

# Country Development Strategy Statement

**FY 1987**

## **SOUTH PACIFIC REGIONAL**



**May 1985**

Agency for International Development  
Washington, D.C. 20523

**BEST AVAILABLE**

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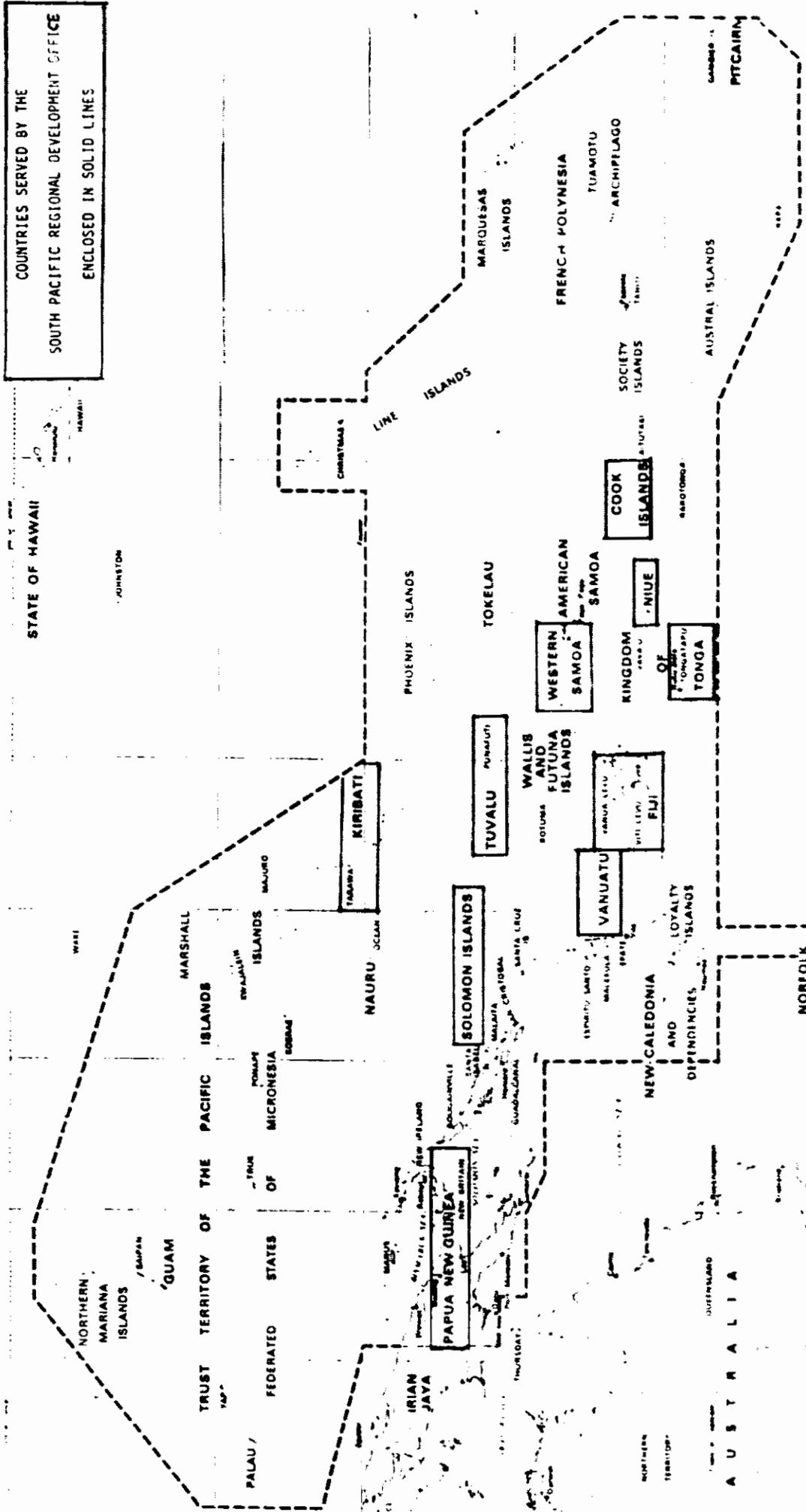
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SOUTH PACIFIC REGIONAL  
GLOSSARY OF TERMS

AAPL - Approved Assistance Planning Level  
ADB - Asian Development Bank  
AIP - Accelerated Impact Program  
ANZUS - Australia, New Zealand, United States  
CCOP/SOPAC - Committee for the Coordination of Joint Prospecting  
for Mineral Resources in the South Pacific Offshore Areas  
CDD - Control of Diarrheal Diseases  
CDSS - Country Development Strategy Statement  
DA - Development Assistance  
DST - Development Support Training Project  
EEZ - Exclusive Economic Zone  
EPI - Expanded Program of Immunization  
ESF - Economic Support Funds  
FAD - Fish Aggregating Device  
FNDH - Foreign National Direct Hire  
FSM - Fiji School of Medicine  
FSS - Farming Systems Support  
FVA - Bureau for Food for Peace and Voluntary Assistance  
GDP - Gross Domestic Product  
IARC - International Agricultural Research Center  
IBRD - International Bank for Reconstruction and Development (World Bank)  
IBSNAT - International Benchmark Sites Network  
IMF - International Monetary Fund  
IRETA - Institute for Research, Extension and Training in Agriculture  
JHPIEGO - John Hopkins Program for International Education in Gynecology  
and Obstetrics  
MCH - Maternal and Child Health  
MPS - Multi-Project Support Grant  
NFTAL - Nitrogen Fixation by Tropical Agricultural Legumes  
OFDA - Office of Foreign Disaster Assistance  
ORS - Oral Rehydration Salts  
ORT - Oral Rehydration Therapy  
PIDP - Pacific Islands Development Program  
PNG - Papua New Guinea  
PRE - Private Enterprise  
PRITECH - Technology for Primary Health Care  
PSC - Personal Services Contract  
PVO - Private and Voluntary Organization  
SMSS - Soil Management Support Service  
SPC - South Pacific Commission  
SPEC - South Pacific Bureau for Economic Cooperation  
SPRAD - South Pacific Region Agricultural Development Project  
SPRDO - South Pacific Regional Development Office  
S&T - Bureau for Science and Technology  
UNDP - United Nations Development Program  
USDH - U.S. Direct Hire  
USP - University of the South Pacific

# AREA SERVED BY THE SOUTH PACIFIC COMMISSION

COUNTRIES SERVED BY THE SOUTH PACIFIC REGIONAL DEVELOPMENT OFFICE ENCLOSED IN SOLID LINES



S O U T H P A C I F I C R E G I O N A L

C O U N T R Y D E V E L O P M E N T S T R A T E G Y S T A T E M E N T

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THE A.I.D.  
SOUTH PACIFIC REGIONAL PROGRAM

I. EXECUTIVE SUMMARY

The A.I.D. South Pacific Regional Development Office (SPRDO) was established in 1978, and serves a 10-country region of independent island nations. The program area has a population of approximately 4.6 million, and extends over an area of 5.6 million square miles, 65% of which is ocean. The SPRDO has a staff of four USDH, one FNDH and eight local and U.S. PSC's located at the American Embassy in Suva, Fiji. Its program budget was \$6.0 million in FY 1985. This budget, and those in the currently Approved Assistance Planning Levels (AAPL's) for future years, are equal to approximately 1% - 2% of the total annual donor assistance coming into the South Pacific region.

The 10 island countries only became independent during the 1960's and 1970's. They have considerable cultural and economic diversity, are effected in varying degrees by the vagaries of small island economies and by the health problems of isolated, rural subsistence communities. They can be considered a homogeneous region only in the broadest terms. The challenge to the United States and other donor governments is to help ensure that each independent island state maintains a stable environment for its own political and economic growth based on a theme of self-reliance and domestic mobilization of human and natural resources. This challenge has intensified recently because of Soviet attempts to extend their influence into the region via fisheries and oceanographic research agreements with island countries, and because of tensions within the ANZUS alliance.

SPRDO assistance strategy is centered on agriculture (including fisheries), health (primarily in Melanesia) and development administration. Training and private enterprise development are primary

themes in all project assistance. Alternative and renewable energy sources are a secondary program interest. Management efficiencies will be attained during the CDSS period primarily through consolidation of several specific support grants into Multi-Project Support Grants with selected PVO's and the South Pacific Commission.

The bulk of SPRDO assistance to the island countries has been implemented indirectly through PVO's, South Pacific regional organizations, and a small grants, "Accelerated Impact" program carried out in cooperation with the U.S. Peace Corps. In FY 1986, direct, government-to-government assistance to Fiji will begin with the establishment of a bilateral program for that country. More informal government-to-government assistance to the other countries in the region will be made through the Development Support Training and Regional Private Enterprise Development projects to be established in FY 1985 and FY 1986 respectively. SPRDO anticipates an on-going portfolio of approximately seven or eight principal projects to implement its program. Several of these projects will, in turn, be vehicles of support to more numerous sub-project grants and contracts.

The SPRDO regional program is summarized in the chart on page 28.

AAPL levels for the South Pacific Regional program range from \$6.5 million in FY 1986 to \$8.0 million in FY 1990. These totals include ESF funding for the Fiji bilateral program which ranges from \$1.5 to \$2 million during the same period. All funding for the regional program, except Fiji, is DA grant funding. The current AAPL's represent a no-growth assistance program in real terms to the SPRDO region over the CDSS planning period, and an absolute decrease from previous AAPL levels.

AID/Washington central funding and services from S&T, FVA and OFDA offices will be drawn upon to supplement the operational year budgets and staffing of the SPRDO. In addition, SPRDO will actively solicit AID/Washington's assistance and support in thoroughly documenting all A.I.D. funds coming into the region.

