

# REVIEW OF VANUATU'S AGRICULTURE EXTENSION SERVICES



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**DISCLAIMER**

The findings, interpretations and conclusions expressed in this report do not necessarily represent the views of the New Zealand Agency for International Development (NZAID). NZAID does not guarantee the accuracy of the data included in this publication.

## Acronyms and Abbreviations

|        |   |
|--------|---|
| ACIAR  | Australian Centre for International Agricultural Research   |
| ADB    | Asian Development Bank  |
| AusAID | Australian Agency for International Development   |
| CBO    | Community based organisation  |
| CCDP   | Cocoa Development Programme   |
| CDAW   | Convention on the Elimination of all Forms of Discrimination Against Women  |
| CGA    | Cocoa Growers Association   |
| COV    | Coffee Organisation of Vanuatu  |
| CPDP   | Copra Development Programme   |
| CPOV   | Coconut Oil Products Vanuatu  |
| CPS    | County Programme Strategy (NZ AID)  |
| CRP    | Comprehensive Reform Programme  |
| CSO    | Civil Society Organisation  |
| DARD   | Department of Agriculture and Rural Development   |
| DESP   | Department of Economic and Sector Planning  |
| DG     | Director General  |
| DOF    | Department of Fisheries   |
| DoWA   | Department of Women's Affairs   |
| DTF    | Department of Forestry  |
| DTII   | Department of Trade Industry and Investment   |
| DPs    | Development Partners  |
| EU     | European Union  |
| FA     | Field Assistant   |
| FAD    | Fish Aggregating Device   |
| FAO    | Food and Agricultural Organisation of United Nations  |
| FS     | Farm Support Association  |
| FER    | Functional and Expenditure Review   |
| GDP    | Gross Domestic Product  |
| GDI    | Gender-related Development Index  |
| GIP    | Government Investment Programme   |
| GMO    | Genetically Modified Organisms  |
| GOV    | Government of Vanuatu   |
| HDI    | Human Development Index   |
| HRD    | Human resources development   |
| JICA   | Japan International Cooperation Agency  |
| LDC    | Least Developed Country   |
| MAQFF  | Vanuatu Ministry of Agriculture, Quarantine/Livestock, Forestry and Fisheries   |
| M&E    | Monitoring and Evaluation   |
| MBC    | Ministerial Budget Committee  |
| MCA    | Millennium Challenge Account  |
| MDGs   | Millennium Development Goals – adopted by the UN General Assembly in September 2000 pledging that all 189 UN member states will achieve certain development goals by 2015 |
| MFAT   | Ministry of Foreign Affairs and Trade (New Zealand)   |
| MFEM   | Ministry of Finance and Economic Management   |
| NFE    | Non formal education – learning that happens outside the traditional  |

|         |  |
|---------|--|
|         | school setting   |
| NGO     | Non government organisation  |
| NZ      | New Zealand  |
| NZAID   | New Zealand Agency for International Development   |
| PAA     | Priorities and Actions Agenda 2006-2015  |
| POPACA  | Projet d'Organisation des Producteurs pour la Commercialisation Associative  |
| QLD     | Quarantine and Livestock Department  |
| REDI    | Rural Economic Development Initiative  |
| SPC     | Secretariat of the Pacific Community   |
| SSSEP   | Smallholder Support Services Extension Project   |
| STABEX  | Stabilisation of Export Earnings   |
| SWAp    | Sector Wide Approach – a way of providing development assistance that strengthens national ownership and helps build nationally managed systems with the support of donors and lenders |
| TA      | Technical Assistance – usually in the form of advisers   |
| TNA     | Training needs analysis  |
| TVET    | Technical, Vocational, Education and Training programme  |
| UNDP    | United Nations Development Programme   |
| VAC     | Vanuatu Agricultural College   |
| VANGO   | Vanuatu Association of NGOs  |
| VANWODS | Vanuatu Women in Development Scheme, a microfinance programme for Vanuatu women  |
| VARTC   | Vanuatu Agricultural Research and Training Centre  |
| VCCE    | Vanuatu Copra and Cocoa Exports  |
| VCCI    | Vanuatu Chamber of Commerce and Industry   |
| VCMB    | Vanuatu Commodities Marketing Board  |
| VNCW    | Vanuatu National Council of Women  |
| VRDTCA  | Vanuatu Rural Development Training Centres Association   |
| VSA     | Volunteer Services Abroad (NZ)   |
| VSO     | Volunteer Services Overseas (UK)   |
| WAG     | Women in Agriculture   |
| WB      | World Bank   |
| WTO     | World Trade Association  |

## SUMMARY

### Introduction

This review of the extension services in Vanuatu is the result of a request by the Ministry of Agriculture, Livestock/Quarantine, Forestry and Fisheries (MAQFF) to NZAID in late 2006. The original purpose of the review was to critically analyse the performance, strengths, constraints of the extension services provided by all four departments of MAQFF and other non-state extension service providers, and to provide recommendations on how the relevance, effectiveness, and sustainability of extension services could be improved to provide for the needs of the productive sector, taking account of international trends in the role and delivery of extension services.

Due to difficulties fully accessing the departments of Fisheries, Forestry and Quarantine, this review focuses primarily on the extension services of the Department of Agriculture and Rural Development (DARD), although where available, analysis refers also to the other departments of MAQFF. An in-country visit was conducted in November/December 2007 with a follow-up visit in March 2008. Wide ranging consultations were conducted with stakeholders in Port Vila and the provinces of Tafea, Sanma, Malampa and Penama. This report is a revision of the draft report that was submitted to NZAID in December 2007.

### Historical performance of extension

Historically, Vanuatu's extension services were provided by government (MAQFF), supported by several large donor-funded development programmes in the 1980s for copra, cocoa, coffee, cattle and fisheries. More recently other non-state providers have developed capacity. The Civil services strike in 1993 resulting in the dismissal of many of MAQFF's experienced and productive staff which severely affected the capacity of the service. The Comprehensive Reform Programme (CRP) of the 1990s resulted in a further restructuring of MAQFF in staff and resources, which coincided with an end of the large donor-assisted development programmes. The reorganisation of MAQFF proposed under the CRP was not fully completed and government's budget allocation to MAQFF has not increased significantly since the 1990s. In recent years the main project providing external assistance to the extension services is the POPACA project funded by the French Government and the EU from 2002 to 2007, providing Vt30 to 40 m per year. A second phase is in the pipeline.

There has been very little direct support to women producers, little recognition of different gender roles and women's contribution and needs in the productive sector and for rural livelihoods.

MAQFF's situation today is typified by DARD with aging extension staff largely based at the provincial headquarters struggling to fulfil their duties within the constraints of limited operational funds provided by the government's recurrent budget, a lack of transport, few projects and a general lack of direction, motivation and weak management.

### Current structure of MAQFF

MAQFF has four departments (agriculture and rural development, quarantine/livestock, forestry, and fisheries), is headed by the Minister of Agriculture and a Director General. MAQFF is also responsible for the Vanuatu Agriculture Research and Training Centre (VARTC) and the Vanuatu Agricultural College (VAC) on Santo, although they are funded directly from the Ministry of Finance and Economic Management (MFEM). Total

staff establishment of MAQFF is around 225, of which about 175 can be classified as professional staff, with DARD having the greatest number of staff. Only a few of the staff are women. Several key staff positions are vacant, especially in forestry and DARD. Of the four departments QLD, forestry and fisheries are regarded as having reasonable technical capacity, with DARD's extension officers having a lower level of training and technical competency.

#### **MAQFF budget allocation and resources**

MAQFF's budget from government for 2008 is Vt445 m including Vt50 allocated under the Government Investment Programme. Around 69 percent of funds are committed to salaries -very high according to international standards. The budget allocation to MAQFF has remained similar for the last few years, and in real terms has declined. Fisheries Department's budget has not increased for seven years.

### **Providers of Extension Services in Vanuatu**

#### **MAQFF.**

The main provider of extension services nationwide through its 175 professional officers in four departments is represented in all six provinces, although not all departments have staff in each province. The current objectives of MAQFF as stated in its corporate plan are:

- Increase the cash incomes of smallholders and build sustainable livelihoods in primary industries
- Facilitate larger and more commercially orientated investment and carefully manage foreign involvement in Vanuatu's resource based primary industries
- Ensure effective Government regulations and organisational/managerial infrastructure
- Strengthen international partnerships with donor agencies
- Increase revenue collection within the Ministry
- Improve Extension services

An Agricultural Sector Policy was produced in 2007 with assistance from FAO and NZAID. It states the priority objectives for the sector as: agricultural trade facilitation and marketing, processing and added value; and agricultural production.

#### **Non-government providers.**

Several non-state organisations also provide extension services to the rural community, mostly concerned with specialist crops such as vanilla, spices and livestock, some of which are vertically integrated into production, processing and export. The most important are:

**Vanuatu Chamber of Commerce and Industry (VCCI).** VCCI has small extension programmes to help DARD disseminate research results to farmers and programmes for kava, root crops, livestock and fisheries, with support for donors. While they are effective in what they do, they have limited coverage, their extension work is outside their main brief to support the business community, and they duplicate what MAQFF should be doing.

**Farm Support Association.** An old established institution that cooperates with DARD to provide technical training for specialist crops (vanilla and pepper), very effectively. A sister organisation, the Syndicate Agricole also provides support to the productive sector and has a programme of importing day-old chicks for household egg production.



**Other service providers.** Several other private sector businesses and NGOs are active in supporting aspects of the agricultural sector including the Kava Store, Venui Vanilla, Tanna Coffee and Sandalwood Futures Limited. These organisations have a good reputation for supporting agri-business and the production, processing and export agricultural commodities.

### **Other Stakeholders**

**Department of Women's Affairs (DoWA)**, the main government body supporting women in Vanuatu but they have weak links to the provinces and civil society. They recognise the need to increase gender mainstreaming in government policy and programming, but this is hindered by a lack of dedicated staff and provincial representation. The VANWODS microcredit programme was developed by DoWA.

**Vanuatu Rural Development Training Centres Association (VRDTCA)**, an NGO that supports a network around 40 rural training centres (RTCs) throughout Vanuatu. RTCs are community-based and provide competency-based skill training for young people. They do training-of-the-trainers in non-formal education and work with AusAID's TVET programme, US Peace Corps and other NGOs. The RTCs could be a valuable resource for providing more community-based training in cooperation with MAQFF.

**Vanuatu National Council of Women (VNCW)**, an NGO which supports a network of women through Women Councils in all six provinces, supported by the international community and various donors. VNCW through their wide network and established structure have potential to partner MAQFF in delivering special programmes for rural development and promoting women's development.

**Church Associations.** These also have a comprehensive network that provides a linkage from the centre to the grassroots for the exchange of information and for providing specific support to women's development.

**Vanuatu Association of NGOs (VANGO)**, an umbrella organisation for NGOs and the national focal point to assist them and CBOs in their work. Although VANGO do not have much capacity in their own right, they could be an important point of contact for outsourcing particular extension programmes to support the productive sector through its membership.

### **Ni-Vanuatu women farmers/gardeners**

Women play a significant role in the agricultural sector in Vanuatu, and to a lesser extent in the fisheries and forestry sector. They are mostly involved with subsistence food production, while men tend to control the production of cash crops (and the use of the proceeds). Women are underrepresented in employment in the formal sector, lack participation in local and national government, and have a lower participation in high level policy and decision making. Generally speaking, gender bias favouring men is widespread in Vanuatu: women are disadvantaged and discriminated against in a male dominated society.

Vanuatu is party to international, regional and national commitments to advancing gender equality including CEDAW, and is therefore obliged to eliminate discrimination against women. The recently endorsed Vanuatu National Plan of Action for Women 2007-2011 specifies several roles for MAQFF which relate to extension services. In addition the Agricultural Sector Policy 2007 highlights the need to extend support to women and youth.

Information about the involvement, contribution, needs and potential of women in the productive sectors is limited. MAQFF staff are not well versed in gender issues and there are only a few female offices: previous experience with female extension officers was not so successful. Subsistence crop production and small-scale agro-processing has received minimal support from the extension services relative to cash crop production. MAQFF does not have any specific programmes for women –only its mainstream extension work - although they do recognise the special needs of women and are planning special programmes. Fisheries Department has no targeted support for women fishers.

Access to land is a major issue for women. Handicrafts production is the main means of income generation and they need support for marketing, supply of raw materials and credit. In agriculture they need assistance for the supply of planting materials, new varieties, marketing of surplus production and poultry production. The recruitment of dedicated women extension offices and targeted training for women as well as gender mainstreaming in MAQFF are needed to rectify the situation.

### **Issues and Constraints to Effective Extension Services in Vanuatu**

MAQFF's extension services have not recovered from the reduction in staffing and resources following the civil service strike and CRP. They do not have sufficient operational funds (salaries take up 70 percent) for transport, to implement work programmes, supply extension material and provide management and supervision to operate as an effective service. Funding is constrained by the overall government budget and increased allocation for MAQFF is not considered likely in the medium term, although more donor assistance will probably be available for a revitalised MAQFF.

Private extension services do provide good services for selected commodities, but do not provide a nationwide coverage and address the broader needs of rural producers.

Specific issues affecting the extension services brought to the attention of the review team are noted as follow:

#### **Governance and management**

- Weak institutions and governance at all levels, including MAQFF
- MAQFF lacked a clear policy and strategy (before 2007)
- MFEM budget allocations to MAQFF are restricted
- Sector levies on export and resource rentals go to general revenue and are not allocated to support their sectors.
- Lack of assistance from DESP for sector planning
- Directors have many conflicting demands on their time
- Lack of gender analysis in planning and programme development
- Lack of annual planning workshops and refresher training
- Poor office support – email, internet, administration support

#### **Staff level and capacity**

- Current staff cannot complete annual workplans
- Staff capacity needs upskilling, especially DARD
- Lack of skills and time to ensure gender equitable outcomes.

#### **Compartmentalisation**

- MAQFF tends to work in isolation with other government and non-government service providers
- Potential synergy for working with non-state actors has not been developed

### **Funds disbursement**

- MFEM imprest financing and acquittal system delays release of funds
- The closure of revolving funds after CRP reduced funding flexibility
- Reallocation of budget to other uses frustrates planning and implementation of programmes

### **Project funding**

- Donors still prefer to work outside the government system of financing and accounting for funds, although this clearly goes against the principles of the Paris Declaration and undermines government capacity

### **Lack of extension materials**

- Limited production and availability of materials - pamphlets, video, DVDs etc for use by extension services

### **Linkages to research**

- VARTC does not have capacity to produce and distribute applied research extension results and materials to producers

### **Other sector constraints**

- Poor infrastructure for road transport
- Infrequent and costly transport, especially sea transport
- Undeveloped telephone and internet services
- Limited and costly supply of inputs
- Lack of credit for rural producers
- Costly market access and imperfectly functioning markets

## **Current International Approaches for Extension Services**

Various international approaches for extension have evolved, but there is no universal model applicable to all situations. Countries have modified and adopted different features according to their circumstances and need. The top-down prescriptive model is no longer relevant and extension services are moving toward a more participative bottom-up inclusive approach for supporting the rural sector.

**Goal of extension:** “to improve farmer’s access to agricultural and rural knowledge, information, skills and management practices.”

**Role of extension:** changed from simply providing advice based on technology to supporting the broader development of human resources in rural areas. Three major functions are generally recognised:

- **Transferring knowledge**, skills, information and technology to and from farmers in aspects of agricultural production, processing and marketing;
- **Developing facilitation skills** to organise and mobilise farmers and communities and to identify their objectives, needs and aspirations; and
- **Building human resource capacity** to have a “self-help” approach to rural community development, agricultural productivity and individual development.

Internationally the main change in extension practices has been a move from a publically funded and provided extension *service* to an extension *system* that uses a range of models and providers to meet the needs of rural producers. This has been accompanied by several

major policy, structural and process changes in the shape of extension services which cover:

- The Role of Government
  - Providing extension services to the rural population, especially the poor, is still regarded as a primary responsibility of government – a public good
  - Some countries have totally privatised, e.g. New Zealand, but most developing countries have publically funded services, especially for subsistence and semi-commercial smallholders, like in Vanuatu
- Role of producer associations
  - Recognition of the role of producer associations and cooperatives in supporting producers interests and in mobilising farmers
  - Private sector has an importing role in facilitating marketing and trade through vertical integration with producers
- Separation of funding from delivery
  - Some countries separate funding from the delivery and involve stakeholders in determining services needed through giving voice to producers through representative bodies.
- Decentralised service provision
  - Decentralisation of funding to regional or provincial level to improve rural producers involvement in planning and accessing services
- Public services targeted to poor farmers
  - Public free services directed to poor farmers with the commercial sector required to contribute to the cost of services, or obtain services from private providers on a fee paying basis.
  - This allows more government funding to be directed to poor farmers
- Private sector access to public funds for extension delivery
  - Allowing private sector access to public funds for delivery of extension services through competing for contestably funds – a *pluralism* or *socialisation* of services
- Private sector contribution to costs of services
  - Private sector providers may contribute to the cost of extension, when they are vertically integrated in production, processing and marketing of products
  - Development of commercial services on a user-pays basis to commercial farms
- Participatory farmer driven process
  - Use of participatory methods to determine farmers needs and priorities, often including broader community development issues – water supply, roads, health etc
  - Use of Farmer Field Schools to analyse the situation and plan solutions, often linked to grant funding following completion of certain prerequisites
- Development of a broad cadre of service providers
  - Use of locally based lead farmers and extension providers, maybe working on a part-time basis
  - Registration and accreditation of local extension providers and their evaluation
  - Also development of specialised subject matter specialists (e.g. vanilla processing)
- Contestability and contracting out

- Contracting-out of private sector providers for delivery of extension services and use of contestable funds managed by MAF
- Need for up-skilling and retraining
  - Recognition that extension workers need additional training in extension methodology, technology, gender and women's development and communication methods
- More emphasis on impact evaluation
  - Closer monitoring of outputs and outcomes to measure impact of cost: benefit of extension
- Food security
  - Previously an important motivation for extension services to achieve national and regional food security, but now less important as countries have obtained self-sufficiency. (Although food security is not a major issue in Vanuatu, except in localised areas due to relative isolation and natural disasters, there is a heavy reliance on imported rice - securing self-sufficiency is important to building resilience into development)
- Environmental sustainability
  - Broadening scope of extension to deal with longer term issues of environmental protection and sustainability in response to increasing land pressure and more intensive production.
  - Future issues such as the impact of global climate change, threat of HIV/AIDS (to avoid the dire consequences as experienced in sub-Saharan Africa and the looming threat in PNG), and management of carbon credits may need to be accommodated.

### **Pacific And International Models Relevant To Vanuatu**

Several particular approaches to defining and delivering extension services that have been developed in neighbouring Pacific countries are relevant to Vanuatu, including:

**Participatory Out-sourced model from PNG (SSSEP)**, an approach which combines participatory processes, contestable funding and out-sourced extension delivery through registered accredited extension providers at local government level. Priority needs are identified through a participatory process and services providers contracted on a competitive basis to deliver on the needs of rural producers.

**Nucleus Enterprise Model (NEM)**, proposed for Vanuatu as a means of supplying supporting services, such as credit, technical inputs and market access, to rural producers who want to commercialise production and produce more product for the market, (such as vanilla). The model could be expanded to cover other crops with the role of extension services to facilitate and provide advice.

**Tonga Young Farmers Association**, a partnership between the National Youth Congress and MAF extension services has developed a "Future Farmers of Tonga" programme through young farmer groups (male and female) to promote young peoples involvement in agriculture with the objective of providing an alternative livelihood for school leavers. The programme is similar with VRDTCA programmes for rural youth through their RTC network. It would be useful to evaluate the Tonga programme more carefully with a view to adopting the approach to supporting youth in agriculture in Vanuatu.

**Participatory Methods for the Pacific.** Since the early 1990s participatory methods have been used in Pacific ACP countries to quickly identify the needs of communities and to

plan appropriate responses. They follow the theme of participation of people in the process of *learning* about their needs and opportunities, and in the *action* required to address them. Participatory methods have been applied in Vanuatu as part of several programmes and projects including PRAP I and II and EU/SPC DSAP Project, the REDI programme, FAO support for Forestry Department. Although not a new approach to Vanuatu, more mainstream adoption of a standard participatory approach could underpin the way forward in identifying needs and planning extension services.

## **Recommendations for a Future System for Extension Services**

Recommendations are made for the restructuring and rejuvenation of MAQFF extension services appropriate to a small island country with its unique features of many small islands, diverse population, high transport and logistical costs and a large subsistence agricultural sector.

### **Productive sector extension needs**

The needs of the productive sector cover the three functions of information exchange, facilitation, and human resource development. In addition there are several particular functions that are also important for MAQFF to provide in the Vanuatu context that involve extension services to some extent. These include: enforcement of quality standards, certification, border protection and phytosanitary control; organic certification and fair trade certification; export promotion; representation on international bodies, support for producer associations, availability of credit, food security and supporting environmental sustainability through a farming systems approach.

From the rural producers' perspective, the more immediate needs mostly relate to marketing of products and supply of inputs, while longer term needs relate to the sustainable use and management of the natural resources. Issues concerning food security and environmental sustainability are location specific, but generally Vanuatu does not have problem of food security as most communities are able to produce sufficient food, except in the aftermath of an extreme event such as a cyclone. However reliance on imported rice is an issue becoming more important, particularly with increased international food prices. Environmental sustainability is not a major problem, but in some areas, such as Tanna, increasing population pressure and more intensive land use is likely to make this issue more important in the future.

### **Determining extension needs**

The extension service needs of rural producers are varied according to the product, location and marketability of their production. Currently there is no systematic process to determine producers' needs, articulated by them through a systematic participatory process of consultation. Usually needs are identified through top-down planned programmes, although ad hoc consultation is also done, often as part of a specific project or programme.

In the past most development projects in the natural resource sector concentrated on the production of commodities for export and the local market. Now there is the need to consider a broader farming systems approach including subsistence food crops and traditional livestock.

A mechanism will be required to identify provincial needs and structure extension services to meet needs as identified by participatory consultation. This needs to be linked into regular national planning workshops for staff, like used to happen.

## The Extension System

The ideal extension system should recognise the best of the features that are applicable to Vanuatu, with a move from an extension *service* to an extension *system* involving public and private sector providers. MAQFF would have the overall role as the coordinator and

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| <p><b>Framework of Revitalised Extension System</b></p> <ul style="list-style-type: none"> <li>• MAQFF to have the capacity (with donor support) to provide public services on a sustainable basis. In addition to capacity building, this should involve staff rationalisation and restructuring through voluntary redundancy</li> <li>• Support to non-government and private sector providers through collaborative and integrated programmes with MAQFF, especially for technical specialist support for specific products, eg vanilla, coffee, and to achieve National Plan of Action objectives in relation to agriculture and women.</li> <li>• Private sector providers having access to contestable</li> </ul> |
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provider of public services following a restructuring and voluntary redundancy programme. It would work in conjunction with other specialist providers according to their comparative strengths. A framework for a revitalised service would involve:

Features of the

revitalisation should include:

- **Funding**
  - Be sustainable through recurrent budget government funding to achieve a core level of activities for MAQFF, with additional donor support.
  - Support a greater functional devolution of responsibility to the provincial level
  - Develop capacity of staff to access funds from other funding sources,
- **Determining need and delivery**
  - Be responsive to demand driven needs of the sectors determined by a participatory process managed at the provincial level.
  - Work in collaboration with the range of service providers to most effectively deliver services including the private sector, NGOs, leading farmers and other non-government providers.
  - Maintain a database and register of extension service providers.
  - Support dissemination of applied research information to producers.
  - Develop strong linkages to rural leaders and lead farmers and support the sustainable functioning of producer associations
- **Extension material production and dissemination**
  - Produce and use appropriate media for the dissemination of extension message and material including printed material, posters, DVDs and radio programme broadcasts.
- **Administrative and logistic support**
  - Provide adequate management and logistical support to extension field staff including effective office facilities, support staff, communications, transport, timely disbursement of operational funds, management, annual planning workshops and in-service training and refresher courses.
- **Management and HR development**

- Strengthen a Contract Management Unit in the MFEM to administer the award of contracts to out-sourced contracts for extension service delivery.
  - Establish processes within the Contact Management Unit to monitor and evaluate the performance of the contracted service providers.
  - Incorporate monitoring and evaluation functions in MAQFF to measure outputs and effectiveness of programmes.
  - Include support for staff personal development, defined career and merit-based promotion prospects.
- **Gender**
    - Incorporate gender analysis and gender awareness implementation as core activities, ensure gender equitable outcomes and to positively accommodate the needs of rural women and youth.

The adoption by MAQFF and its departments of a new extension methodology or system which includes these features will take time. It will require buy-in and commitment by MAQFF's senior management staff and the Government of the need for change, combined with support from donors. Meanwhile there are other immediate issues that could be addressed through short-term more immediate support while the longer process of planning and implementing the structural change is played out. This could be accommodated through a "Plan A" approach to implement the major longer term structural change, and a "Plan B" that addresses priority needs that could be supported in the interim while Plan A is being processed. A step by step approach could begin in selected provinces on a trial basis.

**Technical assistance.** MAQFF's restructuring and revitalisation process will probably need specialist technical assistance to provide assistance and guidance. This could be through a series of short term inputs by an international extension specialist with MAQFF having overall ownership and responsibility for maintaining the momentum of the process

### **Activities to Restructure and Strengthen Extension Services**

The fundamental activities are included in Plan A and presented first. More specific actions are presented under Plan B to increase efficiency and effectiveness in the shorter term, and are irrespective of the time-table for Plan A.

