplete.

The figures of Table 18 are the same as those for Table 18 of the 1978 Statistical Summary, as no new data have become available since then. The figures of Solomon Islands have been slightly refined.

TABLE 16: SEX, AGE, ECONOMICALLY ACTIVE AND URBAN DISTRIBUTIONS

Country	Census Date	Sex Ratio M per 100 F		Percentage of population in age group			Mean age	Dependency ratio	Percentage of pop. aged 15-64 economically active*				Percentage Population Urban	Percentage Population Main Urban Centre
		Total pop.	Age Group 15-64	0-14	15-64	65+			Total econ. active		Econ. active in cash econ.			
									Male	Female	Male	Female		
American Samoa	1974	102	95	44.9	52.4	2.8	22.4	90.9	69	38	55	31	43	36
Cook Islands	1976	105	98	49.8	46.3	4.0	22.2	116.1	87	34	76	34	27	27
Fiji	1976	102	100	41.1	56.4	2.5	22.9	77.3	86 ⁽⁶⁾	18 ⁽⁶⁾	37	20
French Polynesia	1977	111	116	42.0	55.1	2.9	23.2	81.6	75 ⁽⁷⁾	36 ⁽⁷⁾	59	57
Guam	1970	126	143	39.6	58.6	1.7	23.1 ⁽³⁾	70.6	..	..	87 ⁽⁹⁾	37 ⁽⁹⁾	91	91
Kiribati	1978	97	94	41.1	55.3	3.6	23.4	75.8	88	63	39	9	36	32
Nauru	1977	119 ⁽¹⁾	108 ⁽¹⁾	44.2 ⁽¹⁾	54.0 ⁽¹⁾	1.8 ⁽¹⁾	20.9 ⁽³⁾	85.1	94 ⁽¹⁰⁾	19 ⁽¹⁰⁾	94 ⁽¹⁰⁾	19 ⁽¹⁰⁾	(100)	(100)
New Caledonia	1976	108	112	38.6	57.6	3.7	24.8	73.4	71 ⁽⁷⁾	41 ⁽⁷⁾	61	53
New Hebrides	1979	113	112	45.4	51.7	2.9	21.8	93.2	50 ⁽⁵⁾	45 ⁽⁵⁾	18	13
Niue	1976	101	96	46.1	47.3	6.6	23.7	111.4	78	29	60	24	21	21
Norfolk Island	1971	96	90	25.2	65.5	9.3	34.7 ⁽³⁾	52.6	97	60	..	..	(100)	(100)
Papua New Guinea	1971	108	103	45.2	53.2	1.6	21.9	87.8	53 ⁽⁸⁾	25 ⁽⁸⁾	42 ⁽⁸⁾	14 ⁽⁸⁾	11	3
Pitcairn	1976	124	120	21.6	55.4	23.0	39.7 ⁽³⁾	80.4	..	..	..	..	..	..
Solomon Islands	1976	109	104	47.9	48.7	3.4	21.7	105.2	..	..	..	..	9	8
Tokelau	1976	90	73	46.3	46.2	7.5	25.3 ¹	116.6	90	12	..	..	..	..
Tonga	1976	105	100	44.4	52.2	3.3	22.9	91.4	72	14	22	7	26	20
Trust Territory of the Pacific Islands	1973	107	107	46.2	49.7	4.1	22.6	101.3	65	29	45	14	46	11
Tuvalu	1979	88	74	33.5	61.8	4.7	26.9 ⁽⁴⁾	61.7	93	78	38	12	30	30
Wallis and Futuna	1976	100	98	46.6	50.2	3.3	22.4	99.3	87 ⁽⁷⁾	47 ⁽⁷⁾
Western Samoa	1976	107	104	48.2	48.8	3.0	21.3	104.7	81	17	30	14	21	21

Sources: Census of indicated years.

Notes:

- (1) Nauruans only.
- (2) 2675 persons included, who refused to co-operate in the census.
- (3) Calculated from five-year age groups..
- (4) Excludes non-indigenous.
- (5) 1967 Census.
- (6) Population aged 15-59.
- (7) Population aged 14-59.

- (8) Population aged 10 and over.
- (9) Population aged 12 and over.
- (10) 1966 Census.

* Economically active population are persons who are employed or unemployed but actively looking for work (excluding students, handicapped, retired and aged persons).

As the figures of Table 16 of the 1978 Statistical Summary were still the latest available data at the time of the preparation of this 1979 Summary, figures have changed little except for Kiribati (here 1978 data have replaced 1973 information) and New Hebrides (1979 data instead of 1967 figures).

See Commentary next page.

On a global level the male/female ratio among all births is about 105 to 100, but because of a higher mortality rate among males the sex ratio of most populations is close to 100 males per 100 females. Although underenumeration of females could partially explain the fairly high sex ratios found in the Pacific, especially in Melanesian countries, there are also some indications that the ratio at birth is slightly higher than elsewhere. Emigration in particular of males in the working age groups partly explains the low ratios in the 15-64 age groups of American Samoa, Kiribati, Niue and Tokelau, while immigration of males in this age range is the cause of the high sex ratio in French Polynesia and New Caledonia of these age groups compared with those of all ages.

The figures in the columns four to six in Table 16 are to some extent biased by incorrect age reporting; they do, however, give a useful picture of the age composition of the Pacific populations. On the whole they are relatively young, with a mean age varying from 21 to 24 years in most countries. In most countries 40 to 50% of the people are between 0 and 15 years. The countries where the percentage of people in the 0-14 year age group is below 40 (Guam, New Caledonia, Norfolk Island) usually have sizeable European populations who have smaller families, and usually contain migrants in the working age groups. Relatively low percentages in the age group 15-64 in Cook Islands, Niue, Tokelau and Western Samoa are to some extent explained by emigration to New Zealand.

The figures on urban population and population in main urban centres are based on a classification by SPC for the purpose of regional comparison and may not coincide with that of individual governments. The definition of urban is very much related to the proportion of people not pursuing agricultural activities and requires a minimum settlement of 1,000 persons (see SPC Statistical Bulletin No. 15). The criteria used are only applicable to the South Pacific area, but lead even there to somewhat questionable results. Some of the very small countries such as Pitcairn, Tokelau, and Wallis and Futuna are considered completely rural, while others (Niue, Norfolk Island) are assigned the status of urban, although the life styles have many similarities. The three countries where more than 50% of the population is in urban areas (French Polynesia, Guam, New Caledonia) are those countries with a sizeable European population. The Melanesian countries of Papua New Guinea, Solomon Islands and New Hebrides still have a very limited level of urbanisation, and in many of the countries there are very few urban areas outside the main centre.

The figures of the percentage of persons economically active should be used with care. Definitions used in censuses to decide whether respondents came under that heading were not always clear to the respondents. It was also not always clear whether males working in the subsistence or village sector were considered as economically active. There was also confusion whether females who did domestic duties and worked in their own food-gardens were or should have been classified as 'economically active' or 'dependent'. Because of the lack of a uniform approach, comparison of the figures in Table 16 is difficult, but it is probable that the proportion of economically active amongst males in the working age group is at least 50% and ranges generally from 70 to 90%. Among females these percentages are half or less, depending on how domestic females active in the village economy are classified. The dependency ratio varies from 0.52 to 1.17; however for the reasons given above, caution should be used in interpreting these figures.

The figures for the percentage of people working in the cash economy suffer from the same problems as those outlined above. For the males there is a very wide range between the countries, with a low of 22% for Tonga and around 90% for Nauru and Guam. As would be expected, the figures for females are much lower and vary less.