## II. ANALYSIS \*

### A. THE SETTING

The South Pacific Regional program area (see map) is comprised of ten island nations which fall into three major ethnic areas: Fiji (also considered Melanesian in some lists), Cook Islands, Niue, Tonga, Tuvalu and Western Samoa are Polynesian; Papua New Guinea, Solomon Islands and Vanuatu are Melanesian; and Kiribati is part of Micronesia.

Geographically, the nations comprise over 1,300 islands and atolls covering a total area of 5.6 million square miles, of which approximately 65% is ocean. Approximately 4.6 million people reside in the region, most of whom live in Papua New Guinea (70%) and Fiji (15%). The following chart shows the major population, area and per capita income characteristics of these countries.

Prior to 1962, all of the South Pacific islands were under some form of colonial control. Since then, nine sovereign nations and two freely associated states have been formed, most of them during the 1970's. Consequently, the island nations are re-establishing their

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\*Analysis here only concentrates on a summary statement of the South Pacific Region, and the sectors addressed by the A.I.D. South Pacific Regional Development Office (SPRDO). Additional analysis, especially statistics and general background information, is contained in "The South Pacific - Recommendations for A.I.D. Assistance," Crandall et. al., October 19, 1984. Also, this section quotes extensively from two excellent publications of the Asian Development Bank which discuss the general development circumstances of the South Pacific: 1) Akira Tsusaka, "South Pacific Developing Countries: Development Issues and Challenges," Asian Development Review (Vol. 2, No. 1, 1984), and 2) "A Review of Bank Operations in the South Pacific Developing Member Countries" (October 1983). Further excellent summary of the issues facing small island countries has been done by the IMF and is contained in "Focus on Small Economies," Finance & Development (June 1984); and by the ADB in Helen Hughes, "Asian and Pacific Developing Economies: Performance and Issues," Asian Development Review (Vol. 3, No. 1, 1985).

THE SOUTH PACIFIC REGION

	ESTIMATED POP.(000's)	LAND AREA SQ. KM	SEA AREA SQ.KM* (000's)	POPULATION DENSITY SQ.KM	PER CAPITA INCOME (\$U.S.)
Cook Islands	17.4	240	1,830	75	1,535
Fiji	670.0	18,272	1,290	35	1,990
Kiribati	61.9	690	3,550	86	450
Niue	3.4	259	390	13	1,020
Papua New Guinea	3,230.0	462,243	3,120	6	820
Solomon Islands	252.0	28,530	1,340	8	660
Tonga	98.1	699	700	139	700
Tuvalu	7.5	26	900	288	665
Vanuatu	129.4	11,880	680	10	531
Western Samoa	159.0	2,935	120	53	770

\*Due to a 200 mile limit established by the members of the South Pacific Forum to create "exclusive economic zones" (EEZ).

Sources: South Pacific Commission, Statistical Summary, 1982. Asian Development Bank, Key Indicators, April 1984; Asian Development Review, Vol. 3, No. 1, 1985

Note: Multiply Sq.Km by 0.4 to obtain sq. miles

national identities, their relationships with the rest of the world, and their own plans for future growth and development as independent states. This process is occurring with almost no violence and a minimum of turmoil, but is subject to unfavorable outside influence. Relations among the island nations, and between those nations and the United States, are generally friendly and cooperative. The countries tend to reflect Third World views, but with a decided Western slant. Government respect for human rights in the countries is among the highest in the world.

The ten countries are ruled by consensus from the lowest to the highest levels of government. At times this is described by the islanders themselves as "the Pacific Way" and this atmosphere permeates all segments of government and private activity. Each of the countries is radically different from the other in terms of languages, peoples and cultures. In Papua New Guinea, there are more than 700 known languages and a great diversity among the peoples. More than one-half of the population of Fiji is Indian - descendants of indentured servants brought to that country a hundred years ago.

Increasing contact with the outside world is changing the very nature of the South Pacific and its peoples. They have been exposed to the values of other societies, and are no longer content with subsistence living and reliance on traditional colonial relationships.

The challenge to the United States, and other governments, is to help ensure that the independent island states maintain stable environments for political and economic growth based on a theme of self-reliance and domestic mobilization of human and natural resources.

## B. POLITICAL OVERVIEW

For the first time since World War II, U.S. interests in the South Pacific region face a serious challenge from hostile political forces. Recent years have seen a number of developments that, if left unanswered, could have long-term adverse consequences for the U.S. in the region.

The Soviet Union, after four decades of relative disinterest in the island states, has recently and skillfully chosen to exploit our weakest point -- fisheries -- in an effort to gain a foothold in the South Pacific. By offering attractive fishing agreements to the region's two most economically vulnerable states (Kiribati and Tuvalu), the Soviets have effectively challenged for the second time ANZUS dominance in the region.

The first Soviet challenge was a 1980 USSR offer to the island nations to finance and implement a five-year oceanographic research program (see Crandall Report, Part V, A4d). While it was clear that the island leaders did not want to accept the Soviet offer, they were reluctant to foreclose the possibility of having research undertaken that might disclose significant hydrocarbon and mineral resources within their exclusive economic zones. The USG, along with the governments of Australia and New Zealand, was able to provide an attractive alternative to that Soviet challenge and A.I.D. provided \$1.0 million for a tripartite research program. Subsequently, A.I.D. provided an additional \$1.1 million in FY 1984 and \$1.0 million in FY 1985 to support this program.

At the same time, one of our two traditional allies in the South Pacific -- New Zealand -- seems to be redefining its security relationship with the U.S. While there remains a significant level

of goodwill built up in the region by U.S. forces in World War II, as well as a deep-seated suspicion of most island leaders towards the Soviets, to help frustrate Moscow's new initiatives, our current level of activity no longer is sufficient to prevent the most economically pressed island states from dealing with the Soviet Union. Indeed, island nation leaders throughout Melanesia have consistently expressed their views that the USG has done little to assist the developing South Pacific countries since World War II. Moreover, the strong ties that link many island leaders to New Zealand, forged over decades of close contact, give the present Government a unique entre to the region's policy makers that could work to our disadvantage should Wellington decide to export its ship visit policy to the islands.

This CDSS outlines an approach to the region's developmental needs that takes full account of the changed political environment in the Island Pacific, and recognizes that the U.S. need not match the Soviets dollar for dollar to accomplish the USG's ultimate purpose of ensuring that the region develops economically in a stable, democratic and friendly political climate. However, the revised approved planning levels represent across-the-board harsh reductions and concomitantly reduces SPRDO flexibility to be opportunistic in addressing political and economic challenges in the region.

### C. THE REGIONAL ECONOMY

The ten countries of the A.I.D. South Pacific region are diverse in size and economic structure and are at varying stages of development.

Therefore, they are grouped into three broad groups: 1) the "large" countries consisting of Papua New Guinea and Fiji, whose larger populations, relatively broad resource bases, higher levels of

economic activity and greater development potentials make them stand out; 2) the intermediate countries consisting of Solomon Islands, Vanuatu, Western Samoa and, to a lesser extent, Tonga, which have some natural resources and reasonable development potential; and 3) the smaller countries of Cook Islands, Kiribati, Tuvalu and Niue, which have small populations, few natural resources and limited development potential.

Despite these basic differences, the following characteristics are common in varying degrees to all of the countries:

1) With the exception of Papua New Guinea, all countries are small in terms of land area, population, GDP, exports, development expenditures and domestic market. South Pacific economic development problems, however, lie not only in smallness but also in distance from the world's major commercial and industrial centers. Principal constraints are the inability to achieve economies of scale in production, marketing, and transport; this situation in turn limits absorptive capacity;

2) The island countries have very open economies, vulnerable to external developments and natural disasters. Exports, except for PNG, are generally characterized by concentration on a few primary products, usually agricultural. In almost all countries, primary export commodities account for more than 60% of total export receipts, although limited export diversification has been achieved over the past few years;

3) Most countries have limited natural resources and small fragmented markets inadequate as bases for manufacturing activity much beyond simple processing or some basic forms of production for import substitution. As a result there is a high propensity to

import. For some countries external inflows in the forms of remittance income and official budgetary assistance and development aid have expanded the capacity to finance imports;

4) The countries have a continuing need for relatively high per capita inflows of donor assistance which, with the exception of Fiji, Western Samoa and, most recently, Solomon Islands, have included a considerable degree of recurrent budgetary support;

5) All countries welcome foreign investment, some of which may involve government participation in joint ventures;

6) Most economies are characterized by the existence of a large subsistence sector and a small but high-income urban sector. Income distribution tends to be significantly distorted by this "dual" economic structure and per capita GDP does not necessarily reflect the general standard of living. Income distribution in all the countries tends to be significantly distorted because of high payments to a relatively small number of expatriates and nationals. The high proportion of workers in the subsistence sector (three-quarters to four-fifths in the Melanesian countries), and their low productivity, makes their average income perhaps only a quarter of an indigenous skilled worker;

In general, the small monetized sector is characterized by enclaves of foreign-owned, large-scale enterprises (extractive, productive, processing and service industries). Nevertheless, the sector has played a major role in the regional economy in terms of employment, contribution to GDP, and export earnings; and

7) The bulk of the land is owned on a traditional communal basis (see section II.D.). The traditional land tenure system significantly affects various strategies for improving land utilization and promoting development.

D. PACIFIC SOCIOCULTURAL SYSTEMS

The traditional patterns of socioeconomic institutions and cultural systems in the South Pacific are a major factor affecting the ways in which development programs and projects can be planned and implemented. Socially, the majority of the indigenous people have extended families, complex systems of usufructuary rights over land, group ownership of land, and traditional leadership systems which are based either on inheritance, as in the Polynesian societies, or on the performance of "big men," as in the Melanesian societies. This social pattern emphasizes group self-reliance; therefore it encourages internal decentralization, detracts from efforts to build national cohesion, and further aggravates difficult media and transport communication problems.