#### **Plan A**

Rationalisation of MAQFF function, staffing and support

- **Functional Expenditure Review**
  - Prioritise and align MAQFF activities with sector needs matched to staff resources and budget
  - Rationalise staff and human resources to meet the needs, skills and competency needed to deliver extension services
  - Revitalise DARD with trained, competent and motivated staff
  - Provide TA to assist the restructuring process
- **Voluntary redundancy for MAQFF staff**
  - Follow due process to offer redundancy for early retirement
  - Possibly 50 percent of DARD staff could be made redundant, thus saving about 15 percent of their annual budget, however:
  - Needs clarification from MFEM that salary cost savings could be reallocated to operational budget
- **Rationalisation and rehabilitation of MAQFF offices and facilities**



- Disposal of surplus buildings and staff housing
- Rehabilitation of provincial headquarters
- Rehabilitation and commercialisation of nurseries and demonstration farms
- **Strengthen administrative support and transport**
  - Adequately equip offices with computers, admin support, internet etc
  - Provide motorbikes to officers with shared access to a truck
- **Training Needs Assessment and Training**
  - Conduct a TNA of MAQFF staff and retrain as necessary
  - Utilise VAC facilities for staff training and refresher courses
  - Provide training in gender development
  - Extend training to other service providers and lead farmers
  - Consider TA to support the DG and senior officials in the capacity building, resourcing and long-term planning.
- **Strengthen Supervision and Management**
  - Support supervision and management
  - Develop staff assessment, feedback and performance-based career advancement

## **Plan B**

- **Information and Extension Materials**
  - Strengthen and resource the DARD Information Unit to produce extension materials and rural broadcast material
  - Support an Information Unit in VARTC to disseminate research results to producers
  - Production of an agriculture manual specific to Vanuatu
- **Support for Public/Private Partnerships and Contestable funds**
  - Mainstream involvement of non-state actors in delivery of extension delivery
  - Allocation of contestable funds for non-state provider
  - Identification of lead farmers and compilation of a data base of accredited service providers
  - Integration of extension services with RTCs and support RTCs to deliver community based training
  - Develop the nucleus enterprise model for the livestock sector.
  - Development of small village nurseries as micro enterprises for supply of seedlings
  - Provide capacity building and support for provincial staff to secure local funding for development activities, such as the REDI fund
- **Activities to improve gender-responsiveness of extension services**
  - Proactively promote recruitment of and professional development of women in MAQFF, especially as extension officers who can work specifically with women producers.
  - Build gender awareness of all MAQFF staff, especially field extension officers
  - Incorporate gender needs analysis in extension service planning and programme delivery to allow extension services, materials and messages to be based on diagnosed gender differences
  - Collect, use and monitor sex-disaggregated data for recipients of all extension services with a view to ensuring equitable access for women and men

- Develop and implement specific extension programmes which meet the particular needs of women in subsistence agriculture.
- Pilot demonstration agricultural extension initiatives for women in matrilineal areas and evaluate gender impact
- Target women separately in the delivery of extension services and training, with training delivery on-site rather than in centralised locations
- Partner with women's organisations and church networks to more effectively reach rural women with extension services and materials.
- Ensure producer associations include active women and youth representatives trained and empowered to actively participate.
- Consider the needs of youth and develop programmes to support engagement of youth and school leavers in productive sectors.

### **Next Steps and the Way Forward**

It is proposed that MAQFF should hold a workshop in early 2008 to discuss the report, highlight issues and reach a consensus of the way forward and develop a time-bound schedule of activities to be undertaken. Some specific aspects to be considered by the workshop could include:

- Obtaining a consensus on the framework of an effective system for extension services incorporating public and private sector providers
- Financial issues – procedures for the effective disbursement and acquittal of funds and necessity of working through the Government systems in accordance with the Paris Accord for Harmonisation.
- Confirmation of the need for the establishment of a process or coordinating mechanism/body for planning and scheduling donor support to the sector that is integrated with MAQFF policy and corporate plans through a sector wide approach (SWAp).
- Confirmation of the level of donor support and commitment for the revitalisation of extension services and development of a programme for the implementation of the interim short term support to MAQFF proposed by NZAID
- Confirmation of the necessity, and preparation of a schedule for a Functional Expenditure Review of the sector, and agreement on appropriate extension methodology to be applied.
- Development of a schedule and time-table for restructuring and revitalisation of MAQFF
- Human resource profile for extension agents and needs for retraining and up-skilling of extension staff.
- Incorporation of gender, environment issues into extension including the implications of Global Climate Change and the HIV/AIDS threat.

# 1. INTRODUCTION AND BACKGROUND

## Introduction

1. In late 2006 the Vanuatu Ministry of Agriculture, Livestock/Quarantine, Forestry and Fisheries (MAQFF) made a request to NZAID for assistance to review its extension services and to support the process of formulating an overarching national agriculture policy. In November 2007 consultants were contracted by NZAID to prepare the review of Vanuatu's extension services and to make recommendations for the restructuring and rehabilitation of the extension services.<sup>1</sup> In-country consultation work was conducted in Vanuatu from 11 November to 16 December 2007 with time spent in Port Vila and the provinces of Tafea, Sanma, Malampa and Penama. A range of stakeholders from the public and private sectors were interviewed during the course of the country visit including staff from MAQFF, other government departments, and members of producers associations, cooperatives, NGOs, private agri-business operators, exporters, farmers, and women's groups.<sup>2</sup> The findings and recommendations are presented in a draft report which was submitted at the conclusion of the assignment in Vanuatu. This report is a revision of the draft following comments from NZAID in early 2008 and a second visit to Vanuatu in March 2008 for follow-up consultation and gender analysis.

## Purpose and Scope of the Review

2. The purpose of the review is to critically analyse the performance, strengths and constraints of the extension services provided by the four departments of MAQFF, and other non-state extension service providers. And to provide recommendations on how the relevance, effectiveness, and sustainability of the services could be improved to provide for the needs of the productive sector, taking account of international trends in the role and delivery of extension services. The scope of the study was to consult widely with staff of MAQFF, non-government service providers, development partners, and stakeholders in government, the private sector and rural communities, including women.

## Structure of the Report

3. The report is in two parts: Part 1 is a review of the historical and current status of extension services provided by the departments of MAQFF and non-government service providers in Vanuatu, including a description of the international trends in the delivery of extension services in the developing countries; while Part 2 presents recommendations and a plan of action for the future to revitalise and strengthen extension services to better serve the needs of the productive sector in the country. Appendices provide supporting information.

## Acknowledgements

4. The support of John Colwick of NZAID for arranging and contributing to meetings with various departments, donors and the private sector is gratefully acknowledged. Thanks also are expressed for the help and assistance provided by James

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<sup>1</sup> The study was prepared by consultants Ray Greer [ray@greer.co.nz](mailto:ray@greer.co.nz) and Edwin Garaehangavulu assisted by representatives of MAQFF's departments of agricultural, forestry and quarantine/livestock.

<sup>2</sup> Unfortunately consultation with the Department of Fisheries was limited due to the absence of senior staff overseas during the time of the in-country visit.

Wasi of DARD, especially during the field programme. The assistance of the numerous staff and officers of MAQFF who gave up their time and helped with the review is also was recognised, as is the contribution from private sector representatives, farmers, women and other stakeholders in the productive sector. The authors are also grateful for the guidance and assistance provided by NZAID.

## 2. REVIEW OF EXTENSION SERVICES

### Historical Performance

5. In the period following Vanuatu's independence in 1980 the Government remained the main provider of extension services to the agricultural, fisheries and forestry sectors. This was largely due to the small size of the private sector, and the dual economy in the agricultural sector with the predominant subsistence-based smallholder sector providing the livelihood for the bulk of the population, and the more commercially orientated plantation sector dominated by foreign ownership and control. From 1980 to the 1990s extension officers from the four departments under the Ministry were attached to the then 11 Local Government Council headquarters (which later evolved into the six provinces).

6. The extension services concentrated their attention to the production of cash crops (cocoa, coffee, copra, coffee) and cattle. By contrast the traditional food crops sector was left largely to its own devices. Historically, agricultural authorities virtually ignored the subsistence and food gardening activities of the Ni-Vanuatu and traditional livestock of pigs and chickens. The extension services were well supported by several large donor-funded agricultural development programmes at the time and officers were well equipped and housed with motorcycles, offices and operational funds. This situation persisted until the early 1990s when a new government of the day introduced a shift in domestic policy from the productive sector to supporting the service sector. This coincided with a time of political instability following the change of government and a downturn in the economy as international commodity prices for Vanuatu's main exports deteriorated. This unstable situation culminated in the civil service strike in 1994 following which many of the skilled people left the extension services and resources were redirected to other sectors.

7. When discussing the extension services, reference is usually made to the comparison of the present situation with the halcyon days before the civil service strike when the extension services were well staffed and resourced. However time has moved on since those days, and it is not realistic to consider that the same level of resourcing and funding could be restored. In the 1980s and early 1990s there were several large donor-funded development programmes and projects that bolstered and supported the extension services. Most of these were top-down commodity orientated designed to boost production and quality of the main export products – copra, cocoa, coffee and cattle. An Asian Development Bank (ADB) loan project provided funding for agricultural extension for staff, transport, offices and housing. Australia funded a large pasture improvement programme under a smallholder cattle project and there were other programmes to support cocoa, copra and coffee production. The fisheries sector received support from the EU and the Canadians to develop community-based deep bottom fishing for snapper and marketing of fish to Luganville and Port Vila. Extension field officers were located in centres of production away from the provincial centres, adequately resourced to perform their duties with adequate housing, transport and operational funds. There was a

comprehensive programme of regular national planning workshops and refresher training for extension staff. Morale and motivation were high.

8. Extension programmes were very production orientated and did not recognise the multi-faceted aspects of the Vanuatu smallholder farming system adopted by most of the 80 percent of the population with its base of subsistence production for food security, supplemented by cash crops to generate a minimum level of income to meet priority cash needs – mostly payment of school fees. The needs of the agricultural sector are more complicated than the narrow objectives of the former agricultural projects. Since those days the plantation sector has declined and today the bulk of production of copra, coffee and cocoa is produced by the smallholder sector. Kava has gained in importance and it is now one of the most important traded agricultural commodities in the country. Cattle production however continues to be dominated by the commercial sector while smallholder livestock production has declined. Traditional livestock production of pigs has been left to its own devices and the village poultry sector has also received little attention

9. Women are heavily involved in most aspects of agriculture. Historically the extension services have only provided limited specific assistance to women, mostly directed at home gardens, and there was little recognition of the different gender roles, contribution and needs in the productive sector and for rural livelihoods. Disaggregated gender data and time series data on the involvement and contribution of women to the productive sector is limited. There is a need for gender analysis through time-use surveys – data is currently only disaggregated at the top level. It does not cover all crops and does not make the linkage with other non-productive gender roles, for example domestic roles. It is not known if women have a growing or diminishing contributory role to the agriculture sector. More research is needed, but it is unlikely that the forthcoming agricultural census will throw much light on this matter.

### **Civil Service Strike 1993/94**

10. A watershed in the history of Vanuatu's extension services occurred with the civil service strike in 1994 which resulted in the dismissal of many of the staff of MAQFF. The background to the strike is that in the early 1990s after a long period of an Anglophone government being in control, a Francophone aligned government was elected with a resultant change in the power base in the country. The civil servants who had enjoyed many years of favourable status under the Anglophones were out of favour. There were also issues of poor governance by the new government who took the opportunity to capitalise on their new position of power, and there was misuse of the National Providence Fund leading to widespread dissatisfaction. Civil servants, including staff in the MAQFF, joined a nation-wide strike which culminated in the Government sacking the striking members. This resulted in many of the more experienced and productive people leaving the civil service permanently. Although some of the vacant positions were later filled, these were often replaced with inexperienced people more aligned with the government of the day and the experienced core of the extension service that provided leadership and competency was not restored.

### **Comprehensive Reform Programme (CRP)**

11. The CRP was a product of the “fiscal fashion” for restructuring that was applied to the Pacific in the mid 1990s promoted by the large multilateral development institutions, particularly the ADB. First introduced to Vanuatu in 1997, the CRP was a right-sizing and restructuring exercise designed to reduce the footprint of government and encourage

market-led private sector development as a long-term framework to achieve the goal of raising welfare. It was introduced at a time when the economy was very depressed and the country verging on bankruptcy with limited foreign exchange resources to fund imports. The CRP was taken up by Government more enthusiastically than anticipated by the sponsors with the added objective of reducing the opportunities for graft, corruption and mismanagement in the public sector. Under CRP Government ministries and departments suffered a further reduction in their staffing and resourcing. Government policies for national development have been based on the CRP for the last decade, prioritised into the Priorities and Action Agenda (PAA) of 2003 and 2006. Although the CRP placed greater emphasis on gender in the productive sectors; the need to recognise women in traditional roles in fisheries and agriculture and to help them gain access to land, women have little voice in these sectors and related programmes.

12. Under the reorganisation associated with CRP the position of Director General (DG) was introduced within government ministries including MAQFF. The DG was intended to function as a “chief executive officer” filling a link between the Minister and the operating departments, with the objective to carry out planning and policy making and to coordinate the activities of the directors of the departments. Within MAQFF, for various reasons the DG has not been able to fulfil this function effectively and the reorganisation has not produced the outputs anticipated. Initially it was proposed that a corporate development division be developed as part of the office of the DG, but this was not established.

13. What the 1993/4 civil service strike started, the CRP finished off and MAQFF’s extension services have not functioned effectively since that time. Provincial extension workers who were formerly based in the field close to their communities were consolidated back to the provincial headquarters and the budget cut. DARD’s complement of 50 extension staff pre strike was reduced to around 30. This situation has continued to this day with an aging extension service largely based at the provincial headquarters struggling to fulfil their duties within the constraints of a lack of transport and limited operational funds provided by the government’s recurrent budget, few projects and a general lack of direction and management. The large donor-funded development projects of the 1980s are no longer being provided and do not provide the resources under the development budget to reinvigorate and fund the extension services, as was the case in the 1980s. The main project able to provide external assistance in recent years to the extension services is the POPACA project funded by the French Government and the EU from 2002 to 2007 which has provided Vt30 to 40 m per year.

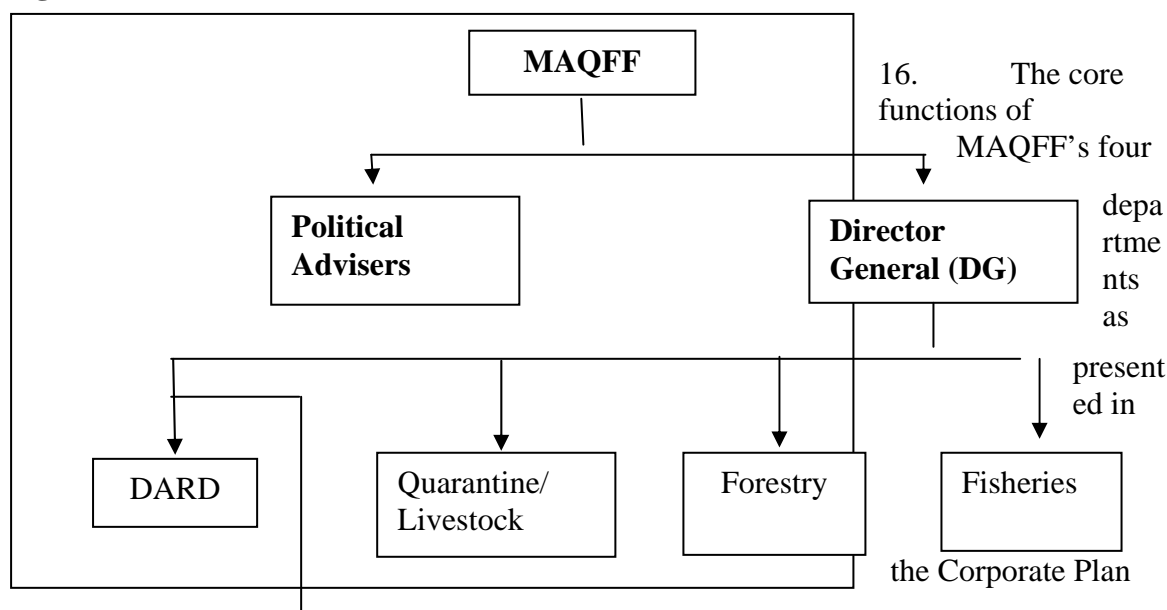
### **Current Structure of MAQFF**

14. The current organisational structure of the MAQFF is shown in Figure 1. The Ministry is headed by the Minister of Agriculture (assisted by a political advisor) and a Director General (DG), a permanent civil service appointment. Each of the four departments is headed by a Director. MAQFF is also responsible for the Vanuatu Agricultural Research & Training Centre (VARTC) and the Vanuatu Agricultural College (VAC) on Santo. These two institutions receive their funding directly from MFEM however, and not through MAQFF.

15. The DG’s office (Corporate Services Unit) has four staff: the DG, and a Finance Officer, Human Resources Officer, and an Executive Officer and Planning Officer. The unit provides executive and support services, human resources management and financial management functions. A recommendation to strengthen the office through establishing a

corporate development division to enable more detailed sector analysis and planning to support the operational departments, as was envisaged in the original structure, has not been implemented.

**Figure 1: Structure of MAQFF**



2007-2008 are presented in the following table.

**Table 1: Core Functions of MAQFF Departments**

|   |   |
|---|---|
| <p><b>Department of Agriculture and Rural Development</b></p> <ul style="list-style-type: none"> <li>• Provide support and technical advice for improving food production</li> <li>• Facilitate opportunities for processing and export of local food products</li> <li>• Assist farmers and communities to improve farming systems and ensure food security</li> <li>• Provide policy analysis and advice</li> <li>• Undertake applied agriculture research</li> </ul> <p><b>Department of Livestock and Quarantine</b></p> <ul style="list-style-type: none"> <li>• Provide effective border services and protect Vanuatu from exotic animal and plant pests and diseases and pathogens</li> <li>• Increase livestock production for all livestock species in Vanuatu</li> <li>• Provide veterinary services for Vanuatu's livestock industry</li> <li>• Facilitate market access for agriculture, livestock, forestry and fisheries products</li> </ul> <p><b>Department of Forestry</b></p> <ul style="list-style-type: none"> <li>• Encourage resource owners and users to manage forests in a sustainable manner</li> <li>• Enforce compliance to the instruments of forest management by all operators</li> <li>• Promote the expansion of forest resources by reforestation and applied research</li> <li>• Facilitate investment in value-adding and processing of forest products</li> <li>• Encourage Ni-Vanuatu involvement in forestry businesses, including the facilitation of market access</li> </ul> <p><b>Department of Fisheries</b></p> <ul style="list-style-type: none"> <li>• Provide technical advice to fishing communities and facilitate implementation of community-based fisheries development programmes</li> <li>• Undertake stock assessments of fisheries resources to determine formulation of appropriate management and conservation measures</li> <li>• Conduct research on aquatic species with potential for aquaculture development</li> </ul> | <p>V<br/>Vanuatu Agricultural College</p> |
|---|---|

- Develop appropriate and enforceable compliance measures to enhance sustainable management and conservation of highly migratory fish stocks within Vanuatu waters
- Encourage effective participation of Ni-Vanuatu in the development of commercial fishing industries.

### **Staffing and capability**

17. A summary of the current establishment for MAQFF is shown in Table 2. This is based on an aggregation of the information in Appendix 3. The grading classification and level of the various positions for officers with the same apparent level of responsibility are not entirely complementary across the four departments, but it does indicate the distribution of the staff across the various levels. Total staff establishment for all staff in the Ministry is 224 of which around 175 can be classified as professional officers (above the grade of P6/7). DARD has the greatest number of staff.

18. Information of the number of vacancies is not complete for all four Departments, but all have a number of vacancies. QLD currently have six vacant out of 42 professional positions. Forestry has indicated that they have 12 vacant positions. Some of the vacancies are important to the capacity and effective functioning of the department, such as the vacant positions of Deputy Director in DARD and the Senior Extension Officer in Forestry Department.



**Table 2: Summary of MAQFF Staff Establishment**

| Post/<br>Grade | Position                              | DG's Office |          | DARD      |        | Quarantine/Livestock |        | Forestry  |           | Fisheries |        | Total      |           |
|----------------|---------------------------------------|-------------|----------|-----------|--------|----------------------|--------|-----------|-----------|-----------|--------|------------|-----------|
|                |                                       | Estbmt      | Vacant   | Estbmt    | Vacant | Estbmt               | Vacant | Estbmt    | Vacant    | Estbmt    | Vacant | Estbmt     | Vacant    |
|                | Director General                      | 1           |          |           |        |                      |        |           |           |           |        | 1          |           |
|                | Finance, HR, & Exec Officers          | 3           |          |           |        |                      |        |           |           |           |        | 3          |           |
| P19/21         | Director                              |             |          | 1         |        | 1                    |        | 1         |           | 1         |        | 4          |           |
| P18/19         | Deputy Director, Manager              |             |          | 1         | 1      |                      |        | 1         |           | 4         |        | 6          | 1         |
| P17/18         | Principal Officer                     |             |          |           |        | 2                    |        | 2         |           | 8         |        | 12         |           |
| P16/17         | Principal Off, Snr Off                |             |          | 2         |        | 5                    |        |           |           | 9         |        | 16         |           |
| P14/15         | Snr Meat Insp, Lab Off, An Hlt Off    |             |          |           |        | 7                    |        | 5         | 2         |           |        | 12         | 2         |
| P13/14         | Regional Forestry Off                 |             |          |           |        |                      |        | 3         | 1         |           |        | 3          | 1         |
| P12/13         | Lvstk Off, Quar Off, PPO, Fish Off    |             |          |           |        | 15                   |        | 2         |           | 11        |        | 28         |           |
| P11/13         | PAO, Tech Office                      |             |          | 13        |        |                      |        |           |           | 2         |        | 15         |           |
| P10/11         | Meat Insp, Ast Quar, Secretary,       |             |          | 4         |        | 14                   |        | 2         | 2         | 10        |        | 30         | 2         |
| P8/9           | Ast Lvstk Off, Forestry Off           |             |          |           |        | 2                    |        | 11        | 3         |           |        | 13         | 3         |
| P7/10          | Asst Ag Off, Clerical Off             |             |          | 31        |        |                      |        |           |           | 1         |        | 32         |           |
| P6/7           | Technician, Secretary                 |             |          |           |        | 9                    |        | 4         | 2         | 2         |        | 15         | 2         |
| P5/6           | Clerical Officer                      |             |          | 3         |        |                      |        |           |           |           |        | 3          |           |
| P4/6           | Field Hnd, Truck Driver, Check Scaler |             |          |           |        | 2                    |        | 5         | 2         |           |        | 7          | 2         |
| P/3/4          | Cleaner, Handyman, Nursery Supvrs     |             |          |           |        | 1                    |        | 5         |           | 4         |        | 10         |           |
| P2/4           | Station hand, Driver                  |             |          | 9         |        |                      |        |           |           |           |        | 9          |           |
| P2             | Nursery worker                        |             |          |           |        |                      |        | 5         | na        |           |        | 5          |           |
| <b>Total</b>   |                                       | <b>4</b>    | <b>0</b> | <b>64</b> |        | <b>58</b>            |        | <b>46</b> | <b>12</b> | <b>52</b> |        | <b>224</b> | <b>12</b> |

Source: MAQFF

Note: Information on grades and positions has been combined from the four Departments and is not entirely comparable due to differences in the grading systems applied. Information on vacant position is incomplete and does not fully represent the current situation.

19. Women are grossly under-represented and currently there are only a few female professional officers in MAQFF and no extension officers. DARD has several women including the director. Forestry has three professional women officers and several non-professional women. Fisheries Department has none. DARD used to have several female extension officers who were trained at Tagabe training centre, but they were regarded as not being very effective: the male dominated communities would not accept them; there were issues of personal security when they were based in the field; and family commitments limited their mobility. Most of the women field officers were involved with home garden programmes in the urban and peri-urban areas but all have left. It proved difficult to recruit women to work as field officers and they prefer to perform non-extension duties, such as in research where they do not have to have close contact with the public, and can work better, for example a female meat inspector employed at Santo was able to perform successfully. The less than satisfactory performance of women in MAQFF is said to be partly attributed to the attitude of the male-dominated staff that did not provide women field officers with their full support and sympathy.

20. Of the four departments, QLD, forestry and fisheries are regarded as having reasonable technical capacity while the level of competency of DARD extension offices is low with many having only a grade 6 level of education. There are several staff from QLD and DTF that are studying overseas, who when they return at the completion of their studies are expected to further strengthen the capacity of their departments.

### MAQFF Budget allocation and resources

21. The departmental budgets for MAQFF for the 2008 financial year are shown in Table 3. The total amount of core funding under the recurrent budget is Vt394.9 m, (around US\$4 m). In addition Vt50 m is allocated under the Government Investment Programme (GIP) funding making a total of Vt444.9 m.<sup>3</sup> The majority of the funds are committed to salaries (overall 69 percent), leaving limited funds available for operational expenses, which is a constraint that affects other ministries as well. (A properly functioned extension services would expect to have the opposite ratio of 40:60 staff to operations). The percentage allocated to salaries for the VAC is lower because of the extra funds allocated for its maintenance and repairs following a severe earthquake in 2007 soon after its construction was completed.