Within this general framework, there are often conflicts between the traditional and the market-oriented systems, and between household needs and national goals. Principal among these issues are land tenure and usage problems, which stem from a strong attachment to land. In addition, the socioeconomic and political aspects of village institutions and communal activities tend to be interwoven, and this may limit the ability of new economic institutions, such as rural cooperatives and rural credit unions, to operate on commercial principles. Household capital accumulation for investment purposes may also be contrary to established traditional value systems in many of the countries. Encouraging rural households to devote more time to productive activities can run counter to acceptance by many of traditional subsistence agriculture able to meet basic food needs.

## E. AGRICULTURE

There are three modes of primary agricultural production in the South Pacific region: 1) subsistence systems, 2) mixed subsistence-cash cropping systems, and 3) plantations for the indigenous timber, coconut and sugar cane. Fishing has traditionally been in-shore with simple craft and unsophisticated methods. A large element of subsistence production co-exists with monetary activity in all economies. Few are wholly involved in the latter and few, even in Papua New Guinea or the remote atolls of Polynesia, are wholly outside it. However, for a large proportion of the economically-active, 85% of the estimated labor force of 1.25 million in Papua New Guinea, over 50% in Western Samoa and about 25% in Fiji, subsistence production is their main employment. But it is not their exclusive employment.

Some producers spend some time, even several years, in wage employment on a plantation or in a town and then return to the village, with increased awareness and raised expectations of the desirability and possibility of earning cash. The predominant trend, however, is movement from the rural to urban areas.

Because there is a growing press for cash in the islands, there is some question as to whether the pace of increase in cash crops can offset the demand for cash. But, it is possible that more intensive training in agricultural and marine production, diversification, and marketing could go a long way toward teaching rural villagers and national economies how to satisfy their cash needs without leaving their native lands and waters.

### Fish Resources

Fisheries are a major resource for the nations of the South Pacific. With the advent of the 200 mile exclusive economic zone, which the South Pacific countries all adhere to, the area of potential marine resources occupies about 14 million square kilometers.

Ocean fish resources are exploited in two ways. Mostly foreign-owned and supervised motorized fishing boats capture migratory fish, nearly exclusively tuna, using deep-line baited hook and purse-seine methods. Recent surveys (financed by SPRDO) established tuna tonnages in the region at around 3 million with nearly 20% turnover monthly. This means that a total reservoir of 6 million tons of tuna can be drawn upon for harvest annually. Islander financial benefits are largely derived from licensing fees collected for permission to fish in territorial waters; plus, in some cases, a fee based upon tonnage caught or reportedly caught. Licensing may bring in 50% or more of a South Pacific country's GDP. The only other direct benefits are those due to islanders being hired as low-paid boat hands or as workers on shore in the occasional processing plant.

Native fisheries are of two types: subsistence and commercial. Subsistence fishing is carried out by fishermen using mostly unpowered wooden boats and is concentrated in the lagoon areas and between reefs and shore where fish are extremely varied and do not commonly occur in schools. Catches are for use by family and friends. Commercial fisheries activities are an extension of the above with the catch being sold most often several hours after capture. This post-harvest handling is also common practice for off-reef commercial fisherman whose catches have increased in the last few years with the introduction of deep-line fishing, better bait hooks, improved boats and nets as well as

fish-aggregating-devices (FAD). The latter are floats or rafts that are anchored in deep waters and around which tuna and other fish cluster.

With the seemingly limitless amounts of tuna to be captured in the deep waters of the South Pacific and the opportunities for islander commercial fishermen to market their catches locally and in more developed countries, further economic development of the South Pacific must be based in part on fisheries exploitation.

The plight of the small-scale commercial fishermen is that they are, nearly without exception, also farmers. Family needs cannot be met by fishing alone. There are few full-time, small-scale commercial fishermen in the South Pacific.

#### Agricultural Production and Diversification

Crop production has held to subsistence levels primarily because of distances between local markets and from regional centers of consumption; and because of lack of up-to-date, reliable information concerning the timing, amounts and qualities of agricultural products required for national and international markets.

While these constraints can be overcome by modern technology, e.g. improved post harvest preservation, faster transportation and efficient national and regional marketing information services, there are natural forces directly affecting the mix of crops that can be grown successfully.

The first of these is rainfall. Precipitation varies greatly in the region. In general terms, the high islands (Fiji, Samoa, Solomons, PNG) receive significantly more rainfall than the low islands (Kiribati, Vanuatu, Cooks); and there are areas (Kiribati) where the

closeness of lines of uniform rainfall illustrate the risk that precipitation may sharply decrease from one year to the next, greatly raising the probability of drought.

The second major natural factor is the availability of land and the capacity of the soils to produce crops. Land areas are generally small and the arable areas yet smaller. For example, much of the land in Kiribati, about 70% of Rarotonga (the most heavily populated of the Cook Islands), 50% of Western Samoa, and about 75% of Papua New Guinea are not suitable for agriculture. Fiji is probably the best placed, with 62% of its land suitable for agricultural development. Such percentages of usable land indicate that topography, drainage, and soil conditions severely restrict the proportion of land that can be used for permanent agriculture.

Consequently, agriculture varies throughout the region. At one extreme are the closed and fragile atoll economies of Kiribati and Tuvalu, with low and variable rainfall, flat conditions exposed to salt ocean spray and drying winds. At the other extreme are countries like Fiji, which has considerable specialization in cash crops and some room for expansion, and Papua New Guinea, with a range of fertility, cash and subsistence crops, diverse environments and unexploited potential. Subsistence cropping exists in all the countries, but that is changing, except in the atolls.

National Development Plans reflect heavy dependence upon both the commercial and traditional agricultural sectors. While they emphasize different objectives due to individual needs and conditions, all conclude that:

- 1) a primary objective is to raise agricultural, fisheries and manufacturing productivity and improve the peoples' general standard of living;

- 2) more balanced distribution of the benefits of development among people and within national regions is to be attained (PNG, Fiji, Cook Islands, Solomons Islands, Tonga);
- 3) dependence upon external assistance and imports is to be reduced and self-reliance is to be increased (Cook Islands, Fiji, PNG, Vanuatu);
- 4) regional economic balance is to be attained (Kiribati, PNG, Tonga);
- 5) human resource utilization is to be improved (Cook Islands, Vanuatu);
- 6) manpower training will be increased (PNG); and
- 7) employment opportunities will be enhanced (W. Samoa).

Within this agriculturally dominated region, it is noteworthy that at this time no country has achieved its basic targets in any plan period and that implementation has been only partly successful.

#### F. HEALTH, POPULATION AND NUTRITION

Health, population and nutrition conditions vary considerably in the region, and are best understood by considering country groupings. Basic statistics on life expectancy, fertility and infant mortality are shown in the Table on the next page.

LIFE EXPECTANCY AND FERTILITY  
SELECTED INFANT MORTALITY IN ASIA  
AND THE PACIFIC \*

		Infant Mortality Rate (IMR) (per 1,000)	Life Expec- tancy	Total Fertility Rate
	Burma	99	55	5.3
	India	122	55	4.8
<u>ASIA</u>	Indonesia	92	53	4.3
	Pakistan	124	50	5.8
	Thailand	54	63	3.6
	PNG	134	49	5.0 - 7.0
<u>MELANESIA</u>	Solomon Is.	60-90	54	7.3
	Vanuatu	97-107	50-60	5.0 - 7.0
<u>MICRONESIA</u>	Kiribati	87	52	4.7
	Cook Is.	21.4	64	4.2
	Fiji	35	70	3.4
<u>POLYNESIA</u>	Niue	11.8	62	2.0
	Tonga	14.6	58	-
	Tuvalu	37.5	59	2.8
	W. Samoa	35	62	3.9

\* Ranges are shown where data from different sources are not in agreement.

Sources: 1) "Plan for Expanding ORT," Harold Rice, AID/Washington, 1984; 2) "WHO Western Pacific Region Data Bank on Socioeconomic and Health Indicators," Manila, August 1983; 3) "Health Statistics," Government of PNG, 1980, From Country Report - PNG 10th Regional Conference of Permanent Heads of Health Services, December 1983; 4) "Trade and Investment Guide," SPEC Series on Trade and Investment in the South Pacific, South Pacific Bureau for Economic Cooperation, 1982.

Melanesia

Papua New Guinea, the Solomon Islands and Vanuatu comprise 79% of the region's population and 96% of the land area, and have the highest infant mortality rates, the highest fertility rates, and the lowest life expectancy rates in the region. Such rates are high compared with many countries in Asia. These three countries have:

- 1) Serious and widespread disease control problems related to presence of vector-borne diseases (malaria, dengue, filariasis), water-borne diseases (diarrheal disease) other infectious diseases (measles, tuberculosis, respiratory and leprosy, among others) and lack of understanding of basic principles of health and hygiene practices by the population (skin and eye diseases, tetanus);
- 2) Severe malnutrition problems, especially in women, infants and small children, with corresponding high morbidity and mortality in these groups. Malnutrition is due to inappropriate food habits and taboos, lack of availability and diversity of nutritious foods due to poor soils in some areas, and the effect of the infectious diseases especially malaria, measles and diarrheal and intestinal parasitic diseases;
- 3) High fertility (some of the highest in the world) to compensate for high mortality rates at all ages, and by custom;
- 4) Lack of skilled and educated human resources to cope with the above problems;
- 5) An established albeit inefficient health infrastructure in PNG with outreach into rural areas which therefore has greater capacity to absorb assistance; in the Solomon Islands and Vanuatu the health systems are more fragmented and disorganized and the absorptive capacity is correspondingly less.

The leading causes of morbidity and mortality in the Melanesian countries are malaria, respiratory diseases including tuberculosis, and diarrheal diseases. The high incidence of malnutrition, particularly among pregnant women and children, relates to the high reported rates of malaria, anemia, diseases of pregnancy, respiratory disease and diarrheal disease.

Malaria is the major health problem of the Melanesian group and is basically out of control. It is endemic along the coastal areas of PNG, in the Solomon's and Vanuatu, and epidemic in the highlands of PNG.

Measles is noted as one of the top ten causes of hospitalization in PNG and the Solomons, and the second most common cause of hospital deaths. In Vanuatu, measles mortality from encephalitis and pneumonia may be grouped with respiratory disease and meningitis. Measles vaccination is still not a common part of the immunization programs in the Melanesian region. Diarrheal diseases are extremely common and contribute significantly to infant and early childhood morbidity and mortality. Its high incidence, along with that of skin diseases, is a reflection of the severe water and sanitation problems the region faces.

Undernutrition is defined by WHO as 80% of normal weight for age, and is extremely common. Nutrition surveys in Vanuatu and PNG have revealed malnutrition rates in the 20% - 40% range for children under 5 and even higher rates in the 1 - 2 year age group. Such severe malnutrition is believed due to the relationships that malaria, respiratory and diarrheal disease and other infectious diseases have with the food habits and tabus of the people of Melanesia. Its sequelae are severely anemic mothers, small babies and undernourished children with increased susceptibility to the disease-diarrhea-dehydration triad which results in high infant and early childhood mortality.

Little is known in the Solomons concerning malnutrition rates, but figures similar to those of PNG and Vanuatu are likely. The health of women is largely ignored, except as related to child bearing. This is demonstrated by the lack of response and paucity of programs concerned with high incidence of anemia in women. In addition, avitaminosis, and vitamin B deficiencies are commonly reported, especially in children. Goiter is common in the PNG highlands.

Fertility rates among the people of Melanesia are extremely high, and verbally reported in the range of 4% - 6%, among the highest in the world. Official statistics tend to show more modest rates. All three governments have actively pro-natalist lobbies and policies, and family planning in general is a sensitive political issue. Such policies probably stem from indigenous customs, as well as the conservative western religions common in the area. High infant and childhood mortality may also contribute to regional pro-natalism.

#### Micronesia

Kiribati has no problems with major vector-borne diseases, however, there are:

- 1) severe problems associated with water-borne diseases due to lack of even fair quality water;
- 2) water shortages which compound hygiene related diseases (skin and eye diseases, meningitis). The problem is worsened by small population groups separated by large distances;
- 3) high fertility (3.5 to 4.5%) and extreme over-crowding which is only diminished by out-migration of many I-Kiribati, the occurrence of which is being discouraged by some of the Pacific Rim countries;

4) lack of human resources, and major problems in planning/management and transportation; and

5) malnutrition which is common among women, infants and children and which is due to the restrictive atoll agriculture environment and the effect of modernization and urbanization on diet.

### Polynesia

The Polynesian countries are the healthiest countries of the region, with Fiji being the leader in the health field. Nevertheless, 1) diarrheal diseases and hygiene problems are common, 2) good quality water is largely available only in major urban centers, 3) malnutrition, including over-nutrition as well as under-nutrition is common due to the effect of modernization on diets. Malnutrition (under-nutrition) in infants and children is mild, but consistently reported. Over-nutrition is commonly found in adults, with resultant premature onset of diabetes, cardiovascular diseases (hypertension, heart disease and stroke) and obesity, 4) fertility, although not as high as in Melanesia, is still a major problem (see Table) and again as in Kiribati is prevented from being a major development impediment by the heretofore permissive immigration policies of the Pacific Rim countries.

### Health Manpower Resources

A major health problem in the region is the lack of sufficient numbers of trained health manpower. In the past, Fiji has provided the training for indigenous physicians, dentists, nurses and allied health science personnel for the entire region (except possibly PNG), including the American Trust Territories. PNG now has health training facilities that hopefully will help provide for some of its

health manpower needs. The other countries of the region are without health manpower development facilities and rely heavily on those in Fiji for provision of indigenous doctors, nurses and allied health personnel.

Fiji, due to problems in the economy, has had trouble supporting the Fiji School of Medicine (FSM), the nursing school, and the allied health science school. This latter school is the major provider of health manpower for all countries of the region, except PNG, and also for American Micronesia and American Samoa. Its continued existence is critical to provide locally trained health personnel for the region. Due to falling educational standards in the region, many countries, especially the most needy (Solomon Islands, Vanuatu, and Kiribati) are unable to qualify for entrance even at the reduced standards used at FSM. These countries have become increasingly dependent on expatriate health personnel.

#### G. DEVELOPMENT ADMINISTRATION AND TRAINING

Development is hampered in much of the South Pacific by the very newness of the governments which are attempting to deal with development problems. Most of these governments are less than fifteen years old. In most of the countries, development planning, project preparation, and implementation capabilities are generally weak at all levels of government, and many services in the public sector rely on expatriate experts.

While skilled administrative manpower is too thinly spread among central government agencies, decentralization has placed additional strains on this scarce human resource. However, as community identity in the larger countries is primarily focused on constituent

ethnic groups or districts, the establishment of provincial or district governments has become a necessary component of nation building. The management problems are difficult for the inexperienced administrators at the provincial level who are charged with extensive responsibilities and budgets.

In the private sector, expatriates fill many of the higher level jobs, and there is a serious shortage of skilled workers. Training courses are often provided by institutions or companies for their own staff. For many types of skills, it is not feasible to establish training institutions in each country, but there are about six national technical institutes in the region. The University of the South Pacific (USP) in Fiji and the University of Papua New Guinea (UPNG) have served the region in helping to meet the higher educational and training needs. In addition, students have received academic and technical training in higher educational institutions abroad, primarily in Australia, New Zealand and the United Kingdom.

Indigenous control over the administrative structure in most of the countries is fairly recent; the administrative processes have been inherited from the colonial governments and are directed more at the maintenance and extension of government control than at development administration.

In July 1983, the ten countries served by the SPRDO (plus Tokelau) met in Western Samoa to discuss manpower development and training in the Pacific. Island government representatives identified these "common needs" in Development Administration and Training for the South Pacific:

- 1) Top and senior managers and administrators for the public sector, especially in the areas of development planning and administration, human relations management, personnel management and industrial relations and financial management;

- 2) Middle management, particularly financial, accountants and audit personnel; diplomatic and negotiating skills training for inter-governmental relations both for junior diplomats and senior level administrators; tourism promotion and marketing;
- 3) Technical institution staff at the instructor level; trainers of other technical staff; and trade testers and/or examiners;
- 4) Higher level courses in certain key technological, engineering and professional areas, especially where this was currently met by expatriate personnel; and
- 5) Agricultural services, specifically extension workers, farm management, animal health auxiliaries and veterinary assistants; fisheries and marine resources management.

A "Regional Conference on Future Directions for the University of the South Pacific" was held in Suva, Fiji on December 12 - 15, 1983. The format of the Conference was quite deliberately designed to allow the USP to listen to the viewpoints of the member country representatives. In the Conference's summary report, senior government education representatives from the eleven-nation USP community noted "the urgency of technical education and training in the regional countries to fulfill the middle level technical manpower requirements." In their consideration of the long term development of USP the officials agreed on two broad areas of need: 1) business studies and 2) applied sciences, with an emphasis on alternative energy sources, hydrology, geophysics, marine biology, fisheries, and food technology and processing.

#### H. ROLE OF WOMEN

The traditional attitudes toward the division of labor differs markedly between the Polynesian island states and the Melanesian countries.

In the Polynesian island nations, most agricultural work is shared by women. Women also perform traditional responsibilities of the home - rearing children, cooking, weaving and housekeeping. Melanesian women perform these tasks and also do most of the planting, weeding and harvesting of subsistence gardens including carrying the harvest from garden to house. The husbandry of chickens and pigs is also a woman's duty in Melanesia. Men in Melanesia confine themselves to such tasks as clearing land for new gardens, building fences, caring for cattle and they are the prestigious producers of the cash crops for "export".

As cash crops and livestock take on added significance, their enclosures are usually located on prime land near villages. Subsistence gardens get pushed farther from "home". This further increases the time and energy inputs required and they become an added burden for the women of Melanesia. Men and animals assume the added burden in Polynesia.

With most governments of Melanesia calling for increased local food production in the interest of national self-sufficiency, the additional labor required will fall on women already over-burdened, unless there are changes in the traditional sexual division of labor.

Attempts to change traditional attitudes have included development assistance activities to upgrade village health and access to piped water, improve kitchens, privies and gardens, provide family planning information and assist in craft production with and through village women's groups. Leadership workshops are also held. The workshops'

emphasis is on the comprehensive improvement of village life which includes child care, nutrition, gardening, cooking, hygiene, home repairs, fund raising, budgeting, cultural awareness and the importance of family life.

Women's organizations are prevalent in the South Pacific region, and are frequently organized along church lines. Secular groups also exist, as well as federations of women's organizations at the national level. In Kiribati, for example, the "AMAK" federation of women's organizations, formed in church communities on the several islands of the atoll nation, claims a nationwide membership of 11,000 women. It is an increasingly stronger force for involvement of women in national development as both participants and beneficiaries.

Concern for the role of women in the South Pacific as a region is centered primarily in the South Pacific Commission. A 1981 regional conference in Tahiti recommended that a "women's resource bureau" be established at the SPC, and this has been accomplished. The SPC's Community Education Training Center (CETC) was established in 1963, and is now recognized as one of the principal regional training institutions in the South Pacific. CETC trains approximately 30 island women leaders annually in a 10-month course. To date CETC has trained 600 women from 23 countries or territories in the region.