**Table 3: Summary of MAQFF Departmental Budgets for 2008**

(VT million)

| Department                | Core funding<br>(recurrent<br>budget) | Percentage<br>as salaries | GIP<br>funding | Total |
|---------------------------|---------------------------------------|---------------------------|----------------|-------|
| Cabinet (and DG's office) | 36.6                                  | 85%                       | 0              | 36.6  |
| Agriculture               | 86.1                                  | 78%                       | 0              | 86.1  |
| Fisheries                 | 42.6                                  | 61%                       | 30             | 72.6  |
| Forestry                  | 61.1                                  | 78%                       | 0              | 61.1  |
| Quarantine & Livestock    | 105.6                                 | 78%                       | 0              | 105.6 |
| VAC                       | 62.8                                  | 29%                       | 20             | 82.8  |

<sup>3</sup> These figures were supplied by DESP for the recent design of Interim Short Term Support to MAQFF. The accuracy of the amount allocated in the GIP is disputed by some departments. Departments also receive assistance direct from donors which is not included in these figures.

|              |              |            |           |              |
|--------------|--------------|------------|-----------|--------------|
| <b>Total</b> | <b>394.9</b> | <b>69%</b> | <b>50</b> | <b>444.9</b> |
|--------------|--------------|------------|-----------|--------------|

Source: DESP

22. A breakdown of the recurrent budget for MAQFF for the last three years 2005 to 2007 is shown in Table 4. The level of funding provided to MAQFF increased by 42 percent from 2005 to 2006, mainly because of the allocation for running VAC and by 5 percent from 2006 to 2007. However the budget for 2008 of Vt395 m is a reduction of 9 percent on 2007, partly due to the reduction in allocation for the veterinary services contract for the expatriate veterinarians in QLD.

**Table 4: MAQFF Departmental Budgets for 2005 – 2007**

| Departments and Cost Centres                     | 2005              | 2006              | 2007              |
|--|-------------------|-------------------|-------------------|
| <b>Corporate Services &amp; DG's Office</b>      | Vatu              | Vatu              | Vatu              |
| Cabinet Support                                  | 21,022,327        | 24,022,326        | 23,657,289        |
| Corporate Services                               | 9,824,174         | 9,808,082         | 12,718,521        |
| <b>Total Corporate Services</b>                  | <b>30,846,501</b> | <b>33,830,408</b> | <b>36,375,810</b> |
| <b>Dept. Agriculture &amp; Rural Development</b> |                   |                   |                   |
| Improvement of Production                        | 36,719,196        | 36,431,082        | 40,664,526        |
| Processing and Marketing                         | 7,664,854         | 7,529,537         | 5,211,095         |
| Farming Systems and Food Security                | 13,095,902        | 13,032,773        | 5,975,986         |
| Policy and Admin Support                         | 17,744,392        | 18,214,859        | 23,553,909        |
| Horticulture                                     | -                 | -                 | 6,225,577         |
| Information Services                             | -                 | -                 | 4,311,814         |
| Research / Development                           |                   |                   | 2,797,354         |
| <b>Total DARD</b>                                | <b>75,224,344</b> | <b>75,208,251</b> | <b>88,740,261</b> |
| <b>Dept. Quarantine &amp; Livestock</b>          |                   |                   |                   |
| Quarantine and Inspection                        | 14,670,630        | 14,946,638        | 21,080,083        |
| VQIS Extension Services                          | 41,802,091        | 41,439,990        | 61,085,668        |
| Livestock Production                             | 12,136,711        | 12,208,711        | 16,936,888        |
| <b>Total Quarantine &amp; Livestock Dept</b>     | <b>68,609,432</b> | <b>68,595,339</b> | <b>99,102,639</b> |
| <b>Recurrent Development Programme</b>           |                   |                   |                   |
| Veterinary Services Contract                     | 27,600,000        | 27,600,000        | 9,227,522         |
| Agriculture College(VAC)                         |                   | 67,392,200        | 66,995,100        |
| Grant to VARTC (Research Institution)            |                   | 28,623,438        | 28,623,438        |
| <b>Fisheries Department</b>                      |                   |                   |                   |
| Sustainability                                   | 9,319,527         | 10,405,215        | 10,387,378        |
| Community Based Development                      | 3,802,562         | 3,981,578         | 3,195,358         |
| Resource Management and Aquaculture              | 3,632,352         | 7,506,096         | 7,552,751         |
| Regulation                                       | 2,981,552         | 18,736,056        | 5,326,118         |
| Boat Building                                    | 6,231,129         | 8,020,085         | 3,197,333         |
| Administration                                   | 10,225,905        | 10,803,308        | 10,246,171        |
| Policy and Management                            | 2,236,366         | 3,044,998         | 3,747,741         |
| <b>Total Fisheries Dept.</b>                     | <b>38,429,393</b> | <b>62,497,336</b> | <b>43,652,850</b> |
| <b>Forestry Department</b>                       |                   |                   |                   |
| Sustainability                                   |                   | 26,786,582        | 33,015,279        |
| Marketing  |                   | 5,505,507         | 5,626,988         |
| Processing                                       |                   | 2,803,415         | 3,767,690         |
| Research   |                   | 7,562,520         | 10,923,483        |
| Policy / Administration                          |                   | 9,016,678         | 9,331,492         |
| <b>Total Forestry Dept.</b>                      | <b>51,690,795</b> | <b>51,674,702</b> | <b>62,664,932</b> |

**Summary**

|                                  |                    |                    |                    |
|----------------------------------|--------------------|--------------------|--------------------|
| <b>Total Ministry Allocation</b> | <b>292,400,465</b> | <b>415,421,674</b> | <b>435,382,552</b> |
|----------------------------------|--------------------|--------------------|--------------------|

Source: Ministry of Finance

**MAQFF Corporate Plan 2007-2009**

23. MAQFF has prepared a revised corporate plan covering three years 2007 – 2009 following the requirement of the Council of Ministers for medium-term development programmes to accompany the PAA 2006-2015. The plan details the departmental roles and responsibilities and provides an overview of the sector with its issues, challenges and constraints. MAQFF identifies five major organisation policy objectives for the period 2007-2009, consistent with the Ministry’s obligations under the CRP and the PAA. These polices or result areas are recorded as:

1. To facilitate and promote agricultural production through sustainable farming systems and agribusiness
2. To protect Vanuatu from exotic animal and plant pests, promote livestock production and facilitate market access
3. To ensure the sustainable management of Vanuatu’s forest resources
4. To conserve, develop and manage the aquatic resources of Vanuatu
5. To build a productive and accountable Ministry.

24. Four key priority programmes are identified for the medium term, with corporate goals and strategies and progress indicators detailed for each of MAQFF’s four departments. The four programmes are:

1. Increased resource production
2. Biosecurity
3. Market access and trade facilitation
4. Agro-processing and value adding

25. The plan acknowledges the importance of inter-sectoral linkages including: linkages to the private sector; infrastructure development, market information and access; and links to training. The role of the Ministries of Tourism, Commerce and Industry and Cooperatives and VCCI is also recognised. The plan states that MAQFF will encourage private sector led growth in the sector and also work with non-state actors.

26. Details of MAQFF’s current and approved development activities development activities 2004-2009 included in the document show that MAQFF had 32 donor-funded projects with expended/committed funding for the three years 2004-2006 totalling Vt1.1 billion (US\$11 m), and 12 projects approved by the MBC for the period 2005-2007 with a total of Vt77.67 m (USD 776,000). According to the data, 85 percent of the committed finds for 2004-2006 were provided by China, although the EU/France POPACA project does not seem to have been included. (The summary table is included in Appendix 4.)

27. The proposed annual budget for the new programmes for 2006 and the three years 2007 to 2009 amounts to Vt2,284 m, with Vt135.2 m funded from recurrent expenditure, VT 75.0 m from domestic development expenditure and Vt2,073.7 m (91 percent) from external funding. The table below provides a summary of this information. Almost half of the proposed funding (and external assistance) is allocated to programme 1: Increased resource allocation, with the other

three programmes receiving a roughly equal share of the balance. The budget was weighted toward to the start of the three year period with 2007 having a proposed budget of Vt962 m.

28. What is clear from the proposed development programme is the very heavy reliance on external donor funding, which in view of the current status of the relatively small engagement and contribution of the DPs to the productive sector was ambitious and optimistic. This highlights the need for close engagement and coordination between the donors and MAQFF to ensure that forward planning is realistic and is in accordance with the likely level of external funding.

**Table 5: MAQFF's Proposed Budget for New Programmes 2007-2009**

| Priority Ranking                               | Proposed annual budget for new programmes (VT m) |              |              |              |                |
|--|--|--------------|--------------|--------------|----------------|
|  | 2006   | 2007         | 2008         | 2009         | Total          |
| <b>1. Increased Resource Production</b>        |  |              |              |              |                |
| Recurrent expenditure                          |  | 13.7         | 13.7         | 13.7         | <b>41.1</b>    |
| Domestic development expenditure               |  | 10.0         | 10.0         | 10.0         | <b>30.0</b>    |
| External funding                               | 7.0  | 389.5        | 279.5        | 299.5        | <b>975.5</b>   |
| <b>sub-total</b>                               | <b>7.0</b>                                       | <b>413.2</b> | <b>303.2</b> | <b>323.2</b> | <b>1,046.6</b> |
| <b>2. Biosecurity</b>                          |  |              |              |              |                |
| Recurrent expenditure                          |  | 10.0         | 10.3         | 10.3         | <b>30.6</b>    |
| Domestic development expenditure               |  | 2.0          | 2.0          | 2.0          | <b>6.0</b>     |
| External funding                               | 7.6  | 142.2        | 88.3         | 41.3         | <b>279.4</b>   |
| <b>sub-total</b>                               | <b>7.6</b>                                       | <b>154.2</b> | <b>100.6</b> | <b>53.6</b>  | <b>316.0</b>   |
| <b>3. Market Access and Trade Facilitation</b> |  |              |              |              |                |
| Recurrent expenditure                          |  | 17.1         | 15.9         | 15.5         | <b>48.5</b>    |
| Domestic development expenditure               |  | 3.0          | 3.0          | 3.0          | <b>9.0</b>     |
| External funding                               | 34.5   | 177.5        | 108.1        | 43.7         | <b>363.8</b>   |
| <b>sub-total</b>                               | <b>34.5</b>                                      | <b>197.6</b> | <b>127.0</b> | <b>62.2</b>  | <b>421.3</b>   |
| <b>4. Agro-processing and Value Adding</b>     |  |              |              |              |                |
| Recurrent expenditure                          |  | 5.0          | 5.0          | 5.0          | <b>15.0</b>    |
| Domestic development expenditure               |  | 10.0         | 10.0         | 10.0         | <b>30.0</b>    |
| External funding                               | 1.0  | 182.0        | 138.0        | 134.0        | <b>455.0</b>   |
| <b>sub-total</b>                               | <b>1.0</b>                                       | <b>197.0</b> | <b>153.0</b> | <b>149.0</b> | <b>500.0</b>   |
| <b>Total Proposed Programme</b>                | <b>50.1</b>                                      | <b>962.0</b> | <b>683.8</b> | <b>588.0</b> | <b>2,283.9</b> |
| Total External Funding                         | 50.1   | 891.2        | 613.9        | 518.5        | <b>2,073.7</b> |

Source: MAQFF Corporate Plan 2007-2009

## Develop Partner Support to Natural Resources Sector

### Introduction

29. Information provided by MAQFF indicates that bilateral and multilateral DP support to the natural resources sector since 2002 amounts to over Vt320 m (US\$3.2 m) through 21 projects with 55 percent allocated to DARD, 30 percent to QLD and the balance to DTF. In addition to this amount China PCR funded the construction of the VAC and other programmes in DARD while Japanese bilateral funds support DOF. A summary of the main donor projects implemented by MAQFF since 2002 is included in Appendix 4. The main assistance provided to the productive rural sector in recent years (apart from assistance from China) is the POPACA 2002-2007 funded by EU and France with expenditure of Vt30 – 40 m per year. What is clear is the relatively small proportion of total government expenditure for MAQFF of around Vt400 m per year that is complemented by DP assistance.

30. MAQFF is frustrated by the DPs seemingly reluctance to provide funding for identified priority programmes for the productive sector (increased production, biosecurity, trade facilitation and market access, agro-processing and value added), despite them being developed in the PAA and the MTEF and the MAQFF Corporate plan in line with the donors' wishes. This highlights the need for closer dialogue between the Government and the DPs and the need to develop some means to facilitate this.

### **Donor support and commitment**

31. **EU/France.** The EU is committed to supporting the productive sector and there are plans to continue support under EDF 10 (mainly agriculture and tourism). A pre-feasibility study for a "support to economic growth" programme was prepared in late 2007. The programme/project formulation process is continuing with DP collaboration in preparing the TOR for a comprehensive feasibility study to be prepared later in 2008. The level of assistance is likely to be similar to POPACA, around Vt150 million (€20 m) over five years.

32. **Australia.** AusAID does not currently have any major programmes to support the natural resources sector, but have stated that they are interested in supporting the agricultural sector in the future, with possible support to the beef cattle industry, agro-processing, edible nuts and land tenure. However the likely level of increased assistance is not known at this point in time.

33. **China (PCR).** Their bilateral support has increased since 2004 with funding for the construction of the new agricultural college, provision of tools and equipment, and support for the cultivation of vegetable and rice. A large project to develop oil palm on South Santo is also proposed. China has little interaction with the other DPs and their future programme and level of assistance is not clear.

34. **Japan.** Their assistance to Vanuatu is currently around US\$10 m per year for TA and grants in the fields of education, health, rural development and environment. The support for rural development is mainly for infrastructure development, while they provide TA and equipment to the fisheries sector for the development of aquaculture and support for the sustainable fisheries management. JICA's support is closely integrated with its volunteers and currently they do not have a high priority for support to agriculture apart from support for training in Japan.

35. **United States.** The United States, through its Millennium Challenge Corporation has a five-year US\$60 m programme to support construction and repair of infrastructure through PWD, such as the ring road on Efate Island.

36. **New Zealand.** NZAID's assistance to Vanuatu is around NZ\$20 m per year and is directed at three priority areas of education, governance and economic development. NZAID has provided various support to MAQFF and in recent years this included assistance to the formulation of a policy for the agricultural sector. In late 2007 NZAID prepared a programme of interim short term support to MAQFF, to address resource gaps for delivery of operational priorities for 2008, pending determination of longer term assistance.<sup>4</sup> A range of potential project concepts from MAQFF departments and FSA and VCCI were considered for support by NZAID. The total amount proposed to be funded by NZAID for 2008 is Vt97.58 m with the

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<sup>4</sup> Described in the report 'Design of Interim Short Term Support to MAQFF', by Ben Mullen, Uniquist Pty Ltd, Oct 2007.

GOV responsible for additional, and uncosted, recurrent and in-kind support provided by the implementing agencies through provision of staff, administrative support and equipment. A breakdown of the proposed NZAID donor contribution for 2008 is shown in the following table.

**Table 6: Proposed NZAID Short Term Support to MAQFF and Others 2008**  
(VT million)

| <b>Department</b>        | <b>Total</b> |
|--------------------------|--------------|
| DARD                     | 27.33        |
| Quarantine & Livestock   | 35.30        |
| Forestry                 | 11.25        |
| VCCI                     | 16.60        |
| Farm Support Association | 7.10         |
| <b>Total</b>             | <b>97.58</b> |

Source: NZAID

37. For various reasons the implementation of this initiative has been delayed and is the subject of ongoing dialogue and negotiation with MAQFF. The future level of NZAID assistance to the natural resources sector is likely to increase.

38. **Asian Development Bank.** In the past the ADB has provided a number of loans and TA to Vanuatu, mostly for infrastructure rehabilitation and institutional support and capacity building. There are currently no ongoing loans in its portfolio but they have three active TA projects. ADB is funding an inter-island shipping study with NZAID and recently agreed to provide additional TA to develop a new business model for bank agents for remote rural communities beyond the reach of banking services. ADB's future direction, as stated in its country programme strategy, is to continue to focus on reforms in the financial sector and private sector development, especially improving the business environment, and to support Vanuatu through regional TA (RETA).

39. **Future development partner commitment.** As noted above most of the DPs have indicated that they are interested in providing more support to the productive sector, although it is not possible to provide details of the level of financial resources and the timing for the implementation of potential programmes/projects. This should be a priority topic for the donor partner coordination meetings. What is clear is that there is a large gap between MAQFF's proposed development projects requiring donor assistance and the actual commitment by donors.

## **MAQFF Extension Services and Objectives**

### **Constitutional Role and Sector Vision**

40. Vanuatu's Constitution Article 7 (d) provides the foundation for the policy on agriculture (and the natural resource sector) which states that every person has the duty to: "...protect the Republic of Vanuatu and to safeguard the natural wealth, resources and environment in the interests of the present degeneration and future generations." Based on this, the vision in the agricultural sector is: *The nation's*

*agriculture resources are sustainable and managed efficiently and that these resources make significant contribution to the economic growth and well being of the people of Vanuatu.*” The same vision can be applied to the other natural resources sectors of fisheries and forestry.

### **MAQFF’s Goal and Objectives**

41. MAQFF has overall responsibility for the agricultural, quarantine/livestock, forestry and fisheries sectors. The current objectives of MAQFF as laid out in its corporate plan are as follow:

#### **Goal**

- Increase the cash incomes of smallholders and build sustainable livelihoods in primary industries

#### **Objectives**

- Facilitate larger and more commercially orientated investment and carefully manage foreign involvement in Vanuatu’s resource based primary industries
- Ensure effective Government regulations and organisational/managerial infrastructure
- Strengthen international partnerships with donor agencies
- Increase revenue collection within the Ministry (MAQFF)
- Improve Extension services

### **Department of Agriculture and Rural Development (DARD)**

42. **DARD’s mission**, as stated in the agriculture sector policy 2007 is: *To build a robust agricultural sector that significantly increases food security and trade of local agricultural products in the domestic and export markets.*

43. DARD has a Director and Deputy Director (vacant) and two divisions – Extension and Technical Services – each headed by a Principal Agricultural Officer (PAO). (DARD’s organisational structure is included in Appendix 3). The total complement of professional staff is 52: the extension division has 37 staff and the technical division 13. DARD has several women professional offices including its director but currently none are serving as field offices. There is a provincial office in each of the six provinces headed by a Provincial Agricultural Officer (PAO) and staffed with between two and seven Assistant Agricultural Officers (AAO) although not all of the established positions are filled. The technical division is divided into several sections or cost centres including: improvement of production; processing and marketing; farming systems and food security; horticulture; information services; research and development; and policy and administration support.

44. The most significant donor-funded project that DARD has been associated with in recent years is the POPACA project funded by France and the EU since 2002. However this project was completed at the end of 2007, and there is likely to be a delay before a follow-on project is designed and approved for funding under EDF10, although some interim support will continue to be provided. Various other projects have been supported by NZAID, FAO and the UN. The Chinese Government is becoming a major donor to the agricultural sector with its support for the construction



of the agricultural training college on Santo, a proposed oil palm project in South Santo, and other assistance.

45. **Agriculture Sector Policy.** An Agricultural Sector Policy was produced by DARD in mid 2007 with assistance from FAO and NZAID and is currently in the process of being finalised and accepted by government. The priority objectives for the sector as defined in the document are:

- Agricultural trade facilitation and marketing
- Processing and value adding; and
- Agricultural production

46. A range of supporting objectives focus on: institutional strengthening and capacity building; women and youth in agriculture; infrastructure; private sector led growth, linkages; land use; biosecurity and agriculture; and the environment.

47. The document is regarded as a good start in documenting policy and strategy for the agricultural sector, defining the role of DARD in supporting agricultural development and in generating ownership of sector development policy. The process of preparing the new sector policy incorporated the findings and recommendations of the numerous sector studies and analysis that have been done in the past, and only those deemed relevant were included. However, it is noted that the policy is not based on a definitive analysis of the sector and reflects the status quo rather than an analysis of issues and options including the future role for extension services. It has been suggested that targeted studies assessing policy options would enable a policy development unit to refine policy based on, and underpinned by, sound analysis. It is planned to revise the sector plan soon.

48. It is evident that the current level of resources available to the sector is insufficient to fund all the initiatives listed in the plan, and there is a heavy need for donor support, that from the Government's view has not been forthcoming to the level anticipated. These aspects will need to be further analysed and priorities determined together with a plan for delivery of extension services involving the private and commercial sectors in cooperation with government and DP support.

#### **Quarantine/Livestock Department (QLD)**

49. The activities of this department headed by its Director are divided into an unlikely association between veterinary services under the Principal Veterinary Officer, and quarantine and plant protection under the Principal Plant Protection Officer. (See the organisation charts in Appendix 3). Out of an establishment of 42 positions (17 in Quarantine and 22 in Livestock) six posts are vacant. Under the livestock division the main activities concern animal health, veterinary services, livestock production, pastures and meat inspection. The quarantine division covers quarantine and plant protection

50. The Livestock division of the QLD is regarded as a relatively well organised and functioning department with good staff, leadership and management with effective delegation of duties. Staff are fully committed to the basics of facilitation and extension from 2008. The livestock sector is receiving support from the EU (updating infrastructure and market supply linkages), AusAID (animal health) and NZAID (meat hygiene, food safety and meat inspection). FAO are also supporting a butchery project. Livestock services are not represented in every

province and provincial activities mostly piggy-back on donor-funded projects, such as the BVC bull vaccination project funded by AusAID and the POPACA project. The current budget allocated is not sufficient to service all the main islands – no livestock officers are stationed in Penama or Malampa provinces. Livestock activities are restricted to cattle and other important livestock, especially pigs and goats are not considered for support because of lack of resources, while support for poultry is currently left entirely to the private sector.

51. Quarantine is responsible for monitoring the six ports of entry to Vanuatu and three international airports. There is a need to establish quarantine offices in Penama Malampa and Shefa provinces but have not been approved. They have an urgent need to upgrade facilities and to improve its capacity to monitor import risks at the border of the country and investment in facilities including an incinerator, fumigation facilities and X-ray equipment. There is also a need for funding for emergency response plans and to improve capacity to monitor and control biosecurity pests and animal diseases (e.g. fire ants). This will require training, equipment and additional resources to update databases and produce publicity material for dissemination to visitors.

52. The livestock department has been reorganised several times: first it was on its own as a separate department, then it was joined with agriculture and later again split off and put with quarantine. It has been suggested livestock should be split off again and either joined with agriculture, or operate on its own again. In this case quarantine services could be split off and corporatised (because of their income generation from user charges), while plant protection could be moved to agriculture.

#### **Department of Forestry (DTF)**

53. The Department of Forestry has an establishment of 29 professional officers under the Director, Deputy Director and two Principal Forestry Officers. In addition the department has around 20 supporting staff. Currently eight of the professional positions are vacant. DTF had a budget allocation from GoV of Vt51 m in 2007, of which 69 percent was devoted to salaries and 31 percent to operation activities. Their extension services started relatively late in the mid 1990s when they were supported by the Vanuatu Sustainable Forestry Utilisation Project, but according to DTF's own assessment they have not fully developed into an effective force, as most forestry graduates specialise in other areas such as forest management and monitoring and are not trained in extension tools and methodology. Currently forestry receives support from FAO, NZAID and SPC for specific activities and projects.

54. However, the department appears to have a clear vision for its operations which are expressed as the “sustainable management of forest stands, with an emphasis on reforestation and logging management.” Its achievement is restricted by the lack of an effective forestry extension programme (the Senior Forestry Extension officer position is vacant) and they need more support for developing their extension service.

55. Support for reforestation is targeted to five priority tree species covering *Canarium* and *Terminalis* (multipurpose indigenous hardwood species producing *nangai* and *natapoa* nuts), sandalwood, mahogany and whitewood (*Endospermum medullosum*). These species have been researched and their commercial suitability for Vanuatu established. They have a national seeding programme of raising and distributing 80,000 seedlings of these species to the rural community per year (with

60,000 established). They are also responsible for monitoring the activities of the one large sawmill at Luganville and the 135 small mobile mills registered for use in the country.

56. Their operations are constrained by the lack of resources, especially for transport, and by the numerous vacant positions affecting extension, which makes it difficult to distribute seedlings and to effectively monitor the activities of saw millers. The slow release of funds from the MFEM also contributes to their ineffectiveness. Their own evaluation of their performance is that they are meeting only 50-60 percent of their objectives. They are currently developing a vision for the year 2020 which focuses on increased production and adding value to forest products through in-country processing.

#### **Department of Fisheries (DOF)**

57. The Fisheries Department headed by a Director has around 30 staff divided into four operating divisions: aqua-culture & research; compliance; development & capture (extension); management and policy; and finance & administration. Their current annual budget is Vt37 m per year, which has not changed for the last seven years. Approximately 50 percent is used for paying salaries. By contrast the fisheries sector collects around Vt100 - 250 m per year in licence and access fees which is deposited into general revenue. DOF has extension officers stationed in five provinces and it is proposed to establish another provincial office in 2008. Extension officers work with local fishermen associations providing advice and training, coordinate the placement of Fish Aggregating Devices (FADs) and to set up reef fishery co-management with local communities. A boatyard operated by DOF at Luganville builds small fishing boats for sale to fishermen.

58. In the 1980s and early 1990s DOF received a lot of support for fisheries development and extension through projects funded by the EU, Canada, Japan and New Zealand to establish community-based fishing operations for bottom fishing snapper fish and marketing in Port Vila and Luganville through providing credit for boats, gear, ice plants, training and close support at the community level through Canadian volunteers. (NZ AID provided support for the NATI fish retail outlet in Port Vila). This project came to an end in the early 1990s and was not sustainable without continuing external support. DOF has not received any substantial donor assistance since that time except for the support they continue to receive from the Japanese for aquaculture research involving trochus, giant clam, green snail and beche-de-mer. The CRP severely depleted DOF's manpower to the point where it cannot meet its sector responsibilities. DOF acknowledges it was not able to implement its work plan for 2007. It does not have sufficient resources to properly monitor the tuna catch in Vanuatu waters.

59. DOF's operations are constrained by a lack of resources for transport and equipment. For example the FAD programme which could be very beneficial for supporting local fishing cannot be fully implemented because of a lack of funds to purchase materials to make the FADs and to hire boats to transport them to their location.