There is no consensus among the island nations on the issue of the role of women in training programs. During discussions in most South Pacific countries, it was claimed there were equal opportunities for training and promotion. However, women do not take advantage of opportunities offered them because of the acceptance of their traditional roles in the community and because of their obligations as wives and mothers. Many countries see no need for a quota system discriminating in favor of women.

I. REGIONAL PROGRAM GOALS

The above analysis suggests the three long-term development goals for the A.I.D. South Pacific Regional Development Office; they are:

- 1) Self-reliant and stable regional economic growth and public administration: focus on managerial and technical skills in agriculture, health, and development administration in government, private and regional institutions;
- 2) Increased employment and per capita income: focus on agriculture and fisheries development, and the small scale indigenous private sector; and
- 3) Reduced national mortality, morbidity and birth rates: focus on women and children, primarily in Melanesia.

### III. S T R A T E G Y

#### A. OVERVIEW

Consistent with overall Asia Bureau Strategy and with the priorities of the countries of the South Pacific Region receiving A.I.D. development assistance, the SPRDO will give principal emphasis to the agriculture and health sectors. The emphases of the SPRDO program are summarized in the chart on the following page.

In agriculture, SPRDO activities will focus on assisting the island nations to make better use of their most abundant natural resource - the ocean. Assistance will also continue for the diversification and marketing of both land and ocean produce. For the most part, small island farmers have a great deal of knowledge about techniques to increase production of traditional crops. However, there has been little incentive to do so since no significant off-shore markets have been available to them. In addition, even when occasional market opportunities are found, a lack of reliable transportation and communications have overwhelmed those initiatives.

For most of the island nations, particularly the small, remote atoll island states, development of marine (and off-shore mineral resources) within the individual EEZ, offers the only significant source of new revenue.

SPRDO's significant investment in the South Pacific Region Agricultural Development Project (SPRAD) assists island nations to increase production, with primary emphasis on crop diversification. The new Private Enterprise Development project will concentrate heavily on the development of agribusiness enterprises, and will provide the environment for an expanded policy dialogue in the sector to illustrate the concrete advantages of "Trade in Lieu of Aid".

SPRDO PROGRAM STRATEGY

PROGRAM EMPHASES CROSS SECTORAL EMPHASES	PRIMARY SECTORS		SECONDARY INTERESTS		
	AGRICULTURE (Rural Development)	HEALTH (Nutrition)	Development Administration	Private Enterprise Development	Alternative and Renewable Energy Sources
*Training *Private Enterprise Development *Regional Com- munications (satellite) *AID Central Programs Tie-in *Women in Development	1. Fisheries-ocean and inshore 2. Smallholder crop and livestock diversifi- cation and marketing 3. Regional research, education and extension	1. Water and Sanitation 2. ORT/EPI/MCH 3. Family Planning 4. Health Institu- tions Development	1. Senior Management 2. Middle Staff 3. Public & Private 4. Technical Skills	1. Management and Marketing Skills 2. Regional Trade Promotion Center 3. Agri-business 4. Tourism	1. Fossil fuel replacement 2. More efficient homes and kitchens 3. Solar

Program Implementation is via-

- \* G-to-G assistance (Fiji Bilateral, AIP program, training, private enterprise)
- \* Non-governmental organizations (U.S. and indigenous)
- \* South Pacific regional institutions (USP, SPC, PIDP)
- \* Cooperation with the U.S. Peace Corps (AIF program)

Through continuing support of the South Pacific Commission's Tuna and Billfish Assessment Program, SPRDO will provide assistance to the region in the development of valuable marine resources.

While not an SPRDO-financed activity, SPRDO will continue to monitor and to engage in significant policy dialogue throughout the region in support of A.I.D. (ESF-financing through the regional S&T Bureau) involvement in the Regional Oceanographic Research project carried out by the United Nations Committee for the Coordination of Joint Prospecting for Mineral Resources in the South Pacific Offshore Areas (CCOP/SOPAC). To date, this important research has yielded some encouraging results with respect to hydrocarbon potential and the potential for other mineral resource mining in several island nations' exclusive economic zones (EEZ).

This strategy statement initiates the SPRDO's increased attention to health needs in the region. Past assistance in water and sanitation will continue. New assistance will include health programs for children and mothers, primarily in the Melanesian countries. Nutrition and family planning activities will be included in the health sector program in Melanesia and will be the principal intervention in the other countries of the region.

The SPRDO will be treating three other areas as secondary emphases for assistance. Alternative and renewable energy sources are a pervasive need throughout the region, and will continue to receive small project assistance from SPRDO through the PVO, AIP and regional training programs. Although private enterprise development has always been characteristic of SPRDO projects, the revised program strategy includes private enterprise development as a program per se; the long run objective will be to have a regional private enterprise project to promote U.S.-Pacific Islands trade, to privatize state-owned and operated enterprises, and to engage the private sector in employment and income generation. Too, although "appropriate education" and training have always been characteristic

elements in SPRDO projects, the regional strategy will also now include a general participant training program for islanders not able to be trained within specific SPRDO projects.

Projects carried out in the above sectors will have cross-sectoral emphases shown in the chart; training and private enterprise development will be the most dominant emphases in all projects. Improved regional communications via satellite is unanimously recognized as a permanent fixture in the region's future. SPRDO will continue to explore and assist in the development of methodologies and technologies to more effectively support and utilize satellite communications in regional business, education and government.

As shown in the chart, A.I.D. centrally-funded programs will be drawn on as much as possible "across the board" in the SPRDO program, and the strategy will include a conscious commitment to identify and document all AID/Washington resources which are coming into the South Pacific region. Finally, all activities will be designed and reviewed for their involvement of women as both participants in, and beneficiaries of, national development.

#### B. AGRICULTURE SECTOR

Agriculture assistance to be provided to the South Pacific region is based on the following objectives:

- 1) Strengthen regional capacity to adapt and transfer agriculture technology appropriate to the South Pacific;
- 2) Improve farmer and fisherman access to markets;
- 3) Develop the human resources needed to manage and direct agriculture and fisheries development;

- 4) Improve nutritional standards.
- 5) Improve national capabilities to utilize marine fishery resources; and
- 6) Develop and improve national capacities to plan and manage natural resources.

To achieve these objectives, SPRDO will adopt the following strategies:

- 1) Strategy to strengthen the regional capacity to generate and deliver appropriate agriculture technology for the South Pacific

SPRDO will utilize the South Pacific Region Agriculture Development Project (SPRAD) as its primary means of meeting this objective. SPRAD will continue to provide essential technical assistance, equipment and selected operational support to the University of the South Pacific (USP) School of Agriculture and to its Institute for Research, Extension, and Training in Agriculture (IRETA).

A long-term relationship between USP and U.S. land-grant institutions is foreseen. USP will carry out agriculture research on food and commercial crops to generate technology needed by national governments to diversify crop production, monetize subsistence agriculture and accomplish import substitution. USP and U.S. land grant institutions require a long-term A.I.D. and SPRDO commitment to assure development of a regional human and institutional capacity to adapt and transfer appropriate forms of agriculture technology. An extension to the existing project or a new project would be developed to continue this activity.

SPRAD project input will be augmented by SPRDO assistance to the

South Pacific Commission to carry out studies and to disseminate technology. A.I.D. centrally funded projects will be a source of expertise, as well as an opportunity for linkages to agricultural networks among several countries and institutions. Stronger linkages to the International Agricultural Research Centers (IARCs) will also be developed and encouraged.

Project assistance through SPRAD will continue to provide a means for IRETA to disseminate information throughout the region using its agriculture liaison officer (ALO) network. Satellite communications provide efficient linkages between IRETA and its clientele while concurrently providing feedback to regional agriculture researchers. National linkages between research and extension will also be strengthened where necessary and feasible.

The Peace Corps will continue to support USP through the provision of volunteers to the USP School of Agriculture and other USP institutions. PVO's will have a role in the development and establishment of delivery systems through training and small project activities.

2) Strategy to improve farmer and fisherman access to markets

SPRDO's PVO Co-Financing, Regional Private Enterprise Development and Development Support Training (DST) projects will provide the primary means of achieving this objective. The project will promote and develop light agribusiness potential, and provide assistance where agriculture diversification activities are carried out to assure producers an access to processing facilities and markets using a "pull" approach to creating production incentives. PVO's will provide key assistance through their work with cooperatives and similar community groups.

A market information system will be developed utilizing existing media, the East-West Center and satellite communications and regional networks being established by USP and SPRAD.

1) Strategy to develop the human resources needed to manage and direct agriculture and fisheries development

The SPRAD, PVO Co-Financing and DST projects will provide the assistance needed to develop regional human agriculture resources. The USP School of Agriculture will provide formal diploma and baccalaureate level training. SPRAD, PVO's and the DST will also provide in-country training to develop technical skills.

Training will develop skills in agriculture research, planning and management. Linkages with IARCs will take advantage of the technical training opportunities provided by these institutions.

Training will be provided for natural resource management in forestry, marine science and watershed management and will include support for participation in regional and international fora.

4) Strategy to improve nutritional standards

Nutrition education activities are the major means for meeting this goal. More direct interventions such as local training and home garden production programs are also used. Indigenous and expatriate PVO's play a key role, as will Peace Corps Volunteers and the South Pacific Commission. Many of these programs would include PHC components in high risk locales. Particular concern will be given to the assessment of risk among the various target groups as diversification and cash crop activities are launched.

5) Strategy to improve national capabilities to utilize marine fishery resources

Assistance to SPC will be continued to expand available knowledge about commercially important marine species. Collaboration with other donors will assure cost effectiveness and conserve limited resources. Manpower training will also be undertaken to produce the technical skills needed to develop this resource.

The Regional Private Enterprise Development project will explore processing potential and activities needed to support the deep sea fishing industry. Dialogue on individual country EEZ, fishing rights and licensing will continue through contacts with SPC, the South Pacific Forum, individual countries and other organizations such as the American Tuna Association (ATA).