#### **Vanuatu Agricultural Research and Training Centre (VARTC)**

60. VARTC comes under the jurisdiction of DARD but is funded directly from MFEM. VARTC is an applied research station with the aim to transfer knowledge and

improved planting materials to farmers. It was established in 2003 under a specific Act with the primary function of technical research to assist the agricultural, livestock, forestry and fisheries industries. Previously from 1994 it received support from France and was managed by a French organisation, the Centre de Cooperation International en Recherche Agronomique pour le Developpement (CIRAD) under contract with the Government. A number of French research scientists were attached to the station. Since 2003 it has been entirely supported by GoV and it is severely under resourced with limited capacity to support the agricultural sector. It has no capacity to prepare extension materials and information for dissemination to farmers. The station has a very important coconut germ bank resource and is a repository for kava cultivars for Vanuatu. The research station is a valuable regional resource for the Pacific. Ideally it should be assisted by regional research organisations in addition to the GOV support. Domestically there is need for support for greater coordination with the rural sector and the new Vanuatu Agricultural College on Santo.

### **Vanuatu Agricultural College (VAC)**

61. VAC, which is located near Luganville on Santo was built by China PRC and was opened in 2007. The role and funding of the VAC has not yet been fully planned, but government's current thinking is that the purpose of the college is... "to be the Centre for the training of farmers and acquisition of farming technologies and skills for enhancing agricultural production, and in so doing contributing to the economic and social development of Vanuatu. It is intended that it will become a seat of learning for providing training in agriculture for aspiring farmers in agri-business, showing them how to add value to food products."

62. While the role and function of VAC is yet to be consolidated, doubts have been expressed about the sustainability of operating and maintaining the institution as it makes a big demand on Governments resources. Never-the-less it is a considerable asset for agricultural training and deserves to be supported. Support is currently being provided by donors for curriculum development and other assistance is likely to be requested for developing human and financial resources. VAC is expected to work closely with DARD and also the Department of Trade and Industry (DTI). It could have an important role in providing training for extension workers and for providing in-service and refresher training to MAQFF staff.

### **Department of Women's Affairs (DoWA)**

63. DoWA is the peak organisation representing women's interests in Vanuatu. It was responsible for developing the National Action Plan for Women and is responsible for monitoring government progress against it. The CRP states the need to recognise women in traditional roles (fisheries, agriculture) and provide them with access to land, yet progress is limited and women have little voice in these sectors and related programmes. DoWA recognises the need to increase gender mainstreaming in government policy and programming, but the department is hindered by a lack of dedicated staff. Because of this DoWA has weak links to the provinces and the NGO community (Only Santo has a provincially-based gender focal point).

### **Stakeholders**

64. Several non-state actors provide extension services to the rural community in Vanuatu mostly concerned with specialist crops such as vanilla, spices and

livestock. Some organisations have formed special relationships with producers for the supply of produce. One company has established joint ventures with local communities to establish plantations for the production of sandalwood on Erromango. The increasing involvement of the private sector and non-state actors in supporting the productive sector is a positive sign and is a base that can be built on and supported to increase their involvement in providing knowledge and support to the rural sector in cooperation with government services.

### **Vanuatu Chamber of Commerce and Industry (VCCI)**

65. VCCI is the focal point for private sector representation in Vanuatu with a membership drawn from the local business community. Their office in Port Vila is headed by a Managing Director with a staff of seven covering several sectors including manufacturing, services, agriculture, retail and hospitality. The Chamber is fully funded by government, receiving 10 percent of business licence fees. The functions of VCCI include research and analysis, skills training for members, representation on various government committees, and meetings and workshops. The Chamber has also taken on some of the functions of DTI, resulting in some duplication of roles and tension.

66. VCCI also provides extension services to the agricultural sector and currently employs two extension workers to implement various programmes, mostly on Efate, but also in other islands. The background to their involvement as a provider of extension services to the agricultural sector is due largely to the ambition and attitude of their management. Following the shrinking of extension services being provided by MAQFF after the civil service strike and the CRP right-sizing in the late 1990s, and the decline in agriculture performance, they decided they had to do something to support the agricultural sector resulting in the establishment of a National Development Programme Unit in VCCI in 2001. VCCI's extension programmes now makes up a considerable part of their activities and includes assisting DARD to disseminate research results to farmers and other programmes for kava, rootcrops, livestock and fisheries. They receive support from several sources including NZAID, AusAID, EU and FAO. They have developed a model of identifying lead farmers for each sector and using their services to pass on knowledge to the producers. They maintain a database of lead farmers and work closely with DARD's Field Assistants

67. While VCCI has a good reputation for supporting extension to agriculture, their resources are currently composed of only two extension staff and they do not have the capacity to provide more widespread coverage for the whole country. Support for agricultural extension would appear to be outside their core business of supporting commerce and the business community, and must detract from this core function. They have been able to attract support and develop a parallel service for selected areas because of the personality of their leadership and effectiveness in delivering services to fill a vacuum left by the lack of capacity of MAQFF to deliver. Ideally what they are doing should be done by a rejuvenated MAQFF. A review of VCCI is currently being prepared which should provide more direction for their future role.

### **Farm Support Association (FSA)**

68. The Farm Support Association (FSA) originated from the Plantation Support Association which was established around the time of independence to

provide training for smallholder producers of cocoa and copra. FSA has a commercial farm that it uses to provide support and practical training for high value spice crops, most notably vanilla and pepper. FSA provides farmer support programmes and under POPACA was sub-contracted by DARD to provide training in vanilla production as it is regarded as the main repository of vanilla expertise in the country. A sister organisation, the Syndicate Agricole, a national not for profit farmer association, also provides support, supplies and extension services to the productive sector. Currently they have a programme of importing day-old layer chickens from New Zealand to on-sell to smallholders to establish household egg production with domestically produced feed based on copra meal and meat meal. These organisations are the most important non-government service providers in the agricultural sector. They are established locally-based development partners and valuable sources of expertise for agriculture who have a track record in delivering effective training and support programmes.

### **Vanuatu Rural Development Training Centres Association (VRDTCA)**

69. The Vanuatu Rural Development Training Centres Association (VRDTCA) is an NGO supported by Oxfam New Zealand that was established in the early 1990s. VRDTCA supports a network around 40 Rural Training Centres (RTCs) throughout Vanuatu. The RTCs are supported by the local communities and churches and provide training for young people who have left the formal education system (so called “pushed outs”), to provide them with skills so they can return to their community and become gainfully employed. A variety of competency-based training courses are provided according to need and capacity including basic carpentry, motor mechanics, dress-making, and food presentation. Other courses cover small business development, legal rights and governance. The RTCs vary in their facilities and standards, are mostly staffed with teachers who work on a voluntary basis, or for a nominal salary. They have a programme for training the trainers in non-formal education. They partner with the Ministry of Education and the Ministry of Internal Affairs and work closely with the US Peace Corps and other NGOs in Vanuatu. The AusAID-funded TVET programme 2006-2008 through the Vanuatu Institute of Technology is supporting the training of trainers for VRDTCA (industrial art, carpentry, mechanics, home care etc) and provides materials for use in RTCs on Santo, Malo and Tanna islands.

70. VRDTCA is keen to be more involved in the agricultural sector and plan to develop training modules for agricultural, especially root crops. In 2008 they will receive the assistance of a New Zealand volunteer for developing such a programme. The RTCs could be a valuable resource for providing more community-based training in cooperation with DARD. They have a widespread presence, are firmly rooted in the local community, have access to key people and lead farmers, who could be supported to serve as sub-professional extension agents. Furthermore the RTCs operate on a low level of inputs. The potential for closer cooperation with DARD has been noted in various reports before. What is now needed is to develop a plan and funding for supporting the RTCs to provide training in agriculture in cooperation with government.

### **Vanuatu Association of NGOs (VANGO)**

71. VANGO was established in 1991 as an umbrella organisation and the national focal point for NGOs to assist them and Community Based Organisations (CBOs) in their work in Vanuatu. VANGO has 90 members, mostly community-

based and about 30 who are registered under the Charitable Associations Act. VANGO provides a range of services on behalf of its members which include: information sharing; training in capacity building and relationship building; and advocacy. They also support volunteerism and institutional strengthening and resourcing. The NGO network in Vanuatu is also supported through the NZAID-funded Graduate Diploma in Not-For-Profit Management which is being delivered by the Auckland UNITEC to civil society managers in the country. VANGO has completed several surveys under contract for DPs, for example a police public perception survey for AusAID and a tracer survey of Vanuatu Institute of Technology graduates.

72. Although VANGO do not have much capacity in their own right as they are only the umbrella organisation, they could be an important point of contact for outsourcing particular extension programmes to support the productive sector through its membership. To support this approach they are currently compiling a database of skilled service providers that can be used to source expertise for particular jobs.

### **Vanuatu National Council of Women (VNCW)**

73. The VNCW is a NGO which supports a large network of women through Women Councils in all six provinces. They receive no funding from Government and rely on support from the international community and various donors. They have a five-year strategic plan based on the Millennium Development Goals (MDGs) with the objective to support the role of women in decision making and governance, improve their access to information, and promote support for women through micro-credit, marketing and other factors to address their needs in the various provinces. VNCW through their wide network and established structure should have potential to support MAQFF departments in delivering special programmes through extension services to address gender issues and promote women's development. VNCW's performance in supporting rural women is mixed. In recent years the organisation is said to have become too politicised which has affected its effectiveness.

### **Other service providers**

74. Several other private sector and non-government organisations are active in supporting various aspects of the agricultural, livestock, forestry and fisheries sectors and including The Kava Store, Venui Vanilla, Tanna Coffee, Sandalwood Futures Limited, and Melcoffe Sawmill. These organisations, some of which have been active for many years, have established a successful reputation for supporting agri-business and the production and processing of produce, including high value products such as kava, vanilla, pepper, sandalwood, organic coffee, beche-de-mer, trochus and green snail shell, and the export of taro and cassava and forestry products. They are an important resource that could be developed to strengthen the role of the private sector for the delivery of extension services in cooperation with MAQFF.

75. All the major church denominations (SDA, Presbyterian, Anglican, Church of Christ, etc.) have well developed hierarchy and networks from the grassroots to the centre, including women, to serve their congregations and to facilitate the flow of information. These are particularly impressive in terms of their rural outreach capacity and appear to be well-established and self-sustaining networks.

## Issues and Constraints to Effective Extension

### Introduction

76. MAQFF's extension services have not recovered from the reduction in staffing and resources following the civil service strike and the introduction of CRP. Overall the picture that is gained from meeting with and discussing extension services with the senior staff and field agents of the four departments – agriculture, quarantine/livestock, forestry and fisheries – is that the current operation of the extension services are under-resourced and ineffectual with extension staff constrained by a lack of capacity, transport, insufficient operational funds to carry out their work programme, under-motivated and with weak supervision and management. Supervision, management and guidance of provincial officers are also constrained by capacity and leadership. The annual in-service training and planning workshops that used to be a regular occurrence now are only held infrequently, usually when donor funds are available, such as for the recent agricultural sector planning workshops funded by NZAID. Visits by head office senior staff to provincial offices are infrequent and most offices do not have reliable email and internet access that would facilitate easier and cheaper communication. In some cases this is not because the service is not available, it is because the provincial staff have little competency, or interest, in using it.

77. The percentage of the annual recurrent budget that is used to pay salaries is around 70 percent, which is a good indication of level of under-resourcing (and/or the resource management challenges the Ministry faces) that they have to work with. The level of funding is constrained by the overall government budget and increased allocation for MAQFF is not considered likely in the medium term. (Priority is given to the health and education sectors.) Despite MAQFF making submissions to the Ministerial Budget Committee (MBC) for several years increased budget allocations have not been forthcoming.

78. The release of funds that are allocated for operations is further confounded by delays in the process of releasing funds from the central level to the provinces and for the acquittal of imprest accounts that make it difficult for officers to implement work plans despite their best intentions. MFEM does not permit the operation of revolving funds that could, if applied properly, relieve some of the financing and cashflow issues.<sup>5</sup> Before CRP provincial offices were allowed to operate revolving funds that used locally generated income to fund their activities, but as noted earlier, these are no longer permitted because of loose management and accountability. Specific issues affecting the extension services brought to the attention of the review team are noted as follows.

### Governance and management.

79. Weak institutions and general poor standards of governance at all levels of the public service are an acknowledged feature of Vanuatu, and MAQFF is no exception, constraining development and contributing to the decline in public service delivery, especially to the rural areas (PAA 2006). In the past MAQFF has suffered from a lack of a clear policy and strategy for the agriculture sector, which has contributed to the reluctance of Government to contribute more resources to MAQFF.

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<sup>5</sup> Revolving funds used to be permitted but they were discontinued during the CRP because of leakage and lack of accountability.



As was pointed out, by MFEM, the Government has been reluctant to provide more budget to the sector until it has presented a comprehensive strategy on how the additional funding would be used effectively. The under-resourcing is partly a symptom of the weak governance and planning and not entirely due to a lack of government resources, although this is also a reflection on the lower government priority given to the productive sector. Past studies of the agricultural sector stated that the lack of a national agriculture policy and key strategic planning instruments within MAQFF were a significant hindrance to development, but MAQFF consider this constraint no longer applies since they have the new agriculture sector policy prepared in 2007. Hopefully the situation has now changed and the new sector policy and objectives articulated in other planning documents will address this deficiency and provide the impetus for increased government funding to the sector.

80. Weak governance and leadership at all levels affects the effectiveness of the frontline staff in the departments. It was commented that the Director-General's office has not provided the leadership and coordination to the Departmental Directors as it was intended to when it was set up, and that the Ministry's structure has not functioned according to its vision. The Directors of the departments have many conflicting demands on their time, including representation at international events and committees that reduces the effectiveness of their leadership and management of extension services.

81. **DESP sector planner.** Assistance for strategic planning and policy formulation for MAQFF is meant to be provided by the sector planner within the Natural Resources Policy Division of the Department of Economic and Sector Planning (DESP). The planner is supposed to also provide sector advice to MAQFF on request. MAQFF maintains that this assistance for sector planning is not forthcoming and that they are not well served by DESP. Part of the problem may be that MAQFF are not proactive in requesting specific support from DESP to address specific issues, but more likely the planner is committed to other more pressing activities, such as appraising submissions and administrative functions. MAQFF considers that the direction of the work of DESP needs to change from its seemingly "gate keeping" role for projects, into an effective implementing agency for the country's aid management policy, taking the lead in executing government decisions in line with the aid management policy and in deliberation with DPs and the MBC on resource allocation. It has been suggested that if the DESP was to become part of the Prime Minister's Office it could fulfil this aid management role more effectively.

### **Staffing level and capability**

82. The current level of staff and competency is not sufficient to complete the activities that are expected of the extension services. The extension services have been said to be attempting to cover too much and are not able to adequately fulfil the functions that are set out in their workplans. For example, a Fisheries Extension Officer has a programme to support the establishment of fishermen associations, but he is not able to visit them from one year to the next because he has no transport to do so. New associations are very unlikely to succeed without the regular contact and support from the extension officer. It would seem misguided to attempt to support a new association if it is not possible to make regular visits to provide the supervision and support necessary to ensure success and sustainability. Forestry staff have the responsibility to inspect and monitor the operations of sawmills, but are not able to visit mills operating in locations away from the provincial base because of a lack of

transport. They are reduced to operating from their office and only inspecting mills in response to complaints from communities about inappropriate sawmill operations. Realistic priorities need to be determined according to a realistic work programme and what resources are available targeted to the highest and most important priority.

83. Few of DARD's extension staff have qualifications above the certificate level and most only have a grade 6 education. Most have had a long period of service and are close to the retirement age of 55. It has been commented, maybe unfairly, that often the farmers they are supporting know more about practical agricultural production and animal husbandry than the extension staff themselves. They have little or no experience of working with computers and are not familiar with modern communications facilities using email and the Internet. They have had little or no training or experience in modern extension methodology - working with communities in participatory methods and demand-driven technology extension system which also accommodate the needs of women. They will require retraining and refresher to gain the skills to operate in a revitalised and redirected extension force. These comments apply mostly to DARD; staff of the other departments appear to have a higher level of competency.

84. The current practice is that extension staff are usually placed in one location for a long period. This leads to staff becoming too entrenched and not so receptive to new ideas. Ideally staff should be moved to different locations every few years to avoid this and to maintain their motivation. As previously noted there is also a need to ensure gender awareness across the agricultural extension service to ensure gender equitable outcomes. This will require substantial training as well as leadership from management.

### **Compartmentalisation**

85. Generally there is a tendency for extension staff of MAQFF's departments to work in isolation of other departments and NGO service providers, although there are exceptions. The potential for synergy in working more closely with other providers of advice and knowledge in the rural sector, lead farmers, NGOs, private companies, has not been so actively pursued. For example it has been advocated for some time that there is the potential for DARD to work together with the RTCs to deliver training in agriculture, but this has not been developed further. Where interaction has occurred the extension services have usually been the passive partner and have not been proactive in developing the opportunity. There are various reasons for this reluctance to cooperate. Greater cooperation between potential service providers is likely to need to be driven by donor-funded projects.

### **Disbursement of funds**

86. Field extension workers have clearly stated that one of the most frustrating and demoralising aspects of their work is the delay and complication in getting funds to carry out their work programmes. The extension service works on an imprest financing system with funds being disbursed in monthly tranches by MFEM. Extension officers must provide an acquittal of their expenditure to account for the funds before the next tranche of imprest funds can be released. Very often there are problems in reconciling and accounting for the funds used which can lead to months of delays in acquitting for the funds and the next release. The slow release of funds makes it very difficult to plan ahead and to implement work programmes requiring travel. Often the field worker will use their own money to pre-finance expenditure to

ensure that the programme can proceed as planned. The low threshold of Vt50,000 as the maximum amount that can be disbursed through the imprest account to a provincial office is also mentioned as a constraint to the work programme. Some of this problem is likely to be due to the failure of the field officer to conform to the requirements of MFEM in providing proper receipts and documentation. Cash flow planning may not be adequate to schedule the timely release of funds. These issues need to be addressed through refresher training and supervision.

87. Funding allocation within the Departments is further complicated by the ability of the DG through Section 27 of the Public Finance Act to reallocate funding between expenditure heads in the Departmental budgets, with the approval of DESP, but without necessarily consulting with the Director of the department. On occasion the DG will transfer seemingly surplus funds from one programme to provide funding for another pressing need, such as payment of damages in a civil court case where the Ministry has been found to be at fault. Understandably this robbing Paul to pay Peter state of affairs leads to a high level of frustration and uncertainty when trying to maintain funds available for specific activities that have been planned and funded in the annual budget. The disruption can then trickle down to the provinces when further inter-departmental adjustments have to be made to make up for the lost funds resulting in cutting off funds for provincial activities.

88. **Project funding.** Because of the inefficiencies of the Government system for the disbursement and accountability of funds some donors prefer to finance their projects outside of the government system. Typically a donor-funded project will set up a bank account in one of the trading banks and disburse funds directly to the department with the department having the responsibility for accounting for the expenditure directly to the agency. This is the approach used by SPC and FAO for funding projects in the DTF. While this may be a more efficient means of disbursing and accounting for project expenditure, by operating outside of the government it is undermining the proper function of government and goes against the spirit of the Paris Declaration, which requires working within government systems and harmonising and coordinating donor support within government sector plans.<sup>6</sup> The dilemma facing donors is whether to use their own processes in the interest of short term efficiency, or to forsake some effectiveness and work through government processes and help build capacity in the longer term. The longer term approach should be to use government process, but it has to be acknowledged that continuing support and capacity building to strengthen the process is also needed. MAQFF have commented that Government needs to be more proactive in persuading DPs to channel funding through the government's financial system, and the DPs should coordinate their support to provide more budgetary support as part of a programme, rather than projects, in what might be regarded as a sector wide approach.

### **Lack of extension materials**

89. Active extension services need a supply of materials to provide to farmers and the rural community. The production of extension material – pamphlets, booklets, video, DVDs etc. is restricted, because of budgetary constraints, and this has also affected the effectiveness of extension agents. Material that has been produced with

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<sup>6</sup> The Paris Declaration on Aid Effectiveness is an international agreement to continue to increase efforts for harmonisation, alignment and managing for development results. It includes a clear statement to eliminate duplication of effort and to rationalise donor activities to make them cost effective.

the assistance of donors has usually been very effective and a valuable resource, such as the recent DVD on sandalwood production produced by Forestry Department with the assistance of the SPC, and the posters on noble varieties of kava supported by NZAID.

### **Linkages to research**

90. Since VARTC stopped receiving international assistance and has had to rely solely on GoV support and its own income generating activities, its capacity to produce applied-research extension materials to assist in disseminating research results to producers has been severely reduced. VARTC's objective is to disseminate the results of its applied research and provide improved planting materials to farmers. Its lack of resources to fulfil this objective is a constraint to the sector. An active extension service also needs to have good linkages to international research and development.

### **Linkages to international centres for research and development**

91. MAQFF has good linkages to international centres for research and development and receives assistance from various international and regionally based institutions such as SPC, ACIAR and FAO for small development projects. The Japanese are currently supporting DOF in aquaculture and reef restocking. In the past MAQFF was involved with several major projects, such as the EU funded fisheries development project and there were major programmes to support coconut, cocoa, coffee and cattle production. The most recent project is POPACA funded by the EU and the French Government. MAQFF have the opportunity to exchange information and attend short courses and receive training from a variety of international providers. A list of the main donor-funded projects implemented by MAQFF since 2002 is included in Appendix 4.

### **Coverage of extension**

92. Following the CRP extension staff from some districts were consolidated to the provincial headquarters leaving the remoter areas without regular access to extension staff. Some provinces do not have adequate coverage, for example Panama and Malampa do not currently have a livestock extension officer. Difficult transport and lack of access make it difficult for extension agents to maintain regular contact with the rural community.<sup>7</sup>

### **Other issues of the enabling environment**

93. **Infrastructure.** Road transport is largely undeveloped outside the two main islands of Efate and Santo, with a deteriorating network of mainly compressed coral roads, often damaged at key points such as river crossings which have not been adequately maintained for years. National roads are the responsibility of the Department of Public Works (DPW), while maintenance of the secondary and feeder roads are the responsibility of the provinces, which usually do not have the resources or finance to do the necessary maintenance. Upgrading the road network is the major task of the MCA, which will also strengthen PWD's capacity to maintain the

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<sup>7</sup> One village visited by the review team on Ambae Island claimed that this was the first visit by anyone from DARD since before the time of independence.

network.<sup>8</sup> Feeder roads are a major aspect of the enabling environment for the productive sector and better road access can be a stimulus for increased production and trade through providing access to remote productive location and reducing transport costs. Road maintenance and development need to be prioritised according to need and cost/benefit and alternative means of developing community involvement and responsibility for contributing to road maintenance developed. There could be a role for the extension services to facilitate this.

94. **Communications.** Telephone and Internet services are also not well developed outside of the two main commercial centres of Port Vila and Luganville. The current mobile phone network does not extent beyond the provincial headquarters in most provinces, and some provinces such as Tafea and Torba do not have reliable telecommunications at all.<sup>9</sup> A reliable and cost-effective telecommunication network is one of the most important aspects of the enabling environment for commerce and agri-business and the lack of services adds to the cost of doing business and is a disincentive to trade. Similarly the closure of the shortwave radio network that used to serve Vanuatu has also made it more difficult to disseminate news and advice to the remote islands and rural communities<sup>10</sup>

95. **Input Services and Supply.** The supply of inputs and materials is more difficult in the remoter communities which are serviced by poor roads, and in some cases infrequent sea transport. This adds to the costs of obtaining materials and delays in servicing machinery and equipment when assistance has to come from outside: a constraint to increasing production and productivity. High import duties on agricultural inputs and equipment are also a disincentive to production.

96. **Credit.** The lack of a workable system of supplying credit to the smallholder sector is regarded as one of the most serious issues constraining further development of commercial agriculture. Vanuatu's two main commercial banks do not offer any special assistance to the smallholder sector and nor does the National Bank of Vanuatu, although it does intend to increase its branch network in the islands. The main constraint to providing credit to the smallholder sector is their lack of collateral and the inability to use their land as security. At present, only 13 percent of the rural adult population have bank accounts, and an estimated 92,000 need financial services (ADB 2008). Various microcredit schemes have been promoted, some targeted specifically toward women, such as the highly regarded VANWODS setup in 1996 which supports urban and peri-urban women groups. The group-based savings and loan model that has been successfully applied in other developing countries would appear to have potential in Vanuatu and this may be the most effective means of increasing rural credit.<sup>11</sup> The recent decision of the Council of

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<sup>8</sup> The MCA agreement will provide US\$65 m over five years to upgrade selected roads, airstrips, jetties and storage facilities on Efate and other islands. Some 83 percent of total funds will be allocated towards engineering and construction, 9 percent to institutional strengthening for sustainability and maintenance, and 6 percent for programme administration and audits, and 2 percent for monitoring and evaluation.

<sup>9</sup> Digicell, a multinational telecommunications company which has operations in the Caribbean, wants to set up operations in Vanuatu. They have recently begun operations in Samoa in 2006 and PNG in mid 2007, providing a much greater coverage and competition to the former monopoly provider. They could have a similar impact in Vanuatu

<sup>10</sup> Plans are in place to restore the shortwave radio service with assistance from the donor community.

<sup>11</sup> The ADB is providing TA to assist the National Bank of Vanuatu to provide a new branchless banking system to people in rural areas using electronic banking technology. (Project number 40148, "Expanding Access to Financial Services", December 2007.

Ministers to support the establishment of an Agricultural Development Bank is a positive step in supporting the productive sector.