The AIP and PVO projects will be used to continue the provision of support to artisanal fishermen. Equipment and training are key elements of this activity.

6) Strategy to develop and improve national capacities to plan and manage natural resources

This objective will be achieved through the provision of selected training to be provided under the DST. PVO and AIP involvement in natural resource management and development activities will be explored and support will be provided to assist in areas where potential for input and feasibility exist.

C. HEALTH, POPULATION AND NUTRITION

Health, population and nutrition assistance to be provided to the South Pacific region is based on the following objectives:

- 1) Development of indigenous human resources needed to manage and control malnutrition, malaria, diarrhea, respiratory and other communicable and non-communicable diseases;

- 2) Health, population and nutrition programs and projects focused on increasing infant and child survival in Melanesia (PNG, Solomon Islands and Vanuatu) and Kiribati;
- 3) Decrease reproductive risk for women of child bearing age through improved nutrition, promotion of breast feeding and child spacing, and control of communicable and non-communicable diseases. While regional in scope, primary focus will be on Melanesia;
- 4) Promote policy dialogue, and pilot projects demonstrating health improvements to women, infants and children resulting from child spacing;
- 5) Control diarrheal, skin and eye diseases by improving access of both rural and urban populations to potable water, and by promotion of Oral Rehydration Therapy (ORT); and
- 6) Strengthen the abilities of host governments to deliver primary health care and education to the rural people, with special emphasis on the high need areas of Melanesia.

#### Papua New Guinea

Because PNG has a well established, although somewhat inefficient and cumbersome health infrastructure, it has greater absorptive capacity than other countries in Melanesia. Similarly, PNG has major programs in place in communicable diseases, MCH, ORT/CDD, water supplies, and family planning (although somewhat ineffective). Consequently, SPRDO assistance will be focused on problem solving within the programs and on improved planning and management, health worker motivation, demand creation, and health promotion. These are all relatively low cost inputs.

SPRDO will encourage the GPNG to participate in the AID-developed field testing of malaria vaccine while at the same time strengthening national capacity to control malaria. SPRDO assistance will provide short and long term trainers and consultants in communicable diseases, including malaria, and encourage inclusion of communicable disease and tropical medicine in the graduate medical school curriculum, through short term (6 months) fellowships in Tropical Medicine and Public Health at Mahidol University in Thailand and other Asian training centers.

Modern management, communication and marketing techniques can be applied to PNG's faltering ORT/CDD and family planning programs to improve health worker support and motivation, and increase user demand. Through the utilization of consultants to improve management and teaching techniques, and the use of social marketing, SPRDO will be able to provide high visibility inputs at low cost. Consultants will be obtained from existing centrally funded projects such as PRITECH and MEDEX, and will work in conjunction with the PNG family planning program, SOMARC.

PNG's primary health care program is also experiencing out-reach problems, as is the MCH effort. Building on the ORT program, SPRDO plans assistance in growth monitoring, immunizations (EPI), health, hygiene and nutrition counseling. Funding for operational research in EPI, ORT, and MCH as appropriate to PNG will be necessary, as well as pilot projects to field test various health program delivery strategies outside of the somewhat rigid national plan. SPRDO support will give priority to funding of consultants for training assistance, operations research and pilot projects in ORT/CDD therapy, health education, primary health care and nutrition. Projects will be focused at the national Department of Health, with emphasis on strengthening their institutional capacity for implementation and evaluation.

The GPNG has expressed need for SPRDO assistance in some aspects of the following projects: social marketing of ORT and family planning, water supply and sanitation, health education, in-country and out-of-country health training, field testing of malaria vaccine, EPI (especially cold chain problems), nutrition training, health administration, and primary health care.

Family planning presents special problems in PNG. Demand far exceeds supply for contraceptive commodities in rural areas. Family planning services and commodities are provided through the Department of Health, MCH Division, to both government and non-government hospitals and clinics. Emphasis on family planning training in the MCH training programs as well as in MCH nurse refresher courses is almost non-existent. Widespread support for family planning exists at all levels within the government, from the Department of Health to the provincial health offices and the village level by the Aid Post Orderlies (APO), but is not being translated into programs. Family Planning International Assistance (FPIA) operates within the country, and is being encouraged to expand its role in family planning promotion and commodity supply through its existing cooperative arrangements with both private and public sector family planning organizations.

The GPNG is decentralizing authority to the provincial level. Thus, provincial governments now have to decide on health services delivery projects, including training and operational research within their jurisdiction. The provinces have their own health systems with resident planners as well as aid soliciting and coordinating boards. The degree to which a province can in fact provide medical services, planning or operational research varies. Nevertheless, funding for small, focused projects involved in improving operational efficiency, pilot projects for delivering improved MCH, EPI, primary health care and nutrition services will be supported. Such projects can be

funded through existing U.S.PVO's operating in PNG or by direct grants to provinces where sufficient human health resources are available.

At the village level, there is a high priority need for encouragement of home gardening, food preparation and food preservation projects to improve overall nutritional status. PVO's have a natural role at this level, and indeed are already having considerable success in village level nutrition promotion.

PVO's will assist in providing assistance to existing government water programs at both the national and provincial level. In addition, SPRDO will utilize S&T/H funded Water and Sanitation for Health (WASH) project consultants to provide short-term "trouble shooting" type assistance to PNG. Increased emphasis on the software components of water technology, including community hygiene education, community participation in planning and maintenance, and use of water facilities installation as entre for further health activities will be promoted.

There is a potential increased role for the Peace Corps in health and nutrition in PNG. Existing training programs developed by Peace Corps Volunteers and their counterparts in home gardening and nutrition, ORT, and water technology will be more aggressively encouraged.

#### Solomon Islands and Vanuatu

Assistance will focus on health manpower development, planning, programming and monitoring capability, as well as technical assistance in nutrition, family planning, tropical medicine and communicable disease control. In-country seminars, co-sponsored with WHO, SPC, UNICEF and UNFPA will be necessary. SPRDO will also

support training programs for Solomon Islanders and Ni-Vanuatu at PNG and Southeast Asia educational facilities. In addition, SPRDO will support both long and short term training for Solomon Islanders and Ni-Vanuatu at the Fiji School of Medicine and at the University of the South Pacific (USP) as appropriate. Support for special programs to upgrade national candidates for professional schools in Fiji (medicine, nursing, other allied health sciences, nutrition) are critical aspects of the strategy to increase indigenous health manpower.

In the Solomon Islands and Vanuatu, PVO's have a major role to play in encouraging child survival and maternal and child health programs through small rural nutrition, home gardening, food preparation and food storage projects. Because of the limited absorptive capacity of these countries, small projects carefully monitored and supported by the PVO's will be the standard. PVO's will have a role in primary health care activities. Building upon their experience in rural development, PHC programs could be added to nutrition, home gardening and agriculture projects in conjunction with government, SPRDO, Peace Corps or private health resources.

The large Peace Corps volunteer presence in the Solomon Islands provides unique opportunities for health manpower training and small project development in primary health care, ORT, health and hygiene, and appropriate water technologies.

Because of the demographic similarities in Melanesia, an Infant and Child Survival Program will be developed for the three countries. This program, to be funded through the PVO Co-Financing Project, will support government efforts to increase indigenous health manpower. The projects will focus on improving the health of women of child bearing age, infants and children, through improved nutrition, more productive home gardens, better food preparation, storage and

handling, and improved understanding of causes of disease. Primary health care concepts application will be encouraged, as well as ORT and feeding in the treatment of diarrheal disease. The concept of decreasing reproductive risk to women rather than family planning will be stressed, making fertility a health rather than population issue. EPI programs are especially important as many of the main causes of morbidity in these countries are treatable by vaccination.

D. DEVELOPMENT ADMINISTRATION AND TRAINING

SPRDO training strategy creates or upgrades technical and administrative skills of islanders in government ministries and in other public and private institutions. Emphasis is on assisting the continuing trend to replace expatriate management and technicians in island institutions, and in sustaining a theme of self-reliance and domestic manpower mobilization for national and regional development.

The U.S. private and voluntary organizations, South Pacific regional institutions, and the AID/Peace Corps Accelerated Impact Program (AIP) have emphasized training in their projects in the past, and will continue to do so. In FY 1984 and FY 1985 a new Development Support Training Program was launched and is devoted entirely to SPRDO-identified training opportunities outside of on-going SPRDO-supported projects. Assistance to islander development administration and training takes place in both on-going projects, and in the new DST program. SPRDO anticipates that 60% of the South Pacific Regional program will be dedicated to training per se by FY 1987. By major strategy component, 40% of the programs with regional institutions, 50% of the PVO programs, and 20% of the small grants program with the Peace Corps (and local governments) will be dedicated to training activities. All of the funds in the DST program, of course, will be for training.

Priority areas for training will emphasize those identified by islanders themselves (see item G in Section II., Analysis) which coincide with SPRDO's general priorities for training in agriculture, health, development administration and private enterprise development.

Under the new DST program launched in FY 1984 and FY 1985, SPRDO supported training for 80 islanders within the region and in the United States. The majority of this training (as well as training provided for in PVO, AIP, and regional programs) has been for short-term, specialized technical training. Long-term, degree training through the DST and on-going SPRDO projects will average about 10 islanders per year. Short-term, technical training will average about 200 islanders per year.

Technical and academic training for islanders has traditionally come through training programs offered by the major donors to the region: Australia, New Zealand, and the United Kingdom as well as the U.N. family and the Commonwealth Fund for Technical Cooperation (CFTC). Consequently, islanders have had relatively less exposure to the United States and its technology than they have had to the principal Commonwealth countries. The SPRDO program strategy for short and long term training looks for opportunities to increase islander exposure to United States ideology and technology.