97. **Market access.** The lack of market access is frequently cited as the main constraint to exporting agricultural products both internally and externally. In remote locations with poor communications getting produce to the buyer and market is a problem. The private sector may be poorly represented with a lack of competition for buyers, leading to the perception that the producers are not getting a fair price for their produce. Isolation and high transport costs are a fact of life in many locations, and unless Government is to provide a subsidy for the cost of transport (which is contrary to WTO rules) many producers are faced with few options for getting a viable return for their production. The national sea transport study that is scheduled to be carried out in early 2008 with assistance from NZAID is expected to highlight the constraints and come up with options to support transport to the benefit of smallholder producers in remote locations.

98. **Land.** Complexity in obtaining leases over land for agricultural development compounded by complex regulations concerning negotiations with traditional landowners is a constraint. Women also do not readily have access to land on their own account which is especially hard for female-headed households.

### **Comparative effectiveness of extension services**

99. An overall assessment of the effectiveness of the delivery of extension services by government, the private sector and NGOs would indicate that the services delivered by the non-government providers are comparatively more effective than those provided by MAQFF. Generally they are more targeted, address more particular needs and engage more specialised staff. However, the scope of the services being provided are not directly comparable: MAQFF provides a nationwide coverage meeting all needs of rural producers while the non-state providers are much more location and subject matter focused. VCCI is able to provide effective services because the level of funding is sufficient to support the scale of its activities and it is able to contract experienced and motivated extension agents. However VCCI currently only has two extension workers so the scope of its activities is restricted to certain areas and activities. It is also reliant on assistance and close interaction with DARD and support from donors to fund its programme. (This also raises questions of sustainability and dependency of NGOs on donor funding – and the importance of sufficient government recurrent budgets.) As mentioned already, there are doubts of whether this is an appropriate role for such an organisation. Other non-state providers such as FSA and Venui Vanilla that deal with specific crops and commodities are undoubtedly efficient and effective in what they do, but once again they are dealing with specific commodities in specific areas for specific clients. (The vanilla training contracted-out by POPACA to FSA was particularly effective). With the exception of VANWODS dealing with micro-credit, none of the providers are targeting their services to meet the needs of women. It is not possible to make a fair comparison of the effectiveness of non-state providers with government services provision which has a much broader scope and broader objective, but what is clear is that non-state providers seem to be able to deliver specific programmes more effectively than government.

## Gender Analysis

### Introduction and background

100. Women are responsible for all aspects of the household including childcare, food production, food preparation, gathering firewood and water collection. In addition they also contribute to income generating activities, and are involved with other community activities. Although women do occupy some senior positions in the government service in Vanuatu (including in MAQFF), and there are certain clan groups that follow a matrilineal model giving higher status to women, women remain largely underrepresented in employment in the formal sector, lack participation in local and national government, and have a lower participation in high level policy and decision making. Generally speaking, gender bias favouring men is widespread in Vanuatu: women are disadvantaged and discriminated against in most aspects of life in a male dominated society.

101. Women play a vital role in the agricultural sector in Vanuatu, and to a lesser extent in the fisheries and forestry sectors. Around 80 percent of women in Vanuatu live in rural areas and 77 percent of all economically active women engage in subsistence agriculture through working in their gardens (production of root crops, fruit and vegetables). Women also participate in virtually all farming-related activities including cash crops such as copra, kava, coffee and vanilla, although this often does not correspond in their control of the financial proceeds, as this is more the domain of men. They are responsible for cultural and income generating handicrafts and actively participate in community and church activities. Production of handicrafts (mats and baskets in particular) is an important feature of cultural ceremonies and protocol but the essential raw material from the *Pandanus* palm is not considered or measured as an agricultural commodity in agricultural statistics.

102. These tasks, which are the backbone of families and societies, however are not valued in monetary terms or adequately acknowledged in government service delivery. (CEDAW report 2004). Access to income for rural women is mostly limited to proceeds from the sale of garden produce, handicrafts or occasional micro-enterprise, but access to markets is very limited. Men also largely determine access and usage of land in the rural economy, leaving women in a position of relative

**Some key gender-related statistics:**

- There are 108 males for every 100 females
- 78% of women live in rural areas
- 77% of economically active women are engaged in agriculture
- Women head 13% of rural households.
- Of the 18% of the formal sector employees, 33% are

economic dependency, where female-headed households are particularly vulnerable.

### Vanuatu Government commitments with respect to gender equality

103. The Government of Vanuatu is party to an array of international, regional and national commitments to advancing gender equality, which cut across whole-of-government function and responsibility and have implications for the mandate and operation of MAQFF. At international law level, Vanuatu is signatory to the Convention on the Elimination of all Forms of Discrimination Against Women

(CEDAW) and its Optional Protocol. Vanuatu is therefore obliged to take concrete steps to eliminate discrimination in all aspects of life, including addressing the specific needs of rural women (Article 14). The United Nations CEDAW Committee has expressed concern about the difficult situation of women in rural and remote areas of Vanuatu and has therefore specifically recommended that the government pay special attention to this issue to enhance compliance with Article 14 of the Convention, including through inter alia: increasing access to training and income-generation opportunities; credit facilities; and markets for rural women (Concluding Comments of CEDAW Committee on Vanuatu, 2007).

104. At the regional level, since 1994, Vanuatu has been committed to the Pacific Platform for Action for Women (PPA) that includes agriculture and fisheries as critical areas for advancing the status of women. More recently, the Pacific Plan includes improved gender equality as a specific strategic objective for the region.

105. At the national level, the 1997 CRP introduced a Gender Equity Policy. More recently, the Vanuatu National Plan of Action for Women 2007-2011 highlighted several roles and actions for MAQFF, which are closely related to extension services. In particular, these include:

- MAQFF to incorporate gender aspects into National Agriculture Policy
- MAQFF, MoE and VAC to provide agricultural training for women; VAC to include a rural community education programme.
- MAQFF, VANWODS, & VCCI to encourage loan schemes for agriculture, fisheries, forestry and small enterprise development for women and to provide training prior to receipt of loan credit.
- DARD to:
  - provide training, dissemination of information and financial assistance to women involved in subsistence farming, in areas such as gardening, growing different crops, marketing and value-added products.
  - teach traditional knowledge of food preparation and preservation.
  - reinstitute a National Food Security Team to action related Plans

106. In addition the Agricultural Sector Policy 2007 prepared by DARD includes a section that highlights the need to extend support to women and youth<sup>12</sup>.

107. The above commitments provide a clear mandate and framework for MAQFF to address and respond to gender issues as an integral part of their role and function. However to date MAQFF has not fully delivered on these gender equality mandates and significant effort is required to translate these policy commitments into the implementation of practical strategies and programmes which ensure equality of outcomes for women alongside men in natural resource sectors.

### **Gender analysis of extension services**

108. The review made a deliberate effort to consult with specialist NGOs and organisations that promote gender equality and women's interests. The team met with women and men individually and in groups during the consultations in the field, as a means to ensure that a gender perspective was incorporated into the review and to

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<sup>12</sup> Vanuatu has around 6,000 school leavers joining the workforce every year with only limited employment prospects in the formal sector.



recommend a way forward for extension services in Vanuatu. It quickly became evident through these consultations that despite the vital role of women in the rural sector, their contribution is not adequately recognised. There is a general perception that extension services (or indeed any form of agricultural training) are not accessible to women. MAQFF staff are not generally well versed in gender issues (particularly extension staff at provincial level), nor do they appreciate the importance of gender-sensitivity to their service delivery role. MAQFF does not have any specific strategy, mechanism or programmes which appear to systematically consider gender issues or respond effectively to the different needs and interests of women compared with men. Extension staff generally lack the skills, time, commitment or accountability systems to ensure that gender analysis is incorporated into planning, programme development and delivery. This has led to a failure of MAQFF to adequately monitor and evaluate the gender impact of extension services, or ensure gender equitable outcomes at any substantive level.

109. The government's extension programme has been traditionally designed to cover all farmers including and therefore presumed (incorrectly) to be gender-neutral. Although DARD has recognised some special needs of women producers through programmes in the areas of gardening and floriculture for example, these have tended to be one-off initiatives rather than a core aspect of mainstream operations. Similarly, a 1996 FAO report on the assessment of the role of women in fisheries in Vanuatu concluded that the DOF's administration and understanding of fisheries extension was inappropriate for the current fisheries activities and especially for women's fishing.<sup>13</sup> The report also noted that few of the department's activities were assisting communities as a whole, let alone women fishers.

110. **Subsistence crop production and small-scale agro-processing** (for example, preservation of fresh produce) has received minimal institutional support from extension services compared with the production of cash crops, yet subsistence production is the backbone of agriculture for the majority of rural women and links closely to family food security and nutritional status. Women consulted during the review consistently expressed the need for more support in relation to their most common agricultural roles in gardening, which have been largely overlooked by agricultural extension services relative to commercial cash crops. While much of this is related to traditional knowledge passed down through generations, women in communities felt that they would benefit greatly from improved information, materials and technology about new crop varieties, seasonal planting patterns and how to maximise yields from small plots of land which could enable them to increase surplus production and have positive flow-on effects for income generation and family nutrition. This need is compounded by women's limited access to and control of land in a male dominated society. Growing land pressure, especially in urban areas, creates a need for support for home gardens and maintaining soil fertility, because of the lack of scope for regenerative fallow, which means that they increasingly have to plant gardens repeatedly on smaller plots.

111. **Handicraft production.** The importance of the production of handicrafts such as baskets, mats and other articles as a main means women have of generating income was also highlighted. This is one of the few activities where women maintain control of the proceeds of their work. Women expressed need for support to improve

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<sup>13</sup> Kailola, Patricia. *Vanuatu – Technical Report: An assessment of the role of women in fisheries in Vanuatu*. FAO F1:TCP/VAN/4552 Technical Report 2. December 1996

the growing and supply of *Pandanus*, (the main raw material for making mats), the supply of basic materials, marketing of their products and provision of credit for purchase of equipment like sewing machines. While some of these needs relate to the mandate of other government agencies, MAQFF has a role to play in the fundamental importance of recognising, promoting and supporting *Pandanus* palm as an agricultural crop.

112. **Targeted training for women.** As women and girls are an important source of labour in cash crop production whether or not they control financial transactions or income, these gender roles also need to be recognised through extension planning and delivery. This requires specific targeting of women on the part of extension services to ensure that women have equal access to cash crop training and to counter the misconception that information automatically trickles across from men who are trained to women in the same community. Sex-disaggregated participation data on recipients of cash crop extension services should be monitored and analysed. Where numbers of women reached through cash crop extension relative to men are low, the use of targets for women's participation that are proportionate to their role as contributors to production, should be considered.

113. Any changes to agricultural production patterns that have impacts on gender roles in the family and women's workloads that should be monitored and evaluated in addition to economic impacts. Therefore in addition to addressing basic needs (e.g. information on food crop production), extension services should also consider women's strategic needs such as time management, inputs, credit, business skills and marketing. A positive by-product of new technologies introduced through extension research and services would be women's saved time and labour.

114. **Women extension officers.** While participation of women as extension officers does not necessarily result in gender-responsive extension services, it helps facilitate the process. Although the extension service has included some women in the past, it remains extremely male dominated and there are currently no female extension officers working for DARD. Most of DARD's female officers worked in the home garden programme, or in other technical non-extension positions. This is not unique to Vanuatu, as few female extension personnel exist relative to men throughout the world. Consultations revealed that although previously MAQFF had a positive programme to train and recruit female extension officers they did not last due to difficulties of the role. Constraints to female engagement in delivering extension included a lack of credibility in dealing with men, relatively fewer women agriculture specialists and difficulties balancing field-based work with family life. DARD also perceived personal security to be an issue for women field officers. However this attitude appears to be unfounded as women have long been successful field officers in other sectors (e.g. education, health, and women's affairs, NGOs etc), although it is acknowledged that DARD field officers usually work on their own in rural areas.

115. MAQFF should take proactive steps to train and recruit female extensions officers as a worthwhile investment for improving the quality and outreach of the extension service. To provide an increased cadre of female agricultural expertise, female enrolment in the VAC should be encouraged, possibly through providing dedicated scholarships or bridging courses. Once appointed, female extension staff should be given equal opportunity to develop their skills professionally.

116. **Gender mainstreaming.** The gender-sensitivity of MAQFF as an institution could also be improved through a clearer commitment to gender policy and

by providing leadership from the top on the importance of gender in the work of field extension officers and to change the traditional attitudes which disadvantage women. This includes recognition that extension workers need additional capacity development in gender awareness, sensitivity and effective communication to equally serve their male and female clientele in rural communities.

117. Most extension agents have only a basic grounding in gender development, and are not particularly responsive to gender needs. Building gender skills will require clear support from management and special training for staff at different levels of MAQFF. A female officer nominated as the Gender Focal Point in MAQFF has existed for some time, but this position needs to be empowered to exert greater influence and leadership for gender mainstreaming across MAQFF at an organisational level.<sup>14</sup>

118. There is a clear case for DARD investing in gender needs analysis as part of a participatory demand-driven approach to inform extension services, which in itself provides an opportunity for awareness raising on gender concepts, issues and approaches. Greater attention to women's subsistence needs and the provision of sound technical advice to women that can help sustain their traditional gardening systems and handicraft production, as well as promote surplus for cash sales would improve their livelihood and status. At the same time, extension materials which cover and reflect the wide range of women's agricultural activities should be developed and distributed to reach women and men in rural communities. Attention should also be directed towards encouraging the retention of adequate land for subsistence crop production vis-à-vis land used for cash crop production.

119. Other extension providers such as VARTC could similarly benefit from increased gender sensitivity and institutional gender mainstreaming systems, although they seemed to appreciate at some level the need for gender role analysis of crop production. They also claimed to target women separate to men during community outreach, however this was largely limited to root crops and vanilla/spice production. They also had no female field staff<sup>15</sup> and did not consider this to be necessary.

120. There are other agricultural initiatives in the Pacific region that can provide valuable learning experience to MAQFF on practical approaches to gender mainstreaming, for example, the 2006 Gender Review of EU/SPC DSAP Project, and SSSEP in PNG.

### **Importance of Women's Networks**

121. Women's networks provide an important and untapped vehicle for facilitating the effective delivery of extension services to women in rural areas. For example, the VNCW supports a large network of women through Women Councils in all six provinces. Their objective is to support the role of women in decision making and governance, improve their access to information, and promote support for women through micro-credit, marketing and other factors to address their needs in the various provinces. One of their major roles is to facilitate the marketing of handicrafts. VNCW has already been engaged in the forestry sector through a pilot project with FAO to support DTF to involve women in forestry development.

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<sup>14</sup> Unfortunately the nominated DARD officer is currently on extended sick leave after suffering a major accident while attending a training course in New Zealand.

<sup>15</sup> Their Director is a woman and they have a handful of female staff in administrative roles out of a total of approximately 50 staff members.

122. All the major church denominations (SDA, Presbyterian, Anglican, Church of Christ, etc.) have well developed hierarchical women's networks to serve their congregations and to facilitate the flow of information. These are particularly impressive in terms of their rural outreach capacity and well-established and self-sustaining networks. Committees on Violence Against Women (CVAWs) are also present in a significant number of rural communities. VANWODS microfinance groups, while currently predominantly focussed in urban areas also offer significant potential if they were to be expanded to rural areas. The RTCs are proactively incorporating gender awareness into their staff development and curriculum – while they are not currently delivering a large proportion of agricultural training however they do plan to expand their training programmes into this area. VARTC also expressed an interest in greater collaboration with RTCs to expand delivery of agricultural training.

123. These networks typically meet on a regular basis and therefore could provide a ready-made space and forum in which to incorporate extension services for women and youth. All organisations consulted were receptive to exploring such partnerships for the benefit of their constituencies. MAQFF should take concrete steps to increase partnership and collaboration with the above existing and well-established women's networks that have the ability, willingness and motivation to reach women in rural areas at large. This would enable MAQFF departments to more effectively reach out to women with extension services, and also draw upon the gender expertise within these organisations and networks. Specific recommendations to improve gender responsiveness of the extension services are included in Section 4.

### 3. CURRENT APPROACHES FOR EXTENSION SERVICES

#### Introduction

124. This section discusses the current international situation for the role and of delivery of extension services and current best practice. What is clear is that there is not one particular model or approach that is universally appropriate or ideal for every situation. A range of models and approaches have been developed and applied and it is not a matter of a “one size fits all.” Individual countries have a varied response to the challenge of delivering extension services where resolving and capturing opportunities for rural poverty reduction and agricultural growth is becoming more complex. Many developed and developing countries are questioning the efficacy and impact of the old top-down prescriptive models of extension and are moving towards a more participative, inclusive approach. Some countries such as New Zealand have fully commercialised their extension services, some have privatised services such as in the UK and others have introduced a blend of public and private sector service delivery targeted to different segments of the productive sector.

#### Goal and objectives of extension

125. The Goal of extension can be simply stated as “to improve farmers’ access to agricultural and rural knowledge, information, skills and management practices”.

126. **Role of extension services.** The role of extension is also changing from simply providing advice based on technology, to an understanding that extension is about a broader development of human resources in rural areas. Extension now recognises three major **functions**:

- Transferring knowledge, skills, information and technology to and from farmers in areas of agricultural production, small business management, productivity, protection, value adding, product procurement management and collective marketing;
- Developing facilitation skills to organise and mobilise farmer and rural groups and communities and to identify farmer objectives, needs and aspirations; and
- Building the human resource capacity in rural areas to adopt a “self-help” approach to rural community, agricultural productivity and individual development.

127. Modern extension approaches have defined a new set of **objectives** for extension:

- Transferring knowledge from researchers to farmers
- Advising farmers in their decision making
- Educating farmers about the decision making process and developing the skills to make sound investment decisions in the future

- Enabling farmers to clarify their personal and farming business goals, the relationships between them and identifying the options and resources required to achieve them
- Stimulating desirable agricultural developments

### **The role of government**

128. Providing extension services to rural population is generally regarded as the primary responsibility of government and is a public good. Although some developed countries, such as New Zealand, have totally privatised extension and no longer provide extension as a government service, most developing countries still regard providing extension services as something the government should do. Although private or commercial extension services based on the user pays principal may be appropriate to service the commercial agricultural sector, as is the case in many countries, including the commercial agricultural sector in Vanuatu, there is the definite need for government to be involved in providing extension to the smallholder subsistence and semi- commercial sectors. This is particularly so when the private sector is not fully developed or capable of meeting the needs of the rural community. Furthermore most smallholders do not have the financial resources to pay for the sort of services they need and there are large public good benefits associated with extension. These include: income generation, food safety, environmental protection, social stability and more topically today issues associated with HIV/AIDS, climate change and carbon sinks. This is not to say the actual delivery of extension services can not be done by the private sector, through contracted service delivery, but funding is still the responsibility of government. Therefore in Vanuatu it is clear that it would not be appropriate for the Government to withdraw entirely from funding extension services. There is a definite role for government. The question then is how should services be delivered?

### **Food security**

129. In many developing countries the extension services have a role to play in promoting food security and the production of sufficient food to support the population. Food self-sufficiency has been a high priority development target for many countries – Indonesia and Vietnam for example. This has never been such an issue in Vanuatu as generally most households are able to produce sufficient food to provide for themselves, except in times of natural disasters, such as a cyclone. An understated positive feature of the subsistence food crop sector in Vanuatu is its ability to expand production to meet the needs of the growing population. Food production has met the increased demand from the increasing population since independence. In times gone by when Vanuatu's population was much greater than today (possible as much as one million people), there must have been sufficient resources to feed the population. However while food may be relatively plentiful, in some cases people, through ignorance or design, are not able to consume a nutritionally balanced diet and there is a need to provide education and awareness about this.

130. Furthermore, significant amounts of rice are imported into Vanuatu and for many families in the rural sector it is now a staple part of their diet consumed as an alternative to traditional home-grown root crops. While rice consumption may be increasing due to its convenience and preference over traditional staples (for reasons

of its storability, ease of cooking, status, relative price etc.), a dependency on rice leaves the country more vulnerable to changes in the supply and price of rice in the international market as a result of climate change, emphasis on bio-fuel production etc. International food costs rose 23 percent between 2006 and 2007 according to the World Food Programme and the international rice price is still climbing and likely to remain at a historically high level. A key ingredient of the farming system is to be self-sufficient in staple food production, including domestic rice production.

### **Environmental sustainability**

131. An increasing population and expansion of agriculture into commercial crop production can lead to increased pressure on the land resource and a shortening of the regenerative fallow period under the shifting cultivation system. Cultivation on fragile soils, steeper slopes, mono-cropping of cash crops and the clearance of the natural forest cover through logging, plantation development and the expansion of agriculture affects the environment. Therefore there is a need to encourage the use of appropriate conservation farming techniques (such as agro-forestry, alley cropping, cover crops, contour planting etc.) to reduce soil degradation and erosion and to conserve the natural fertility of the land. The increasing population pressure is already causing pressure on land resources in some areas, for example parts of Tanna Island. A modern extension service has a role to play in increasing knowledge and awareness through a whole of farm and farming systems approach. Typically this aspect of the farming system was neglected in the previous commodity-focused support for agricultural development and modern extension practice needs to acknowledge the more complex and interrelated farming systems that are used in Vanuatu.

### **Role of producer associations**

132. Current extension practice gives more recognition to the role of producer associations in mobilising farmers and supporting their interests in the production, processing and marketing of products. Producers associations can be applied to all types of production, for example production of vanilla, copra, fishing and forestry, and various associations have been promoted and supported by the extension services in Vanuatu. Active functioning and sustainable producer associations need a high level of support and on-going training and monitoring to become effective and often there is a need to have access to credit for the initial capital expenditure and for short term credit on a revolving fund basis to purchase and market the crop. (Vanuatu producers expect to be paid cash on delivery and because of past experience of slow or no payment are not interested in selling on account with payment sometime later). Supporting producer associations places high demands on the time and resources of the extension service and complementary activities are required to mobilise other resources to strengthen this process, such as greater involvement of the private sector. Usually it is only a private sector operator who has the wherewithal and funding to be able to purchase the product upfront and deliver it to market.

133. Vanuatu collects export levies on copra, cocoa, kava and beef exports which are supposed to be used by government to support the respective productive

sectors. However the funds are deposited into general revenue and are not specifically used to support the commodities directly through funding extension services.<sup>16</sup>

### **Support for disaster risk management and mitigation.**

134. Vanuatu is located in one of the highest disaster prone areas in the world, with a high risk of cyclones, earthquakes, floods and extreme climatic events. In the event of a catastrophe extension staff are called upon to assess need and to help mobilise and distribute assistance and food aid to affected communities. In this way they are an important resource and link to the communities. The extension services could also have a role to play in other treats to the rural sector such as HIV/AIDS, where communities have been devastated through the loss of adult bread-winners such as in sub-Sahara Africa and the looming potential epidemic in PNG. Global climate change could also have an impact through changing weather patters and possible rising sea levels. On a positive note the international transfer of carbon credits to offset greenhouse gas emissions may offer Vanuatu the opportunity to gain credit through reforestation and forestry protection which would require government resources to manage and monitor the process – a potential role for extension services.

### **International Experience in Extension**

135. A review of the literature of international agricultural extension practices and the results of the implementation of innovative extension delivery systems shows that implementation experience has varied, but a number of trends have become apparent<sup>17</sup>.

136. As international extension practices have matured the major change that has occurred has been the move from a publicly funded/publicly provided extension *service* to an extension *system* that encompasses a range of models and providers and meets the broader needs of the rural community that has been the case in the past. This change to a system has been accompanied by several major policy, structural and process changes. These include:

#### **Separation of funding from delivery**

137. The common practice in the past of planning and budget transfer to and within agricultural extension departments led to a “top down” process whereby government extension agencies decided what the extension programme would be, who the beneficiaries would be and when and where they would deliver their extension services. The delivery actors determined the budget and the programme. Under these circumstances, stakeholder ownership and perceived value of extension was often low. In the case when the extension programme was part of a donor-funded development project, the national extension staff were usually not fully engaged in the planning and design and may not have had a close sense of ownership of a programme that was planned and managed by outside actors.

138. Internationally there has been a change in policy to that of separating funding from delivery that has had a major impact in reducing the organizational

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<sup>16</sup> Currently the livestock sector collects around Vt27 m per year from slaughter fees at the two abattoirs, fisheries collects Vt250 m in resource rentals and there is a cess on the export of kava and copra of Vt6 and Vt2 per kg respectively.

<sup>17</sup> Material in this section draws on material presented in a report on agricultural extension prepared by Keith Mulligan included in the Agriculture Science and Technology Project in Vietnam, 2004



capture of funding that occurred under the old budget transfer system. However, in practice not many governments have established entirely separate funding agencies for extension, although many governments have established broad stakeholder representative councils, both at the national and provincial level to give voice to the needs of producers. These bodies can provide recommendations for funding support to extension proposals and to monitor the implementation of those recommendations by the funding agencies and extension service providers.

139. In the context of Vanuatu organisational capture is not a problem, and is not necessarily a bad thing as the Ministry needs to have the capacity and technical expertise to provide the appropriate services to the rural producers. Further downsizing the ministry and reducing its capacity to under a critical mass of technical capacity and expertise would be counterproductive unless carefully managed with sufficient resources allocated to key areas.

### **Decentralised service provision**

140. The concept of decentralisation through placing the resources for extension (funds and extension service providers) close to the beneficiaries is now widely adopted internationally. This is particularly evident where poorly developed infrastructure and/or access to transport restricts the ability of centrally located service providers to connect with farmers in the more remote areas. In most cases, in an effort to balance the benefits of decentralisation with the operational costs, decentralization of funding has only been to the regional or provincial level. However, in some countries this process has gone further with funds made available for registered farmer group's extension activity, provided they meet certain eligibility criteria.

141. The results of decentralisation of funding and service providers has usually led to improved access by farmers to public and private sector service providers at the village level. However there are some notable exceptions: in Papua New Guinea the decentralisation of the national agricultural extension services to the provincial departments of agricultural and livestock has resulting in the virtual disintegration of extension services with funds diverted to other uses by the provincial administration resulting in an under-funded, unmotivated and demoralised provincial extension staff.

142. The GoV has stated that it intends to hasten the decentralisation process by providing more discretionary funding to the provinces and to support capacity building at the provincial level. The implication for MAQFF is that there would be increased responsibility given to the provincial extension services to planning, implementation and monitoring provincial extension services. Questions may arise around the related increased risk of corruption and leakage of funds, and how to limit these risks. Not all provincial administrations have a good management capacity or record. (Tafea province's administrative headquarters was burned down shortly before an investigation of misappropriation of funds was to commence). MFEM's tight control on the release of funds is in response to the need to maintain control, but there has to be a balance between timely release of funds and accountability. Support to building capacity at the provincial level will be needed to ensure that such decentralisation has a positive outcome. Decentralised extension services would still require proper resourcing and support from the central level as well.

### **Public services targeted to poor farmers**

143. In the past extension programmes were usually directed towards commercial or semi-commercial farmers who specialised in production of cash crops for export and income generation with an emphasis on the adoption of technology to facilitate production. The adoption of new technology required significant capital investment and exposure to risk, both of which were out of the reach of poor farmers and the subsistence sector. The more recent trend is for commercial farmers to receive advice from the private sector, or they are expected to contribute to the cost of agricultural advisory services. This has allowed governments to redirect more of the public sector budget towards poor farmers where technology interventions are required to be low cost, low risk and generally at the lower end of technical complexity. Publically funded programmes supporting gender equity for broad-based economic development targeted to women has particular relevance to Vanuatu.

### **Private sector access to public funds for extension delivery**

144. The separation of public funding for extension from the actual delivery is usually accompanied by policies that allow the private sector access to public funds for extension service delivery. This means that private sector providers can compete for contestable public sector funds for extension delivery as an alternative to service delivery by the government's departments. This change has encouraged the *pluralism* or *socialisation* of the delivery of extension through allowing several public and private sector service providers to compete to provide services. It has also encouraged governments to focus public sector funding on disadvantaged groups of farmers, and in some cases women. In some countries well-off farmers (and commercial farmers) are obliged to contribute to the cost of agricultural advice they receive.

### **Private sector contribution to costs of extension**

145. Allowing the private sector access to public funds has encouraged the private sector to contribute towards the cost of extension, particularly when the private sector provider is vertically integrated in production, processing and marketing and interested in increasing production for their own commercial benefits. The further socialization of extension through private sector involvement and the concept of mutual leverage of public and private sector funds has in many cases led to an increase in the total funding available for extension. An interesting outcome has been the willingness of poor farmers to contribute to the costs of extension when they perceive the individual benefits are real. All farmers are usually willing to pay towards the cost when their personal cost-benefit is sufficiently positive. The suggestion that the abattoirs in Vanuatu should have their own dedicated extension service fits this arrangement.

146. Contributions to extension funding by the private sector has also encouraged the development of commercial agricultural consultancy/advisory services for commercial farmers on a user-pays basis, especially for high value crops with a high pay-off, such as gaining knowledge of processing vanilla for example. User pays is often managed by semi-commercial farmers with common interests through forming groups or producer associations and employing advisers/consultants. On the other hand, larger commercial farms working in a competitive environment tend to prefer to employ consultants on an individual basis and may receive advice from the suppliers of inputs, such as fertiliser and animal health drugs.

### **Participatory farmer driven extension projects**

147. There has been widespread use of participatory approaches to determining farmer needs and priorities. Many of these participatory methodologies focus on broader rural community development issues including education, water supply, and support for women and youth etc. Agricultural extension is in most instances a small component of community development. In some cases community needs analysis has generated higher level needs, such as income generation or food security. In response to this, extension services have tended to be project oriented with specified outputs and quantifiable benefits. In many instances extension projects have been technology based, but increasingly more emphasis is being given to human resource capacity building through assisting farmers to analyze their own situation and develop their decision making skills, often through the “farmer field school” model. In some cases the participatory approach is linked with grant funding to the community that can be used for a mix of community development products according to the communities’ priorities and needs and the satisfactory completion of training/awareness building programmes. The REDI programme used participatory methods to identify community’s needs.

### **Development of a broad cadre of service providers**

148. The development of a wider group, or pluralism, of agriculture extension service provision has led to a large increase in the number of extension service providers. It has also led to a higher proportion of service providers being located close to target communities and beneficiaries. Many “new” service providers live and work in the same communities as those to whom they provide advice, and include a range of providers including retired agriculturalists, lead farmers, local NGOs and representative of civil society. Service provider quality and competency is often variable, but many of the local service providers are “farmer experts” or lead farmers who are willing to share their knowledge and skills and are highly respected in their own communities. In some instances this has led to registration and accreditation of service providers in a database that is coupled with an evaluation process to assess and grade their capability and competency, (as in the case of the SSSEP project in PNG).

149. There has been a shift from full-time public sector extension workers, to part-time private sector extension service providers. For example, in some developing countries, this process has led to the development of the “bare-foot vet” who provide animal health services at the village level. These services, often paid for by farmers are also supported with public funding for animal health surveillance and reporting services. In some countries public servants, many of who are poorly paid and are forced to work more than one job, are encouraged to leave the public service and set themselves up as part-time extension service providers. Pluralism has also in some countries has also led to development of specialised “subject matter specialists”, often attached to agri-business processors and marketers of agricultural products.

150. There is also the opportunity to develop specialist extension service providers that cater for women to improve access and provide extension services tailored to rural women’s needs. Their needs are usually more broadly based to support livelihoods, often including other aspects concerning health, education, childcare, rather than a narrow focus on agricultural, fishing and livestock production. In Vanuatu there is the potential to cooperate with the network of rural training

centres belonging to VRDTCA, and the church networks to promote the involvement of women in extension services and in tailoring services to meet women's needs.

### **Contestability and contracting-out**

151. The increased access by non-government extension service providers to public funds, and the development of a network of village-based service providers, has provided farmers with more choice. They now have the opportunity to participate more fully in determining what services they require and the ability to choose which service provider(s) will provide those services. Extension is moving from a top-down public service with projects (models) determined and delivered by the service providers to one where specific extension projects that meet farmers' needs are identified, project proposals prepared and recommendations for funding projects are determined by stakeholder representative councils on the basis of agreed regional or provincial priorities.

152. Accredited service providers can be selected in a transparent and open way, based on agreed criteria and the supply of services managed through contracting out delivery through service provider contracts. The project identification, preparation and contracting process does have an associated cost however, but provided these costs are managed, the added benefits of output-based (results oriented) extension contracts that meet farmers' needs, usually more than compensates for the additional costs and is a more effective use of the resources.

153. In Vanuatu the REDI programme does provide contestable funds at the provincial level that the extension services can apply for to fund specific programmes. (For example in Melakula the provincial DARD office has applied for funds from the Malampa REDI fund for a small village poultry project). However, one issue raised about the REDI funds is that they are intended for community projects, and no one individual is accountable to ensure that the project is sustained. MAQFF's experience with the REDI type approach was not positive. It was too donor-driven, and bureaucratic. The process of obtaining REDI funds is slow and complicated and funding is limited.

### **Need for up-skilling**

154. Most existing extension workers with basic training in production technology do not have the ability to provide this vertically integrated broader-based assistance required by their changed role, and including gender analysis. As a consequence in-house training and up-skilling programmes have been developed to train both public and private extension service providers to their new role. In addition curricula for more formal education for future extension service providers with an emphasis on participative extension methodologies, farm/household economics, and monitoring and evaluation are being developed.

### **Increased emphasis on impact evaluation**

155. Most public extension services do monitor inputs or activities, and usually this is a particular requirement of donor-assisted projects. In some cases monitoring only involves recording expenditure against budget, but under the Training & Visits extension modality, achievements based on inputs, such as number of farmer contacts, information pamphlets prepared, farm demonstrations conducted, workshops and farmer field days completed are monitored against annual targets. Actual impact

evaluation is often seen as being too difficult and too costly. Moreover impact evaluation skills are usually scarce and potential conflicts of credibility arise when those who deliver extension services also attempt to evaluate the impact of their own efforts.

156. The usual response of public sector extension workers to a proposal to use networks of local service providers is the attitude that “village-based extension service providers do not have the technical knowledge required to provide adequate extension services.” The desire of public sector extension providers to monitor the impact of this expanded group of service providers has become more urgent. Skills developed in *ex-post* financial benefit: cost analysis at the locally delivered extension project level are being augmented with skills in economic benefit: cost analysis at the provincial and national levels.

## **Pacific and International Models**

### **Participatory out-sourced SSSEP model from PNG**

157. In Papua New Guinea the ADB-financed *Smallholder Support Services Extension Project* (SSSEP), which started as a pilot in 2000, has successfully demonstrated a new approach to agricultural extension which combines participatory processes, contestable funding and out-sourced service delivery through registered service providers. This project is supporting provincial smallholder programs in Morobe and Eastern Highlands provinces using a model of outsourcing service providers for agricultural extension and support and introducing an element of user pays for the contracted services. The priority needs of small groups of smallholders are identified through a participatory planning process and then service providers are contracted, through a competitive process, to deliver on those needs. Funding is allocated on a grant basis to each community or village. An element of cost recovery and the integral monitoring and evaluation of service provision are key components of the approach. Service providers are registered in a database and evaluated and assessed on their performance by the beneficiaries. The provincial Department of Agriculture and Livestock has been the key agency responsible for the management of the extension activities and contracted service providers. The Coffee Industry Corporation, the main support agency for the coffee sector, plans to adopt a similar demand-driven contracted-out extension services delivery model for all its extension services to coffee growers.

158. The project has covered all districts in both provinces and some 15,000 households have directly participated in SSSEP activities. The project has successfully demonstrated a new approach to agricultural extension as confirmed by recent GoPNG and ADB reviews. The benefit: cost ratio of SSSEP contracts has been estimated at 10:1 and participating beneficiary groups have expressed a high level of satisfaction with the approach.<sup>18</sup>

159. Although initially the project created parallel structures, it is now institutionalised in the extension services of the two provinces. The model is currently being expanded to Simbu province with further expansion to other provinces is anticipated in 2008, as awareness of it grows. A key criterion for expansion is provincial interest and commitment to allocating internal revenue to it.

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<sup>18</sup> A Project Completion Report for the project is expected to be available by mid 2008.

### **Tonga Young Farmers Association**

160. In Tonga, the National Youth Congress and the agricultural extension services have developed a Future Farmers of Tonga programme through organising village and church young farmer groups (both male and female) to promote young peoples involvement in agriculture through a Young Farmers Association. The programme was developed in response to the lack of participation of youth in agriculture, and the negative effects on employment, agricultural production and food security. Support to young farmer groups is of high concern to government, NGOs and donor agencies to stem the tide of increasing migration to urban areas and the loss of agricultural knowledge. The likelihood of rural youth getting a job after leaving schools is around 50 percent and the programme has the objective of providing an alternative livelihood for the school leavers with the goals of providing youth with training in farm management and marketing, income generation through small agriculture based business and increasing local food security, reducing the reliance on imported food. Other aspects of the programme cover youth employability, leadership and citizenship, and healthy lifestyles. The programme is assisted by FAO, SPC, US Peace Corps, the Ministry of Agriculture, Tonga National Youth Congress and Tonga Trade.

161. FFT groups have been established in locations throughout Tonga with over 300 participants. Around 30 percent are women. Representative from groups receive training in farm management and demonstration plots and marketing extension and then return home to pass the information onto their peers. Groups receive between TOP\$1,500 and \$3,000 (US\$750 – 1,500) each depending on location and size according to budgets for planned expenditure, with purchases authorised by the youth centre on the group's island. Crops promoted include short term vegetable production (tomato, beans, lettuce etc) and long term crops (vanilla, kava, paper mulberry and yam). There are special projects to promote broiler chickens and other youth farm projects involve agro-forestry for fruit, timber and cultural trees. Some training is conducted in conjunction with the Ministry of Agriculture.

162. The programme has a parallel with the programmes conducted by VRDTCA for rural youth through their RTC network in Vanuatu. It would be useful to evaluate the Tonga programme more carefully with a view to adopting the approach to supporting youth in agriculture in Vanuatu

### **Nucleus Enterprise Model**

163. The Nucleus Enterprise Model (NEM) is promoted as an effective means to supplying required supporting services such as credit, technical inputs and market access to smallholder producers who want to commercialise their activities and produce more produce for the market.<sup>19</sup> The nucleus enterprise is defined as a private agro-industry firm with access to markets, technology and production inputs and with the management skills and financial resources to extend that access to the associated smallholders. It is in the interest of the nucleus enterprise to provide support services and production inputs to gain access to higher volume of raw material for their processing and marketing. Any commercial firm involved in agriculture that meets these criteria can function as a nucleus enterprise, such as a plantation, livestock

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<sup>19</sup> The potential application of the NEM approach to Vanuatu is explained in some detail in the ADA/AusAID Pacific Study Series report on Policy Issues in the Agriculture, Fisheries and Forestry Sectors in Vanuatu, 2001

ranch, food processor, trader or export and even a group of producers organised into a corporation. The rationale for the model is that the private sector is best placed to provide the essential inputs to allow the smallholder producer to move to commercial production. The nucleus enterprise provides the inputs and a guaranteed market for products through developing a partnership with the producers. This can happen on an informal basis but to be effective the NEM must develop a greater degree of linkage with the producers taking management control over production and post-harvest practices and some responsibility for the general wellbeing of the smallholder and his family to their mutual benefit.

164. The NEM approach is already being applied to some degree in Vanuatu such as the operation of Venui Vanilla with technical assistance from FSA supporting vanilla and spice producers. The model could be applied to the production of most agricultural commodities in Vanuatu (kava, cocoa, taro, cattle) where groups of producers are interested in increasing their level of production and quality of their products for the market. The role of extension services in developing NEMs could be to play the role of facilitator and in providing extension services to the producers.

### **Participatory methods for the Pacific**

165. Since the early 1990s there have been increasing efforts to adopt and use participatory methods in the agricultural sector of the Pacific ACP countries. This move toward participatory approaches began as a result of question about the success and sustainability of the prevailing top-down approach that was being used to promote agricultural development. Consequently various participatory approaches were developed, most having their roots in the Rapid Rural Appraisal (RRA), and Participatory Rural appraisal (PRA) methods developed in the 1980s to quickly identify the needs of communities and to plan appropriate responses. This methodology led on the Farming Systems Research Approach (FSR) which resulted in the development of the Farming Systems Development (FSD) approach in the mid 1980s. Various other similar approaches have been developed based on participatory consultation (including Participatory Action Research, Community Development approach, Rapid Rural Systems Analysis), but they all follow a similar theme: *participation* of people in the process of *learning* about their needs and opportunities, and in the *action* required to address them. In the 1990s the EU-funded Pacific Regional Agricultural Programme (PRAP) supported the application a participatory Learning and Action (PLA) for participatory methods in the Pacific and developed a training tool kit that was distributed by SPC in Fiji

166. Participatory methods have been applied in Vanuatu as part of several programmes and projects including PRAP I and II. One PRAP project involved assisting the village of Emua on Efate to address problems related to crop production experienced by the farming community. The REDI programme involved widespread consultation with communities to identify needs and priorities; DTF has also applied the approach with assistance from FAO. NGO and non-state providers supporting the rural communities also use participatory techniques to ascertain needs. The constraints to widespread use of participatory methods are that it requires an experienced facilitator or moderator to effectively apply the process to identify and prioritise community needs and to document the action plan. The process is time consuming and expensive on an area or per head basis. Sometimes the process leads to a large wish-list for government assistance and it creates unrealised expectations and frustration when the funding to implement the programme is not forthcoming, or

when the issues cannot be easily addressed, such as high transport costs, or lack of access to market. Ensuring the sustainability of community based development can also be a problem when no one individual has responsibility for the maintenance and care of the new infrastructure or equipment.

167. The PRA method used by DTF is simple and cheap, based on a one to two hour fact-finding mission to a community and could be applied more widely. In their experience it is important not to raise expectations to an unrealistic level. The potential to share the output from PRA fact-finding with other departments should be developed so that the community's relevant needs could be addressed by the appropriate ministry. PRA information could be added to a web-based database to allow easy access and interchange between departments.



## 4. RECOMMENDATIONS FOR A FUTURE SYSTEM FOR EXTENSION SERVICES

### Introduction

168. This sector presents recommendations for the restructuring and rejuvenation of the extension services in Vanuatu appropriate to a small island country with its unique features of a many separate islands, a diverse population, high transport and logistical costs. The objective is to adopt an extension system that reflects the current approaches to extension services that has been developed in other countries as appropriate to better serve the needs of producers in Vanuatu's mixed farming system. The issues and constraints facing extension services in Vanuatu are well known and have been highlighted in previous reports. Although the depletions and right-sizing following the civil service strike and the CRP certainly dealt a blow to the ability to deliver services, it is not entirely a matter of a lack of resources. It is also a matter of a having clear strategy and direction for extension that requires strong leadership and a clear vision of the methodology for a sustainable extension service that can operate at a base level within the Government's recurrent budget allocation, complemented by donor support for development programmes and projects. The donor community has pledged to provide more support for rural development, and are seeking effective means to do this, working towards a programmatic and budget support mechanism. A revitalised extension service will be able to take advantage of development assistance to build on its base programme. It is acknowledged that there will be considerable costs associated with capacity building, retraining and upgrading of extension services, including infrastructure and transport, which will require ongoing funding from the DPs besides government.

**Technical assistance.** MAQFF's restructuring and revitalisation will require a definite commitment to change, which will most probably require outside technical assistance to support and shepherd the change process. The secretariat or coordinating body that has been suggested should be set up to provide support for sector policy development and coordination of donor support is likely to be a major player to the process if it is established in some form or other. TA could be through a series of short term inputs by an international extension specialist, rather than a long term TA. It will be important for MAQFF to have overall ownership and responsibility for maintaining the momentum of the process.

### Are Existing Extension Services Meeting Rural Producers Needs

169. The conclusion from the review of extension services, both public and private providers, is that the needs of the rural producers are not being satisfied to an acceptable extent, and to meet the Governments development goals. The public extension services are constrained by funding, management and motivation and do not provide a universal coverage. The more isolated areas are very poorly served by extension services, and distance support through radio is prevented by the lack of a radio broadcast service and appropriate materials. Private sector providers do provide good service for selected crops in selected areas, but coverage is not nationwide, and

does not address the broader needs of rural producers. Key points about the effectiveness of the current situation are:

- Coverage is limited – MAQFF extension staff are consolidated in provincial headquarters and remote communities do not have regular access to extension workers.
- The operation of MAQFF services is constrained by operational funds for transport, materials, etc. Most departments are not able to meet their annual workplans and goals.
- Extension staff are not trained in newer extension methodology, do not receive regular refresher training, and do not attend annual national planning meetings.
- Extension staff are not gender aware and have received little gender specific training.
- There is a lack of extension materials to support extension programmes
- The potential for broadening extension services through involving the RTCs and other networks to serve rural producers, especially rural women has not been developed

### **Productive Sector Extension Needs**

170. The role of an extension service based on a demand-driven model can be defined as covering three main functions:

- i) Transferring knowledge, skills, information and technology to and from farmers;
- ii) developing facilitation skills to organise and mobilise farmers, rural groups and communities and to identify farmers objectives, needs and aspirations; and
- iii) building human resource capacity in rural areas to adopt a “self-help” approach to rural community, agricultural productivity and individual development.

171. The needs of the production sector encompasses these three functions of **information exchange, facilitation and human resource development**. In addition there are several particular functions that are also important for public extension services to support in the Vanuatu context with its priorities of private sector led economic growth development, better rural service delivery and primary sector development:

- To ensure a consultative, evidence-based, and effective policy-making and implementation process.
- Ensure obligations and conditions of regional and international trade agreements to which Vanuatu is a signatory are met.
- Enforcement of quality standards, certification, border protection and export phytosanitary control
- Ensure that research activities are prioritised; meet the needs of the sector and that research results are disseminated to producers.

- Support for the achieving organic certification and fair trade certification
- Promotion of trade in products that can contribute to growth in exports, including beef, fruit, vegetables and high-value niche items.
- Support for marketing and producer associations and involvement of the private sector
- Support for availability of credit
- Support and facilitate the involvement of private sector providers in agricultural extension, training and dissemination of information.
- Support food-security, soil conservation and fertility, and conserving biodiversity through a farming systems approach.
- Support programmes for women and youth in the rural sector.

172. Based on consultation and information collected during the review the key extension needs of the rural production sector in Vanuatu in the short term and the medium term can be summarised as is presented in the table below.

**Table 7: Summary of Key Extension Needs in of Rural Producers Vanuatu**

| Sector                   | Short-term   | Medium-Long Term  |
|--------------------------|--|---|
| Agriculture              | <ul style="list-style-type: none"> <li>• Assistance with marketing of products – copra, kava, cocoa, yams etc</li> <li>• Access to credit</li> <li>• Improved transportation</li> <li>• Access to extension materials and information, and planting material</li> <li>• Assistance with rehabilitation of cocoa and copra dryers</li> <li>• Address needs of women – production and sale of handicrafts, supply of inputs, home garden production</li> </ul>                         | <ul style="list-style-type: none"> <li>• Food security and healthy living</li> <li>• Environmental conservation and management (selected areas under threat from increasing population and unsustainable agricultural practices)</li> </ul> |
| Quarantine/<br>Livestock | <ul style="list-style-type: none"> <li>• Establish access to EU and USA markets for Vanuatu branded beef</li> <li>• Access to and distribution of improved bulls and breeding stock</li> <li>• Pasture establishment and maintenance</li> <li>• Assistance with transport of smallholder cattle to market</li> <li>• Disease control</li> <li>• Support for village poultry and goats</li> <li>• Address needs of women</li> <li>• Control of fire ants and other threats</li> </ul> | <ul style="list-style-type: none"> <li>• Expand livestock extension services to Penama and Malampa provinces</li> <li>• Support sustainable smallholder livestock production</li> </ul>   |
| Forestry                 | <ul style="list-style-type: none"> <li>• Assistance with establishing plantations – sandalwood, nut trees etc</li> <li>• Control and regulation of operation of sawmills and ensuring a fair return to resource owners</li> </ul>  | <ul style="list-style-type: none"> <li>• Sustainable management of forestry resources</li> </ul>  |

|           |   |   |
|-----------|---|---|
|           | <ul style="list-style-type: none"> <li>• Sustainable use of indigenous species – nut, sandalwood and white wood.</li> <li>• Addressing needs of women</li> </ul>  |   |
| Fisheries | <ul style="list-style-type: none"> <li>• Installation of fish aggregating devices</li> <li>• Supply of fishing equipment – boats, motors, fishing gear, ice plants</li> <li>• Establishing of community fishery projects</li> <li>• Assistance in transport and marketing of fish and value adding</li> <li>• Training in fishing, handling and storage</li> <li>• Management of community fisheries – reef and coastal areas</li> <li>• Addressing needs of women</li> <li>• Development of aquaculture</li> </ul> | <ul style="list-style-type: none"> <li>• Sustainable use and management of fishery resources</li> </ul> |

173. The more immediate needs are mostly related to the marketing of products, the supply of inputs and access to credit, while longer term needs relate to the sustainable management of the natural resources. Issues concerning food security and environmental sustainability are location specific. Generally Vanuatu does not have problem of food security as most communities are able to produce sufficient food, except in the aftermath of an extreme event such as a cyclone. Environmental sustainability is not a major problem, but in some areas, such as Tanna, with increased population pressure and more intensive land use it is likely to become more acute in the future.

#### **Determining key extension service needs**

174. The extension service needs of rural producers are varied and many according to the product, location and marketability of production. Currently there is no systematic process to determine producers’ needs as articulated by them through a participatory process of consultation with producers, apart from ad hoc activities usually associated with donor-funded projects. Usually needs as perceived from top-down planned support programmes, and are not necessarily based on sound research in a participatory manner. In the past most development projects in the natural resource sector – agriculture, fisheries and forestry – have concentrated on promoting the production of commodities for export and the local market. The production of cocoa, copra and coffee and the exploitation of the off-shore fishery resource in the fisheries sector. The fisheries sector is a good example where most of the development effort focused on the exploitation of the deep water snapper “poulet” fish resource, while the reef fishery which provides sustenance for many more people was largely left to its own devices.

175. The impression from the consultation by the review team is that producers are most concerned with developing sustainable and profitable markets for their products – copra, cocoa, fish, yams etc. There is also a demand for improved infrastructure and production facilities, for example replacement metal pipes for copra and cocoa dryers. Although ideally the supply of materials should be the role of the private sector, there is an expectation that the government should provide, rather than relying on their own initiative is getting material from the private sector.

176. There does not seem to be a functioning mechanism whereby provincial extension needs are identified and built into the extension programme, apart from in an ad hoc manner. For example, it is some years since DARD held regular national planning workshops for its extension staff where needs specific to certain areas could be discussed and consolidated. While short term needs are mostly connected with marketing of produce, in the longer term there will be broader needs concerned with food security and environmental sustainability. These issues are currently not so serious apart from in some locations, but are likely to become more important in the face of increasing population pressure on land in the more populated areas and rising international food prices. A mechanism will be required to identify provincial needs and structure extension services to meet the needs.

### **Role of a Coordination Secretariat**

177. There have been conceptual discussions among the donor community in Vanuatu about the value of supporting a mechanism to coordinate the productive sector, recognising that existing structures and institutions need further capacity to manage effectively. One of the concepts is for a Coordination Secretariat to support the planning and implementation of government determined policy and strategy for the agricultural sector, and to coordinate Development Partner assistance. It has been suggested that the unit should be staffed by a small group of Ni-Vanuatu staff supported by international experts as necessary.<sup>20</sup> It would provide, with donor funds, the human and other resources necessary to develop and coordinate a coherent approach for development in the natural resource sector. It would support policy development, cross-sectoral planning and budgeting, a medium term expenditure framework and develop and manage performance monitoring frameworks. It is intended that it would support a programme approach to development using and supporting government systems and processes in tune with the Paris Declaration, possibly coordinating assistance through a development fund.