Moreover, other donor training programs have traditionally put more emphasis on scholarships for individuals and less emphasis on the upgrading of faculty and staff of islander training institutions. Consequently, the SPRDO training program strategy includes a component for enabling faculty and staff of training institutions to be trained in U.S. institutions. At times, this will be accomplished by the provision of U.S. faculty to serve with, or in lieu of, islanders during the training period. Institutional development emphasis will be centered on national technical institutes, the University of the South Pacific and the University of Papua New Guinea.

Finally, SPRDO will continue to identify training opportunities for A.I.D. centrally-funded programs, and then to assist with the arrangements and programming of these participants. SPRDO anticipates approximately 10 such placements annually, primarily in agriculture and health-related training programs.

E. PRIVATE ENTERPRISE DEVELOPMENT

Fiji and PNG are beginning to experience the traumas resulting from the breakdown of closely knit rural family structures, urban migration, unemployment and exposure of the younger population groups to western culture and technologies. These countries, along with the other newly independent island nations, already have over-staffed government bureaucracies and civil servant rolls. Government can no longer create employment. Consequently, the development of the private sector must be a high priority for SPRDO's program. The relatively low quality of the labor force and the paucity of technology makes this task difficult. In addition, as noted above in "The Regional Economy" the island nations are hampered by their geography and the scarcity of reliable and regularly scheduled transportation for the expansion of export opportunities.

Consequently, SPRDO has focused on income-generating projects and import substitution private sector development where possible, with heavy emphasis on agribusiness development and development of the small scale indigenous private sector. Tourism is of obvious and increasing importance to the region's cash economy and private sector development. SPRDO's private enterprise assistance program will include modest support for tourism promotion, principally training.

In most of the island nations, smallholder farmers and fisherman form the largest group of productive citizens, and they and their employees comprise the largest sector of the poorest population groups. To move from subsistence agriculture they need not only

assistance in technology transfer, but also in marketing, transport, storage and processing. Other donors, including the ADB, are assisting principally with production. SPRDO interventions in private sector development will make significant impact with respect to marketing and increasing trade with the U.S. Marketing (on a cooperative basis) can promote small farmer production beyond subsistence, with Yagona, passionfruit and coconut products as important products.

A significant part of the private enterprise effort will be in management training. SPRDO's March 1984 conference in Honolulu demonstrated that management is the most serious problem among islander producers and entrepreneurs. Partnerships between host government institutions and U.S.-based training institutions, basic accounting and management training in small and medium businesses and skills training (under both the PRE and the DST projects) will enhance agribusiness expansion.

Indigenous and U.S. PVO's work in large part with smallholder farmers, fisherman, and community entrepreneurs. Their work has assisted with the development of cost effective, small-scale income producing ventures, cash crop farming and marketing, cooperative marketing ventures, improved inshore fishing boat construction and financing, small scale consumer and handicraft goods production, and business skills training. The work of International Human Assistance Programs (IHAP) in Vanuatu; the Foundation for the Peoples of the South Pacific (FSP) in PNG, Tonga and Kiribati; Agricultural Cooperatives Development International (ACDI) in Tonga; and the local YMCA in Western Samoa have all emphasized these small entrepreneur development schemes. This concentration on private enterprise development will continue in SPRDO-assisted PVO projects.

## F. INSTITUTIONAL DEVELOPMENT

As a minor donor in the region, SPRDO can nevertheless make a significant contribution to overall institution building by providing highly-selective training to prepare islanders to develop their own human and financial resources to manage government and private sector institutions.

At the national level, SPRDO has on a rather modest scale provided opportunities for government employees to acquire the necessary skills to increase their productivity and to manage government resources. In the areas of port management, soil taxonomy, financial management and labor negotiations, SPRDO has given local national personnel the opportunity to compete favorably with expatriate officers. These kinds of training opportunities are important to islanders, enhance significantly their levels of national pride and achievement, and provide incentives for islanders to pursue and to excel in training programs.

Institutional development is examined in all project activity. Serious efforts will continue to insure that PVO's pay special attention to institutional development in their activities. Over the past two years, SPRDO has initiated and carried out a policy of insuring that deputy country directors of U.S. PVO programs are indigenous personnel and that they are trained to assume a position of leadership in managing SPRDO-financed PVO activity.

SPRDO only grants funds to U.S.PVO's which are in turn working with local private organizations, thereby helping to assure that local institutional development is occurring along with project implementation. Since its beginnings, SPRDO has assisted the development of three local PVO's which now receive grants directly from SPRDO: The Fiji Council of Social Services (FCOSS) and the national YMCA's of Fiji and Western Samoa. Time and maturity have

also seen U.S. PVO country directorships assumed by local directors in Tuvalu (Save the Children Federation) and in the Solomon Islands (FSP).

SPRDO also will continue to provide appropriate institutional development assistance to regional organizations, to provide opportunities for the development of sound administrative, technical and financial management skills. The most significant example is SPRDO assistance, through the universities of Hawaii and Cornell, to the University of the South Pacific. This effort has enabled its School of Agriculture and research institute located in Western Samoa to make progress toward becoming a regional center of excellence in agricultural research, education and extension.

The ten island nations served by SPRDO are sufficiently different in level of development and capacity for further development that some traditionally tried institution building components which have not worked elsewhere, have a reasonable chance of succeeding in the South Pacific. For example, training in itself has proven in many cases to be of limited success as an institution building intervention. However, in the case of small island nations like Tuvalu, Niue, and the Cook Islands it is possible for a single, well-trained, development planner or health care administrator, or a small business entrepreneur skilled in marketing and management techniques, to make a significant impact.

The most critical areas of concern in South Pacific institutional development today relate to: the host country policy environment; the potential of various alternative forms of central and local organization; the importance of institutional learning capacity (e.g. closer relationship between SPRAD and local farmers to keep research and technical development appropriate and within the capacity of farmers to absorb and to implement); improvement of coordination and linkages among institutions; and the role of institutions in undertaking the development and maintenance of physical infrastructure.

G. OTHER DONOR ASSISTANCE

Total annual A.I.D. assistance to the South Pacific region is relatively small. This fact has consequently shaped the strategy for its implementation.

In broad terms, total current annual assistance by all donors to the ten countries of the South Pacific served by A.I.D. is about \$600 million. A.I.D. funding to these ten countries makes up about 1% of the total. Actual flows to the ten countries from the majority of the bilateral and multilateral donors is shown in OECD's 1984 "Review" of development cooperation and in Annex 9 of the Crandall Report.

Four international agencies (ADB, EEC, IBRD, and the UNDP) and three major bilateral donors (Australia, United Kingdom, and New Zealand) comprise the core group providing external assistance to the independent nations of the South Pacific. Assistance from the international organizations is limited to countries which are members of those organizations. The UNDP is the main body through which various United Nations assistance is channeled. The direction and volume of bilateral assistance tends to be influenced by the historical ties of a donor country with each of the now independent island countries. Other countries, such as Japan and the Peoples Republic of China, have recently increased their assistance to the region.

Because of the relatively modest amount of A.I.D. assistance and staff available, SPRDO strategy has traditionally emphasized filling in "gaps" in other donor programs, and in "leveraging" other donor funds.

The larger donor community has not traditionally been concerned with grass roots, community development programs in any sector. SPRDO's

collaboration with the private and voluntary organizations, and with the U.S. Peace Corps, has done much to fill this gap in larger donor programs. By focusing these PVO and Peace Corps programs into a few A.I.D. priority areas, and by assuring that they are designed and implemented with the concurrence of central and provincial planning organizations, SPRDO will continue to ensure that its programs not only meet A.I.D.'s strategic objectives for the region, but also are familiar to, and reflect the policies of, national planning authorities.

#### H. MANAGEMENT EFFICIENCIES

Although the South Pacific Regional Program is modest in total funding compared to other A.I.D. country or regional programs, it is one of the largest in numbers of activities supported. SPRDO is currently executing approximately 100 - 125 obligating documents per year for new grants, contracts and amendments/incremental funding for on-going grants and contracts. Part of the current SPRDO strategy is to implement prudent and more efficient techniques to reduce this workload.

Management efficiencies which will be put into effect during the current planning period are:

- 1) As a general practice, eliminate previously required SPRDO approvals for "small projects" funded within PVO Co-Financing grants to PVO's. The general practice now is to outline specific project criteria for A.I.D.-supported "sub-projects" in Co-Fi grants, require PVO's to report small projects activity in their quarterly reports, and to hold them responsible for insuring that overall SPRDO regional strategies and project priorities are met.

2) Enter into Multi-Project Support Grants with two or three PVO's. The Grants ("MPS's") are authorized in the current PVO Co-Financing Project Paper, and will be used to collapse several current PVO specific support grants in various countries into a single grant instrument for the South Pacific. It would be available only to PVO's with proven records of good management in the region. SPRDO plans to collapse 10 current specific support grants with three PVO's for six countries into three regional MPS's. In addition, even if a PVO does not have an MPS grant, SPRDO will still plan to consolidate all of that PVO's A.I.D.-supported activity into a single, country-specific grant.

3) Create a single Multi-Project Support Grant with the South Pacific Commission (SPC) to consolidate the existing individual grants for each SPC activity supported by SPRDO. An SPC MPS grant at this time would collapse four existing SPRDO-supported activities of the regional organization into a single grant document.

4) Obtain redelegated authority for the SPRDO to authorize and sign grants with regional organizations like the SPC (currently, authority is retained by the AA/ANE for grants of any amount to these organizations). This efficiency is ancillary to 3) above.

5) Increase use of automated equipment and software programs for contract and grant documentation and management, and for financial and property management and reporting.

The SPRDO will retain its current practice of negotiating individual Accelerated Impact Program (AIP) grants with the U.S. Peace Corps and governments. Although staff and document-intensive, the AIP program gives SPRDO the flexibility to be opportunistic in responding to small island nation community development needs.