178. The establishment of a coordination secretariat is still at the conceptual stage however, but if developed it could have a key role and be closely involved with the restructuring and revitalisation of extension services. It could play a central role in driving the process and supporting MAQFF's restructuring. However the initial reaction from MAQFF to the idea is that they would be opposed to a new structure requiring more staff and imposing a new set of bureaucracy.

### **The Ideal Extension System**

179. The ideal model for extension services for Vanuatu should recognise the best of the features described in section 3. An important aspect of the revamped model will be to move from providing extension services to setting up an extension **system**, which encompasses service provision from all providers - government, NGO and private sector - as part of an overall system with MAQFF having the key role of coordinator and provider of public services in conjunction with the other specialist providers. MAQFF would remain as the main provider of publicly-funded extension services, but with a restructured and reduced number of staff following a functional expenditure review and voluntary redundancy programme. If after restructuring funding for MAQFF was maintained at existing levels, then the process would release

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<sup>20</sup> The coordination of the productive sector in Vanuatu through the formation of a sector secretariat was outlined in a draft concept note prepared by Peter Bazeley in November 2007.

funds currently used for staff salaries and allow them to be used for operational activities, achieving a more appropriate ratio of staff/operation expenditure. It is not envisaged that MAQFF would relinquish its role as a provider of extension services, but that it would work in conjunction with other providers where appropriate. The potential for working with the RTCs could be developed. Specialist extension service providers, such as Syndicate Agricole for village poultry and FSA for vanilla

**Framework of Revitalised Extension System**

- MAQFF to have the capacity (with donor support) to provide public services on a sustainable basis. In addition to capacity building, this should involve staff rationalisation and restructuring through voluntary redundancy
- Support to non-government and private sector providers through collaborative and integrated programmes with MAQFF, especially for technical specialist support for specific products, eg vanilla, coffee, and to achieve National Plan of Action objectives in relation to agriculture and women.
- Private sector providers having access to contestable

production, should continue, and ideally would be able to access additional public funds to expand their programmes. Extension service would be provided through a mix of public and private sector providers according to the

comparative strengths of the various providers to meet the needs of the rural community.

180. The overall framework for revitalisation of extension would cover the following:

181. More specific aspects within the overall framework for revitalisation of extension should include:

- Be sustainable within the realistic level of government funding to achieve its core level of activities with the available staff and operational budget in accordance with a sector plan, with additional support from donors for programmes, training and specific development activities.
- Support a greater functioning devolution of responsibility to the provincial level in line with government's proposed allocation of greater provincial responsibility, possibly combined with some bulk fund allocation as contestable grants
- In line with a devolution of more responsibility to provincial level, develop the capacity of provincial offices to access funds from other funding sources, such as the REDI fund, and donors
- Be participatory and responsive to sector needs by providing demand-driven extension services determined by a participatory process managed at the provincial level.
- Work in collaboration with the range of service providers best suited to most effectively deliver services including the private sector, NGOs, leading farmers and other non-government training providers.
- Maintain a database and register of service providers.

- Provide effective dissemination of applied research information from national and international research institutions to producers.
- Develop strong linkages to rural leaders and lead farmers and support the sustainable functioning of producer associations
- Use a range of media for the dissemination of extension message and material including printed material, posters, DVDs and radio programme broadcasts.
- Provide management and logistical support to extension field staff including effective office facilities, support staff, communication (email, Internet, mobile phone), transport (personal motorcycle, access to shared truck), timely disbursement and acquittal of operational funds, management, annual planning workshops and in-service training and refresher courses.
- Strengthen a Contract Management Unit in the MFEM to administer the award of contracts to out-sourced contracts for the delivery of extension services by non-government providers including NGOs, private companies, farmers associations, and commercial extension specialists
- Establish processes within the Contact Management Unit to monitor and evaluate the performance of the contracted service providers.
- Incorporate monitoring and evaluation functions in MAQFF to measure outputs and effectiveness.
- Include support for staff personal development, defined career and merit-based promotion prospects.
- Consider introducing a fixed term contract system for senior staff coupled performance assessment to instil better accountability and performance in the Ministry, possibly including field officers
- Mainstream gender analysis and equity to improve outcomes for women and to positively accommodate the needs of rural women and youth in including special training programmes.

182. The adoption by MAQFF and its departments of a new extension methodology or system which includes these features will take time. It will require buy-in and commitment by MAQFF senior staff and the Government of the need for change. Meanwhile there are other immediate issues that could be addressed through short-term more immediate support while the longer process of planning and implementing the structural change is played out. This could be accommodated through a “Plan A” approach to implement the major structural change required which may take several years, and a “Plan B” that addresses priority needs that can be supported in the interim while Plan A is being processed. The introduction on a new model should be done by steps with implementation in one or two provinces on a pilot basis to allow an evaluation of the outcomes and allow time for the necessary training and support to be introduced.

## **Activities to Restructure Extension**

### **Introduction**

183. This section presents recommendations on the process required for the restructuring of the extension services. The fundamental activities that would be

included in the Plan A are discussed first, followed by more specific actions that could be included in Plan B to increase efficiency and effectiveness in the shorter term, irrespective of the time-table for completing Plan A.

### **Rationalisation of function, staffing and support (Plan A)**

184. As noted earlier, the current operations of the extension services are ineffective and under-resourced. The percentage of the annual recurrent budget that is used to pay salaries is around 70 percent. The level of funding is constrained by the overall government budget and it is not anticipated that there will be increased allocation for MAQFF in the short-medium term (Corporate Plan 2007-2009). If the overall budget is constrained, and salaries take up to much of it, then the only solution is to restructure and downsize so that a more appropriate ratio of salaries to operational costs can be obtained. MAQFF also needs to evaluate the resources it needs for each department to deliver its core programme. However it should be noted that MAQFF would not support a major restructuring and downsizing of its staff without a corresponding commitment by the DPs to contribute extra resources for retaining, up-skilling and providing the means for extension to deliver its services.

185. The restructuring of MAQFF will ultimately involve changing the structure of the divisions and sections within the four departments and the human resources to support a revitalised extension service. It has been noted that DARD currently does not have strong resources in agricultural economics, an aspect that is important to the farming systems approach: to evaluate the economic and social importance of the various alternatives for smallholder production in a whole of farm approach. Reorganisation and relocation of staff should also be a feature of the restructuring programme.

186. **Functional Expenditure Review.** The adoption of a new approach to extension will require the Ministry to first define what its function is going to be, the outputs to be achieved and the resources that it needs to do this, within the constraints of the funding envelope for the short to medium term. One means of achieving this would be to conduct a *Functional Expenditure Review*.<sup>21</sup> This would be done on a departmental basis and be a relatively major undertaking using consultants. The outcome of the FER would be to:

- Prioritise and align activities of MAQFF with sector needs matched to required staff resources and budget.
- Rationalise the staff and human resources to meet the needs, skills and competency required to deliver services according to the agreed methodology
- Revitalise each department with trained, competent and motivated staff according to an appropriate human resources development plan.
- Plan for a provide TA to assist the restructuring and revitalisation process.

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<sup>21</sup> The purpose of the FER is to provide a clear framework for short to medium term targeted Government institutional refocus, rationalisation and if necessary restructuring, so that limited public resources can be used as effectively and efficiently as possible. A FER answers three questions:  
i). What should be the roles and objectives of government bodies in meeting national priorities relating to agriculture?  
iii). How should government bodies be reoriented and refocused to carry out their revised roles and meet their revised objectives?  
iii). How should government bodies work together?



187. **Early retirement of redundant staff.** Discussion with the Public Services Commission (PSC) confirmed that it is possible for unproductive staff to become officially redundant, but this needs a report from the Director and due process must be followed with documentation of the reasons for seeking redundancy. The PSC did say however that the civil service is planning to reinforce a whole of government approach to service delivery involving DTI and the Ministry of Cooperatives. There is an intention to devolve more responsibility to the provinces with bulk funding for health and education services. It is proposed to upgrade the provincial Secretary-General position to Director level to strengthen provincial government. Given the emphasis on better service delivery at the provincial level, PCS would not endorse the disestablishment of positions in MAQFF for provincial staff simply for the reason that the staff are redundant and the positions become vacant. For the reason that vacant posts may need to be filled at some later stage in accordance with the anticipated strengthening of provincial service delivery capacity.

188. Voluntary redundancy of staff who wished to accept early retirement before the compulsory retirement age of 55 would not be a problem. However voluntary redundancy must follow the civil service procedures which involves payment of one months pay for each year of service, three months severance in lieu of notice, payment of outstanding leave and repatriation of the officer, family and household effects to their home island. It is also possible to make a special case and provide a higher level of severance pay.

189. During the course of the review, discussion with DARD indicated that it is likely that around half of the present complement of 30 field extension staff should be made redundant through taking early retirement, and four of the 11 staff in the Technical Division. At an average monthly salary of Vt40,000 for extension staff and assuming an average length of service of 15 years, applying the conditions noted above each officer would receive the equivalent of 19 months pay (15 + 3 + 1) plus the cost of relocation to their home island estimated at Vt60,000. The total cost per extension officer would be Vt820,000. The typical salary for the technical staff is Vt116,660 per month, and applying the same factors for length of service etc, means they would cost Vt2.276 m per officer. The combined cost for 15 extension staff and four technical officers would be Vt21.4 m, (which is about 25 percent of the DARD's annual budget allocation of Vt86 m.) The savings in staffing costs through making 19 staff redundant would be Vt12.8 m per year, or about 15 percent of DARD's total annual budget, and 20 percent of the salary costs. However it is likely that some new younger more qualified staff would be hired to replace some of those taking early retirement. Early retirement of surplus staff in the other departments is not likely to be as severe as in DARD, but some are likely to be offered a similar package and there may be a need to rationalise the complement of staff to meet needs.

190. At this stage of the review it is not clear whether savings in the salary costs through voluntary redundancy will automatically become available to fund more operational costs for MAQFF. MFEM may decide to reduce the budget allocation to allow for the reduced staff so the department would be no better off in terms of having more funds available for its operations. This issue will need to be clarified and the costs /benefits assessed in more detail with the necessary assurance about maintaining the overall budget.

### Rationalisation and rehabilitation of provincial offices

191. **Rationalisation and disposal of surplus buildings and housing.** DARD currently has a portfolio of 46 field bases and houses that it has kept since the early 1990s when it had a full complement of staff before the civil service strike and the CRP. Many of these properties have not been occupied for several years as a result of vacancies and the retraction of field services to the provincial bases. A summary is shown in the table below while a complete list of the properties is included in Appendix 5. In addition to the six provincial headquarters staffed by the PAOs which are all occupied, there are other 23 other posts that are occupied, but seven are vacant and ten have been abandoned. With respect to the station locations only 14 are currently occupied, ten are vacant and 22 have been abandoned. One station in Torba province is subject to a new proposal to staff it. In some instances where the post is occupied but the location has been abandoned this means that the extension officer is either living in his own accommodation at the post, or is living at provincial headquarters.

192. The vacant posts and houses continue to be leased by DARD which is a continuing and unnecessary drain on its resources. Where there is no longer any need, or possibility of reoccupying the location the lease should be relinquished and the property returned to the lessor (usually the land owners). The same situation applies to some buildings at the provincial headquarters where some buildings are no longer used and are surplus to the operation of the departments. Some are in a bad state of repair and would need refurbishment to be usable again. They too should be rationalised and surplus buildings either demolished, relocated, or given back to the owners. The saving in expenditure on office buildings and housing rental could be reallocated to other operational costs.

193. **Rehabilitation of provincial headquarters.** The provincial MAQFF offices and facilities need to look like a productive functional office, well maintained with a professional and tidy appearance appropriate to a government service of high standing in the community. Following the disposal of surplus buildings and facilities the remaining buildings should be tidied up with essential maintenance, repainting, repair of broken windows etc and kept well maintained with the grass mown, hedges trimmed and flower beds weeded.

**Table 8: Status of DARD Field Bases**

| Province<br>& no.<br>posts | Status of Posts |        |           | Status of Locations |        |           |
|----------------------------|-----------------|--------|-----------|---------------------|--------|-----------|
|                            | Occupied        | Vacant | Abandoned | Occupied            | Vacant | Abandoned |
| Torba<br>(4)               | 1               | 2      | 1         | 1                   | 2      | 1         |
| Penama<br>(9)              | 7               | 1      | 1         | 4                   | 1      | 4         |
| Sanma<br>(6)               | 5               | 1      | -         | 3                   | 1      | 2         |
| Malampa<br>(12)            | 7               | 1      | 4         | 1                   | 1      | 10        |
| Shafa<br>(8)               | 5               | 1      | 2         | 3                   | 4      | 1         |

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|                       |           |          |           |           |           |           |
|-----------------------|-----------|----------|-----------|-----------|-----------|-----------|
| Tafea<br>(7)          | 4         | 1        | 2         | 2         | 1         | 4         |
| <b>Total<br/>(46)</b> | <b>29</b> | <b>7</b> | <b>10</b> | <b>14</b> | <b>10</b> | <b>22</b> |

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194. **Rehabilitation and commercialisation of nursery and demonstration farms.** Most provincial headquarters have assets in the form of plant nurseries and land available for research plots and demonstrations. Land that is superfluous to requirements should be disposed of, similar to surplus housing, and better use made of the remaining productive resources. The potential to commercialise nursery operations should be investigated, and if feasible, a plan developed to generate some income through the propagation and sale of trees and planting material. This used to be the case in the past but was discontinued when revolving funds were closed after CRP. Some nurseries are already propagating and selling ornamental plants and productive trees to generate income and this could be developed further as a means of self-funding the nursery operation.

195. **Administrative support.** Offices need to be equipped with adequate facilities to enable the officers to work most effectively, with computer, printer, scanners and reliable access to email and the Internet to allow low cost communications. It should be possible for all offices to be connected to the Government's Intranet system for email. Use of mobile phones is also essential to allow better communication when away from the office. This is likely to become more important once the expanded mobile network in the rural areas is developed with the new Digicel mobile phone service. Extra administrative support to extension staff through the services of a secretary or office assistant is also desirable.

196. **Transport.** The lack of transport facilities is a constraint to the mobility and effectiveness of extension staff. Ideally each officer should have use of a motorbike, and access to a shared vehicle when more capacity is required to transport materials and more people. The option of officers owning their motorbike and receiving a travelling allowance for the use of their motorcycles for work should be applied if feasible.

### **Training needs assessment and training**

197. Following the rationalisation of extension staff, the remaining staff will require up-skilling and retraining to equip them to their new role. Some training will involve basic training in computers and the use of email and the Internet through short courses. There will also be the need for more comprehensive training in extension methodology, gender and other aspects of the services to be provided. A training needs assessment will be required to identify needs and appropriate training courses developed. The facilities at the VAC could be used for the planning and delivery of training. Some officers may benefit from training overseas at an appropriate training institute and if feasible short term training programmes and study tours overseas could be built into the programme. There will also be a continuing need for refresher training and in-service training on a regular basis to maintain the skill levels. Distance learning through the Internet should be encouraged.

198. The systemic change in the provision of extension services that would result from the adoption of the recommended system means that other non-state providers in NGOs, private sector and civil society will also need training, such as

locally based accredited extension agents and RTC teaching staff. Provision will be required for their training and up-skilling too.

### **Strengthened supervision and management**

199. Extension staff need effective supervision and management to reinforce their performance and maintain effectiveness. Field staff criticism of the present operation is that they seldom are visited by their superiors from head office and receive little feedback on their reports and activities. Good governance and management will be important to the revitalised service and effective monitoring and reporting systems are required. Similarly staff assessment and feedback on performance coupled with merit and performance-based promotion and career advancement are part and parcel of an effective organisation.

### **Information and extension materials (Plan B)**

200. **Strengthening of Information Unit.** To facilitate the production of resource materials and extension messages the Information Unit in DARD head quarters needs to be strengthened and adequately resourced to allow the unit to produce extension material for dissemination to farmers including the production of material on DVD.<sup>22</sup> The unit currently has two staff members, a Senior Information Officer and an Information Technician. These staff have competency in printing and production of extension materials and have received special training overseas. The Information Unit could also be responsible for preparing material for radio broadcasts for use in the reactivated shortwave Vanuatu service.<sup>23</sup> This would require extra assistance and equipment to produce rural broadcast material.

201. **Support an Information Unit in VARTC.** VARTC also needs support for producing extension material to disseminate the results of the research findings to the farmers through production of appropriate extension messages, DVDs, posters, etc, and support for agricultural field days and travelling road shows as appropriate. It has been suggested that an additional Information Officer should be supported through DARD and based at VARTC to meet this need.

202. **Production of an agriculture manual.** The production of an agricultural manual specific to Vanuatu conditions and translated in to Bislama would be a valuable resource document that would assist extension agents in the work and which could be distributed to farmers, schools and anyone interested in the productive sector. It would incorporate all that is known about agriculture in one comprehensive document. The manual could be produced in modules in A4 and digital format to facilitate easy duplication, incorporation of material into posters, flyers etc for distribution through print media, internet, DVD , TV, the radio etc. The newer generation of mobile phone technology already has the ability to distribute material through *podcast* broadcasts and the like, which could develop into an effective low cost means to distribute information as the coverage is expanded to rural and remote areas.

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<sup>22</sup> Anecdotal evidence suggests that many rural communities without electricity are purchasing small gensets, which coupled with a DVD player enables them to view modern media. This could be an important means to disseminate extension materials in the future.

<sup>23</sup> The Shortwave radio service which has been out of action is expected to be rejuvenated in 2008 with assistance from Japan, Australia, EU and New Zealand.

### **Support for Public/Private Partnerships**

203. Greater coordination and interaction with non-government service providers should be a fundamental aspect of a rejuvenated extension services system building on examples where non-state actors, such as VCCI and the FSA, have delivered services on behalf of MAQFF's departments, especially DARD, and the funding agencies. Some specific activities that could be developed to mainstream this approach into the delivery of extension are listed below:

- Allocation of contestable grant funds to the provinces for use for demand-driven participatory determined extension needs to be delivered by contracted service providers.
- Identification of support to lead farmers and formation of a database of accredited lead farmers and service providers at the provincial level
- Integration of extension activities with RTCs to deliver community-based training and support using lead farmers and extension workers.
- Providing support to RTCs with equipment and materials to provide community-based training according to need using local services providers and extension officers
- Facilitate the involvement of NGO service providers such as farm associations, cooperatives, church networks in agricultural training and delivery of information and knowledge through providing funding for specific programmes determined by need, including special needs of women and youth.
- Development of the nucleus enterprise model for the livestock sector to mobilise larger commercial farmer support to the surrounding smallholder livestock producers, through swap of improved bulls, purchase of weaners and store stock for fattening and facilitating transport to the abattoir
- Development of small nurseries in villages operated by lead farmers as micro enterprises to supply tree seedlings for agro-forestry. Assistance with start-up capital, equipment (shade cloth, planting bags, tools) with associated assistance and support to be provided by DTF extension staff. (This model would reduce the distribution and transport costs of distributing seedlings to rural communities from a central nursery).
- Providing capacity development and training to provincial staff for securing local funding for development activities such as making application to contestable funds such as the REDI fund. Assist with developing procedures for the use of consultants for preparing funding applications and for the management and monitoring of development projects.

### **Improve gender-responsiveness of extension services**

204. Specific recommendations to improve the gender responsiveness of extension services are noted below. Gender mainstreaming in MAQFF will require an attitudinal change for most staff, becoming gender aware and more sympathetic to the special needs of women and youth.

- Incorporate gender needs analysis as an integral part of extension service planning and programme delivery to allow extension services, materials and messages to be based on diagnosed gender differences
- Develop and implement specific extension programmes which meet the particular needs of women in subsistence agriculture, home garden and fresh produce production and *Pandanus* material for making handicrafts
- Pilot demonstration agricultural extension initiatives for women in matrilineal areas and evaluate gender impact
- Build gender awareness of all MAQFF staff, especially field extension officers
- Target women separately in the delivery of cash crop extension services and training, with training delivery on-site rather than in centralised locations
- Collect, use and monitor sex-disaggregated data for recipients of all extension services with a view to ensuring equitable access for women and men
- Proactively promote recruitment of and professional development of women in MAQFF, especially as extension officers who can work specifically with women producers.
- Partner with women's organisations and church networks to more effectively reach rural women with extension services and materials.
- Producer associations must include active women and youth representatives trained and empowered to actively participate.
- Pay more attention to the needs of youth and develop programmes to support engagement of youth and school leavers in productive sectors.

### **Next Steps - Workshop**

205. Following the circulation of this report amongst stakeholders in Vanuatu and NZAID, all comments and feedback will be consolidated and the report revised to incorporate the feedback. Early in 2008 it is proposed to schedule a stakeholder workshop to discuss the report, to highlight issues and constraints concerning the delivery of extension services, and to get a consensus on the way forward to progress the restructuring and revitalisation of the sector and the adoption of an extension methodology based on a demand-driven model encompassing non-State service delivery actors working in cooperation with MAQFF. Some of the key issues to be included in the agenda for the workshop are noted as follow:

- Obtaining a consensus on the framework of an effective system for extension services incorporating public and private sector providers
- Financial issues – procedures for the effective disbursement and acquittal of funds and necessity of working through the Government systems in accordance with the Paris Accord for Harmonisation.
- Confirmation of the need for the establishment of a process or coordinating mechanism/body for planning and scheduling donor support to the sector that is integrated with MAQFF policy and corporate plans through a sector wide approach (SWAp).

- Confirmation of the level of donor support and commitment for the revitalisation of extension services and development of a programme for the implementation of the interim short term support to MAQFF proposed by NZAID
- Confirmation of the necessity, and preparation of a schedule for a Functional Expenditure Review of the sector, and agreement on appropriate extension methodology to be applied.
- Development of a schedule and time-table for restructuring and revitalisation of MAQFF
- Human resource profile for extension agents and needs for retraining and up-skilling of extension staff.
- Incorporation of gender, environment issues into extension including the implications of Global Climate Change and the HIV/AIDS threat.

### **Schedule of Activities**

206. An indicative schedule of activities and their phasing is presented in the table below. It is proposed that the stakeholder workshop to be held in early 2008 would confirm the need for the restructuring programme and key issues to be addressed and resolved as noted above. If a FER for the sector was to be undertaken, then this process is expected to take around two to three months. Intermediate support for extension services could be introduced independently of the restructuring programme to strengthen various aspects of extension services in accordance with the coordination to be provided by the proposed Secretariat. The short-term support to MAQFF proposed by NZAID also needs to be included in the schedule.

207. Implementation of the more substantial measures for the revitalisation of extension services should be done on a step by step basis by initially introducing the new model/system in one or two provinces on a trial or pilot basis. Results should be evaluated before proceeding with widespread adoption of the programme.