#### IV. R E S O U R C E S

##### A. PROGRAM PLAN

##### Funding Levels

The Table on the next page presents total, current Approved Assistance Planning Levels (APPL's) for the five-year CDSS planning period, FY 1986 - FY 1990, and the estimated division of the totals among A.I.D. appropriation accounts. The totals reflect an increasing emphasis in the total program on health, agriculture and training. Through FY 1985, all SPRDO funding for the South Pacific Regional program was grant Development Assistance. ESF grant funding will become a part of SPRDO funding when a Fiji bilateral is established in FY 1986. The Fiji bilateral program is funded entirely from ESF in FY 1987 and thereafter.

The totals also reflect an absolute reduction in A.I.D. assistance to the 10-nation South Pacific Region from previous AAPL's. Moreover, they represent a no-growth program in real terms, and a net loss of A.I.D. funds to the other countries in the region, vis-a-vis Fiji, in view of the Fiji bilateral program to begin in FY 1986. The Ambassador to Fiji, who is also accredited to Kiribati, Tonga and Tuvalu; and the Ambassador to Papua New Guinea, who is also accredited to the Solomon Islands and has oversight responsibility for Vanuatu, have both expressed concern over these revised AAPL levels. Over the period FY 1986 to FY 1990, these levels are \$1.5 - \$2.5 million lower than the approved planning levels issued in April, 1984 for the regional program (ex Fiji bilateral).

SOUTH PACIFIC REGIONAL  
PROGRAM PLAN BY APPROPRIATION ACCOUNT (\$000),  
BY DH PERSONNEL WORK YEARS, FY 1986 - FY 1990

<u>Appropriation Account</u>	<u>FY 1986</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>FY 1989</u>	<u>FY 1990</u>
AGRICULTURE, RURAL DEVELOPMENT & NUTRITION (ARDN)	3,700	3,700	3,700	3,900	4,000
HEALTH (HE)	500	600	600	700	800
EDUCATION AND HUMAN RESOURCES (EHR)	1,800	2,000	2,000	2,100	2,300
SELECTED DEVELOPMENT ACTIVITIES (SDA)	500	700	700	800	900
SUB-TOTAL, REGIONAL	5,000	5,500	5,500	5,500	6,000
SUB-TOTAL, FIJI	1,500	1,500	1,500	2,000	2,000
DA	( 500)	(-----)	(-----)	(-----)	(-----)
ESF	(1,000)	(1,500)	(1,500)	(2,000)	(2,000)
<b>TOTAL GRANTS</b>	<b>6,500</b>	<b>7,000</b>	<b>7,000</b>	<b>7,500</b>	<b>8,000</b>
TOTAL DH PERSONNEL	5.0	5.0	5.0	5.0	5.0
USDH WORKYEARS	4.0	4.0	4.0	4.0	4.0
FNDH WORKYEARS	1.0	1.0	1.0	1.0	1.0

SPRDO shares the two Ambassadors' concern and believes the following levels for the regional program (provided in April, 1984), plus new levels for the Fiji bilateral, are more realistic and appropriate (\$000):

	<u>FY 1986</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>FY 1989</u>	<u>FY 1990</u>
SUB-TOTAL, REGIONAL	6,500	7,000	7,500	8,000	8,500
SUB-TOTAL, FIJI	1,500	1,500	1,500	2,000	2,000
TOTAL GRANTS	8,000	8,500	9,000	10,000	10,500

In fact, the Ambassador to Papua New Guinea believes that even the April, 1984 AAPL's for the regional program (ex Fiji bilateral) are minimally acceptable and that the annual increments should approximate at least \$1.0 million (see Political Overview, II. B.)

#### Clientele and Portfolio

The South Pacific Regional Development Office currently serves 10 countries, 3 American embassies, 5 U.S. Peace Corps Country Programs, 3 regional organizations, and 10 private and voluntary organizations which have 16 offices located in nine of the AID-assisted South Pacific countries.

The SPRDO's on-going portfolio currently averages approximately 22 - 25 grants with PVO's, 50 - 75 grants with the U.S. Peace Corps and local governments, and 6 - 10 grants with regional organizations.

SPRDO relates to this program clientele and grant portfolio with 3 USDH program management officers, one (1) USDH secretary, 4 U.S. PSC's and 5 local PSC's (these staff levels are projected as of the beginning of the CDSS period in FY 1986).

This clientele and portfolio pattern is generally expected to be maintained over the CDSS period -- with some important exceptions. First, the Fiji bilateral to begin in FY 1986 will add a new dimension (formal government-to-government assistance program) with its own administrative and programming requirements. However, those requirements can be assumed within the current and projected SPRDO staffing levels. Second, as noted above under "management efficiencies," the administrative requirements for the PVO and regional grant portfolios should be reduced by approximately 50% with the introduction of Multi-Project Support grants in the PVO and SPC programs, and the policy of one-grant-per-country for PVO's not receiving MPS's. Third, the addition of new projects to the portfolio for Development Support Training and Regional Private Enterprise Development will increase the numbers of grants and personal services contracts administered by SPRDO. However, these increases in portfolio will contain their own administrative and management assistance since both program plans provide contract personnel to work with the projects.

From the beginnings of the SPRDO program (FY 1978 - 1979), through FY 1985 implementation of grant Development Assistance, funding to the region has been through U.S. and indigenous private and voluntary organizations, regional institutions, and the small grants "Accelerated Impact" program. Over this period, the portion of SPRDO funding being implemented through PVO's has averaged from a high of 78% in FY 1978 to 68% in FY 1985; the regional institutions have implemented about 20% - 25%; and the Accelerated Impact Program has implemented about 5% - 8%.

With the beginning of the CDSS planning period in FY 1986, and the initiation of new modes for implementation (Fiji bilateral, other government-to-government assistance by means of the new regional programs for training and private enterprise development) the portion of the total SPRDO program being implemented by the non-governmental, private organizations will decrease from 68% in FY 1985 to 40% - 50% within the CDSS period. The difference will be accounted for primarily by the new

programs, as well as increased SPRDO assistance to regional organizations. The Accelerated Impact Program will be modestly increased to accommodate more direct assistance to governments for small projects; the AIP will equal about 8% - 10% of the total SPRDO program.

Within the CDSS planning period SPRDO will maintain an overall program of seven principal projects:

- |   |  |
|---|--|
| 1. 879-0001, PVO Co-Financing                           | 5. 879-0007, USP Satellite<br>Regional Communications                    |
| 2. 879-0003, Regional Private<br>Enterprise Development | 6. 879-0256, Accelerated<br>Impact Program (AIP)                         |
| 3. 879-0004, Development<br>Support Training (DST)      | 7. 879-0267, South Pacific<br>Region Agricultural<br>Development (SPRAD) |
| 4. 879-0006, SPC Multi-<br>Project Support              |  |

As noted above, of course, most of these seven principal projects will serve as vehicles for several sub-project grants and contracts. The Fiji bilateral will require its own eventual project development (not necessarily to the exclusion of all of the above seven projects). And as the SPRDO moves into increasing assistance in health and development administration there is the possibility that an SPRDO project will be designed for directly assisting governments with these areas rather than more indirectly through PVO and regional programs. Nevertheless, the SPRDO regional program (ex Fiji) is expected to be implemented through approximately seven or eight principal projects.

Finally, to reiterate, the total SPRDO program plan outlined here (regional plus Fiji bilateral) will average about 1% - 2% of all donor assistance to the South Pacific over the CDSS planning period.

B. CENTRAL FUNDS

The SPRDO program will directly cooperate with, and draw upon, A.I.D. centrally funded programs; and will more thoroughly document A.I.D. centrally funded programs taking place within the region.

Although the SPRDO has built Program Development and Support budgeting into some of its projects (e.g. PVO Co-Financing and Development Support Training), it will continue to rely significantly on Asia Bureau annual PD&S allowances. Approximately \$300,000 will be required annually to carry out a number of activities which SPRDO is not able to finance through existing projects. These requirements will be primarily for project monitoring and data systems, CDSS-related sector studies and assessments, and general purpose activities. Given new emphasis in the health sector, SPRDO anticipates significantly increased requirements for health account PD&S funding.

SPRDO strategy also will more consciously utilize centrally funded programs from the Science and Technology Bureau (especially S&T/AGR, S&T/HP and S&T/RD), the Office of Foreign Disaster Assistance (OFDA) and the Bureau for Food for Peace and Voluntary assistance (FVA/PVC).

The SPRDO health program plans to utilize the capabilities of the centrally funded JHPIEGO, MEDEX and PRITECH programs, and to develop cooperative agreements with the Schools of Public Health and Medicine at the University of Hawaii. Similarly, in the agriculture sector, SPRDO has already begun, or intends, to draw upon S&T programs for NIFTAL, SMSS, FSS, IBSNAT and centrally funded programs for forestry support. OFDA has already funded programs related to disaster preparedness (in addition to several cases of actual disaster relief). Given the region's proclivity to natural disasters, SPRDO anticipates a continuing relationship with centrally-funded OFDA support for disaster preparedness. FVA/PVC and S&T/RD have programs which SPRDO will draw upon to assist the work of

PVO's (e.g. in supporting their work with the indigenous small business sector). SPRDO also anticipates continued central funding for the COOP/SOPAC oceanographic research program.

There is no regular reporting by the A.I.D. central bureaus and offices (PRE, S&T, OFDA and FVA) of the geographical distribution of their grants by country, by year. Consequently, total A.I.D. assistance data is consistently under-reported for the South Pacific. In the CDSS period, SPRDO will not only draw directly upon A.I.D. central funds, but will also actively solicit AID/Washington's assistance and support in thoroughly documenting all A.I.D. funds accruing to the region.