Table 9: Schedule of Activities

| Activity  | Time Horizon | 2008  |       |       |       | 2009 |       |       |       |
|---|--------------|-------|-------|-------|-------|------|-------|-------|-------|
|   |              | 1st Q | 2nd Q | 3rd Q | 4th Q | 1st  | 2nd Q | 3rd Q | 4th Q |
| <b>Work shop – Stakeholder workshop</b>                   |              | ▼     |       |       |       |      |       |       |       |
| <b>A. Long-term Restructuring of MAQFF</b>                |              |       |       |       |       |      |       |       |       |
| Functional Expenditure Review                             |              |       |       |       |       |      |       |       |       |
| Planning & TOR  |              | ▼▼▼   |       |       |       |      |       |       |       |
| Carry out FER   |              |       | ▼▼▼   |       |       |      |       |       |       |
| <b>Implement Restructuring Plans</b>                      |              |       |       |       |       |      |       |       |       |
| Rationalise staff   |              |       |       | ▼▼▼   |       |      |       |       |       |
| Early retirement  |              |       |       |       | ▼▼▼   |      |       |       |       |
| Recruitment of new staff                                  |              |       |       |       | ▼▼▼   |      |       |       |       |
| Retraining and upskilling                                 |              |       |       |       | ▼▼▼▼  | ▼▼▼▼ | ▼▼▼▼  |       |       |
| Rehabilitation and rationalisation of offices and housing |              |       |       |       | ▼▼▼▼  | ▼▼▼▼ |       |       |       |
| Provision of transport                                    |              |       |       |       | ▼▼▼▼  | ▼▼▼▼ |       |       |       |
| Provision of support and management                       |              |       |       |       | ▼▼▼▼  | ▼▼▼▼ | ▼▼▼▼  | ▼▼▼▼  | ▼▼▼▼  |
| <b>B. Intermediate Revitalisation and Support</b>         |              |       |       |       |       |      |       |       |       |
| Complete Sector Policy formulation for DARD               |              | ▼▼▼   |       |       |       |      |       |       |       |
| Implement NZAID-funded short-term support                 |              | ▼▼▼▼  | ▼▼▼▼  | ▼▼▼▼  |       |      |       |       |       |
| Support to RTCs and cooperation with DARD                 |              |       | ▼▼▼▼  | ▼▼▼▼  |       |      |       |       |       |
| Strengthen DARD Information Unit                          |              |       | ▼▼▼▼  | ▼▼▼▼  |       |      |       |       |       |
| Production of extension materials                         |              |       |       | ▼▼▼▼  |       |      |       |       |       |
| Support for rural radio broadcasts                        |              |       |       | ▼▼▼▼  | ▼▼▼▼  | ▼▼▼▼ | ▼▼▼▼  |       |       |
| Production of agricultural manual                         |              |       |       | ▼▼▼▼  | ▼▼▼▼  | ▼▼▼▼ | ▼▼▼▼  |       |       |
| Support for participatory/demand-driven services          |              |       |       |       | ▼▼▼▼  | ▼▼▼▼ | ▼▼▼▼  | ▼▼▼▼  | ▼▼▼▼  |
| Support for contracted-out services                       |              |       |       |       |       | ▼▼▼▼ | ▼▼▼▼  | ▼▼▼▼  | ▼▼▼▼  |



## APPENDIX 1. List of Reference Documents

|     |  |
|-----|--|
| 1.  | ADB, AusAID. <i>Vanuatu, Economic Performance and Challenges Ahead</i> , Pacific Studies Series. 2002  |
| 2.  | NZAID. <i>Vanuatu Development Programme Strategy 2006-2010</i> , June 2006   |
| 3.  | EDF. <i>Pre-feasibility study “support to economic growth” project</i> . Draft Final Report, Oct 2007  |
| 4.  | UNDP/Vanuatu. <i>Diagnostic Trade Integration Study Draft Report</i> . Sept 2007   |
| 5.  | MAQFF. <i>Vanuatu Agricultural Sector Policy (Draft)</i> , October 2007  |
| 6.  | Peter Bazeley <i>Coordination of Productive Sector Growth in Vanuatu</i> , Draft Concept Note. November 2007   |
| 7.  | Peter Bazeley, UniQuest Pty Ltd. <i>Vanuatu: Economic Opportunities Fact-Finding Mission</i> , July 2006   |
| 8.  | MAQFF. <i>Ministry of Agriculture, Quarantine, Forestry &amp; Fisheries Corporate Plan 2007-2009</i>   |
| 9.  | M. Kalim Qamar. <i>Modernising National Agricultural Extension Systems: A Practical Guide for Policy-Makers of Developing Countries</i> . FAO 2005                             |
| 10. | W. M. Rivera & M. Kalim Qamar. <i>Agricultural Extension, Rural Development and the Food Security Challenge</i> . FAO 2003   |
| 11. | William M. Rivera, M. Kalim Qamar & L. Van Crowder. <i>Agricultural and rural extension worldwide: Options for institutional reform in the developing countries</i> . FAO 2001 |
| 12. | Dept of Economic and Sector Planning. <i>Priorities and Action Agenda 2006 – 2015 “An Educated, Healthy and Wealthy Vanuatu”</i> . June 2006                                   |

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**APPENDIX 2. List of Persons Interviewed**

| <b>Name</b>               | <b>Position and organisation</b>                                    |
|---------------------------|---|
| Doresday Kenneth-Dhressen | Acting DG MAQFF and Director DARD                                   |
| James Wasi                | Principal Ag. Extension Officer, DARD                               |
| Dale Hamilton             | Chief Veterinary Officer, Dept of Quarantine & Livestock, Port Vila |
| Ioan Viji                 | Principle Forestry Officer, Efate, Dept Forestry                    |
| Peter James               | Senior Fisheries Development Officer                                |
| François Japiot           | Team Leader, POPACA   |
| Adrian Mourgues           | Programme Officer/Attaché (Cooperation) EU Delegation, Port Vila    |
| Alick Berry               | Project Manager, Vanuatu Chamber of Commerce and Industry           |
| Jimmy Rantes              | Snr Industrial Development Officer, Dept of Trade and Industry      |
| Robert Tranter            | Counsellor (Development Cooperation), AusAID                        |
| Patrick Haines            | Program Officer, AusAID, Port Vila                                  |
| Leith Veremaito           | Deputy Program Manager, AusAID Governance for Growth Program        |
| Jenny Ligo                | CEO, Vanuatu National Council of Women                              |
| Atsuko Orimoto-Etheridge  | Project Formulation Advisor, JICA                                   |
| Toshiyuki Omachi          | JICA Volunteer Programme Coordinator                                |
| Benjamin Shing            | Director, Dept of Finance, MFEM, Port Vila                          |
| Duncan Burnett            | Agribusiness Consultant   |
| Charles Rogers            | President Syndicate Agricole and Director FSA                       |
| Paul Martell              | World Vision  |
| Terry Adlington           | Manager, Tanna Coffee   |
| Vincent Lebot             | Technical Advisor, VARTC, Tagabe                                    |
| Cathy Solomon             | Vanuatu Rural Development Training Centres' Association             |
| Willie-Iau                | Provincial Agriculture Officer, Tafea Province                      |
| Lyu                       | Assistant Agricultural Officer, Tanna                               |
| Kitchie-Kitchie Roita     | Forestry Officer, Tanna   |
| Wilson Yuri               | Fisheries Officer, Tanna  |
| Thomas Yaru               | Livestock Officer, Tanna  |
| Stephen Yamliko           | Sawmill owner, Tanna  |
| Andrew Yawak              | Chairman Futuna Fishermen Association                               |
| Members                   | Yam grower Association, Tanna                                       |
| Members                   | Cattle Farmers Assoc, White Grass, Tanna                            |
| Members                   | Innik Coffee Growers Association, Tanna                             |
| Silver Tagabu             | Acting Sec-Gen, Tafea Province, Tanna                               |
| Brett Serwalt             | Peace Corp Volunteer, Manager Tanna Coffee Factory                  |
| Ms Leacha Tung            | Headmaster, Lorakal Rural Training Centre, Tanna                    |
| Philip Panpan             | Provincial Agricultural Officer, Sanma Province, Luganville         |
| Scott Kaltavara           | Acting Quarantine Officer, Sanma Province                           |
| Philip Roy                | Senior Meat Inspector, Santo  |
| Jean Ravou                | President, Navaca Ag Producers NAPAN Association, South Santo       |
| Steven                    | Project manager, POPACA, Santo                                      |
| Ahman Leong               | Vanuatu Root Crop Exports, Luganville, Santo                        |
| Stanley Temakon           | Manager, Coconut Oil & Biofuel Factory, Vanuatu Cora                |

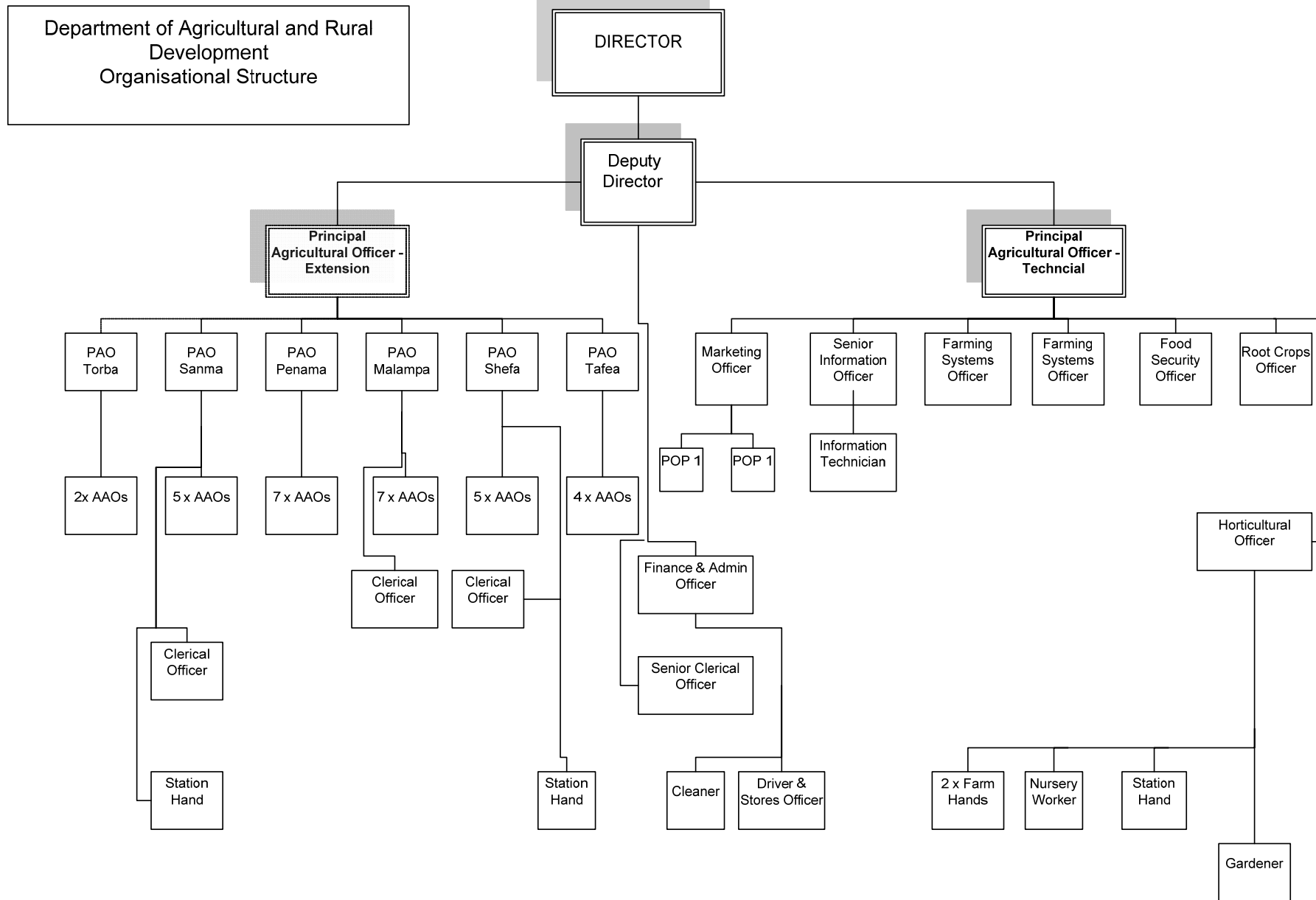
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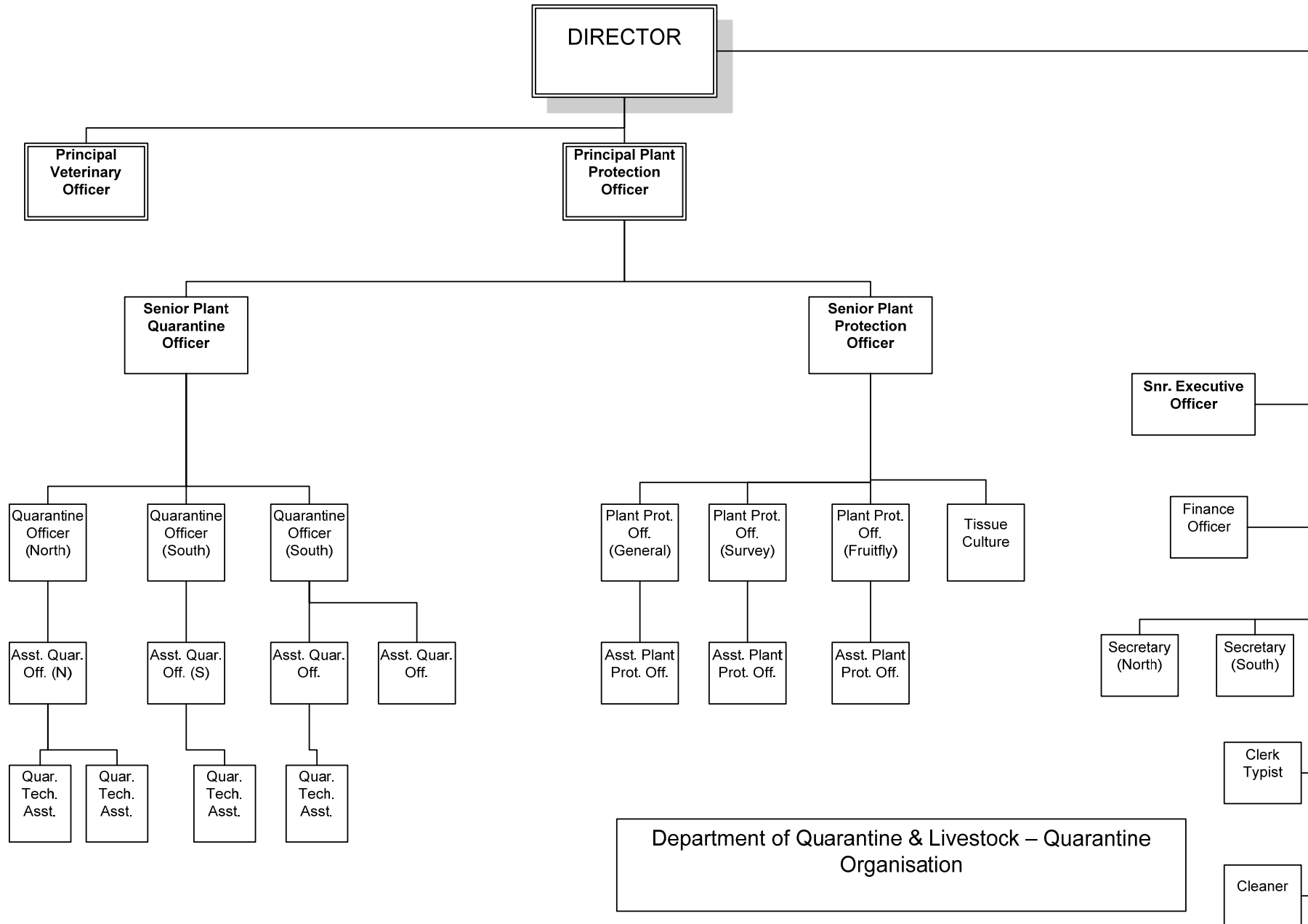
| <b>Name</b>                | <b>Position and organisation</b>   |
|----------------------------|--|
|                            | Marketing Board, Santo   |
| Marie Melteras             | CEO, Vanuatu Agricultural Research and Training Centre                                   |
| Jimmy Hawa                 | Kava Trader and Exporter, Santo  |
| Cerry Young                | Production Manager, Santo Meat Packers Abattoir  |
| Neil Croucher              | Owner/manager, Melcoffe Sawmill, Santo   |
| Michael                    | Manager, Valele Trust Kava Exporter, Santo   |
| Jude Tabi                  | Forestry Officer North, Dept Forestry, Santo   |
| Sakaraia Daniel            | Physical Planner & Acting Secretary, Sanma Provincial Govt.                              |
| Alsen Fred Obed            | Senior Fisheries Officer, Santo  |
| Peter Napwatt              | Principal, Vanuatu Agricultural College, Santo   |
| AriiPaia                   | Vanilla Trader, Luganville   |
| Pierrot Bianchessi         | Manager, Venui Vanilla, Santo  |
| Joel Kalnpel               | Provincial Agricultural Officer, Malampa province  |
| Garston Rorl               | POPACA, Lakatau, Lakatoro, Melakula  |
| Kevin Morris               | Fisheries Extension officer, Lakatoro, Melakula  |
| Joshi-ishida Haru          | JICA Fisheries Officer, Lakatoro, Melakula   |
| Danielle Laeyang           | Forestry Officer, Lakatoro, Melakula   |
| Karen Lovinia (Peace Corp) | POPACA Marketing Officer & Cocoa Growers Association                                     |
| Coop Members               | Rory Village, Cocoa Coop, Melakula   |
| Pierre Chanel Watas        | Kakao Organic Cocoa, Lakatau, Melakula   |
| Hugh Lantdale              | Manager, PRV coconut, cocoa & cattle plantation, Melakula                                |
| Augustine Garae            | Secretary-General, Penama Province   |
| Edward Tavue               | Acting PAO & Field Assistant, DARD East Ambae  |
| Derek Maltaus              | Marketing Officer, POPACA, Ambae   |
| Donald Ture                | Field Assistant, DARD, North Ambae   |
| Members                    | Ambae-Moewo Coop Association   |
| Members and women's group  | Waluiweibur Village, Waluriki Area, North Ambae  |
| Members                    | Losoraiolo Village, Ambae  |
| Benuel Tarilogi            | Director, Dept Quarantine & Livestock, Pt Vila   |
| David Luders               | Agricultural Development Consultant, Port Vila   |
| Marakon Alilee             | DG Ministry of Trade, Commerce and Industry, Port Vila                                   |
| Wilson Tarivuti            | DG Ministry of Public Works and Infrastructure, Port Vila                                |
| Thomas Bangalini           | Sector Analyst for MAQFF, Dept of Economic & Sector Planning, Port Vila                  |
| Fred Hosea                 | Dept of Economic & Sector Planning, Port Vila  |
| Mark Bebe                  | Secretary, Public Services Commission, Port Vila   |
| Livo Moli                  | Director of Department of Forestry, MAQFF, Port Vila                                     |
| Jeffery Wilfred            | Director General, Ministry of Agriculture, Quarantine, Forestry and Livestock, Port Vila |
| Henry Vira                 | CEO, Vanuatu Association of NGOs, Port Vila  |
| Anna Naupa                 | Senior Program Officer, AusAID, Port Vila  |
| John Salong                | Managing Director, VANWODS Microfinance, Inc. Pt Vila                                    |
| Hon Donna Browny           | Minister of MAQFF  |
| Yoan Noel Mariasua         | Advisor to The Minister MAQFF, Port Vila   |
| Andy Lynch                 | Disability Promotion and Advocacy Association, Port Vila                                 |
| Kathy Rarua                | Dept. of Women's Affairs, Port Vila  |
| Pako Siri                  | Acting Director, Dept. of Women's Affairs, Port Vila                                     |
| Elva Sam and Dorcas        | SDA Church, Luganville, Santo  |

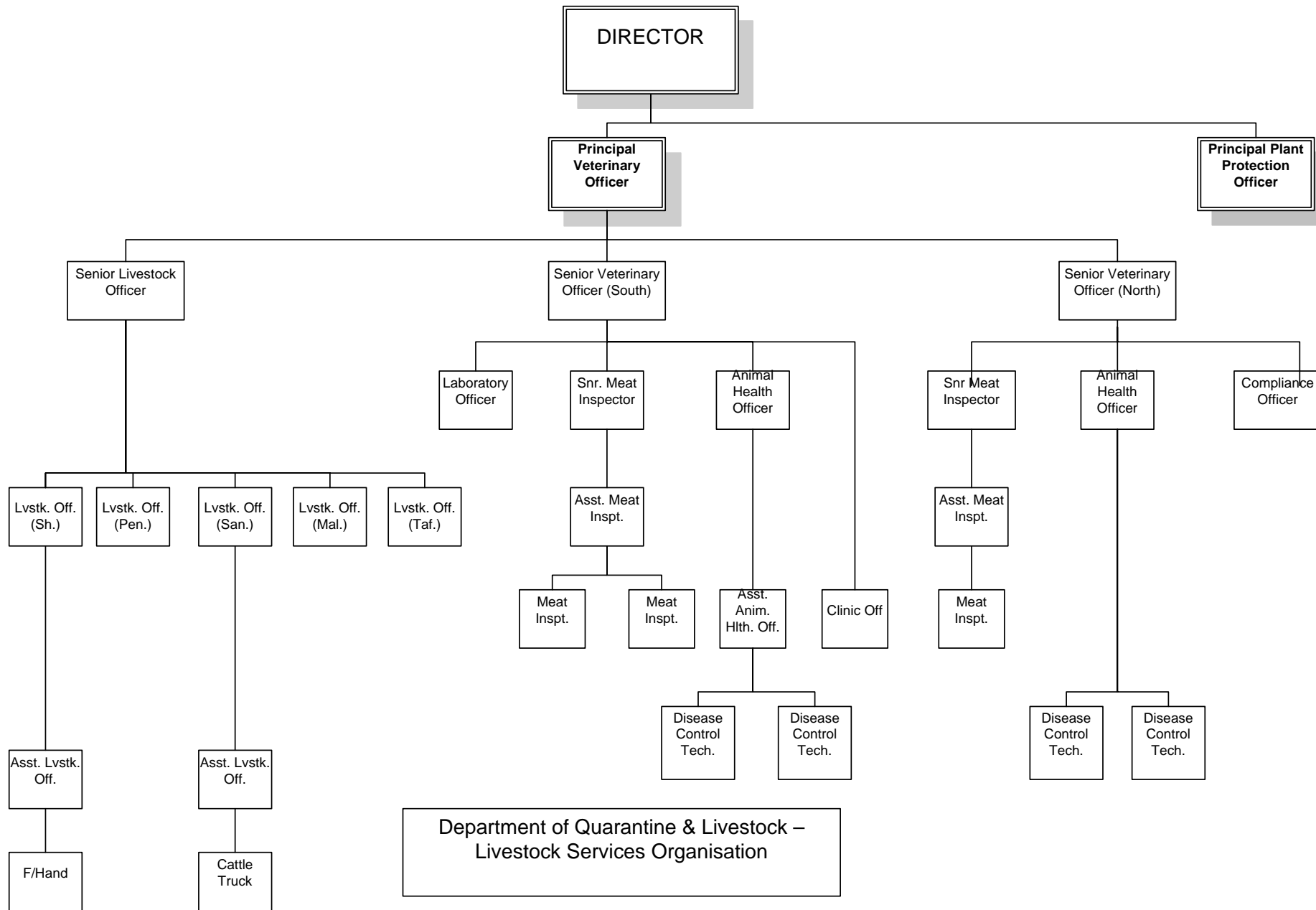
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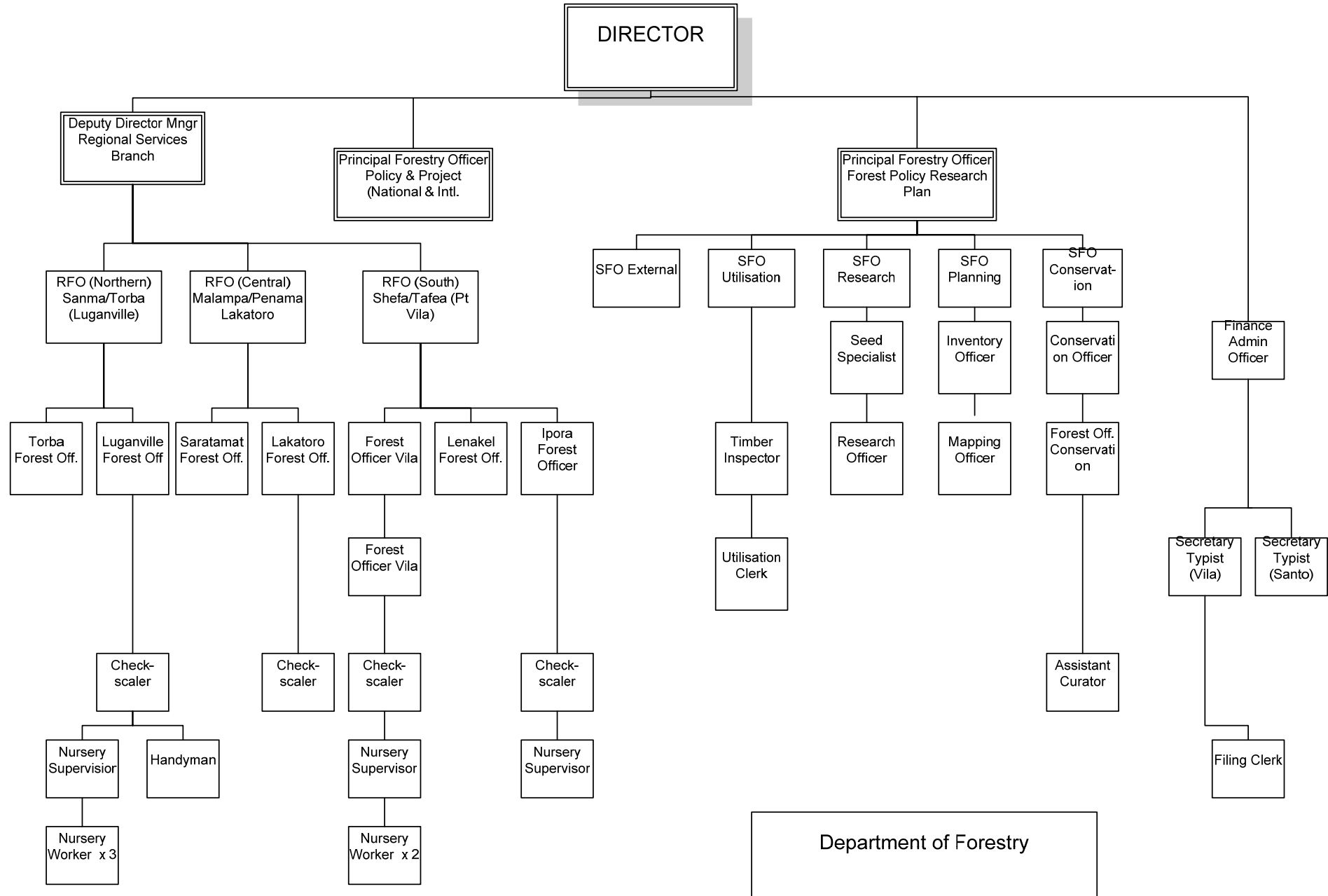
| <b>Name</b>                 | <b>Position and organisation</b>   |
|-----------------------------|--|
| Nellie Siba & Anna Blessing | President and Literacy Secretary, Anglicans Women's Group, Luganville, Santo               |
| Kathy Bani & Annie Philemon | Sanma Counselling Centre, Luganville, Santo  |
| Martha,                     | President of Luganville Mother's Cooking Association (also President of NTM Women's Group) |
| Ms. Naneth,                 | Dairy farmer, Santo  |
| Merlyn Tahi                 | Director, Vanuatu National Women's Centre, Port Vila                                       |
| Ruth Seketa                 | Poultry Producer and Administration Officer AusAID TVET Project office, Santo              |
| Bani William Areiclovo      | Community Forestry Spec., GTZ, Santo   |
| Martha Kensen               | President, LMCA, Santo   |
| Peter Hoyle                 | Vet. Officer, Santo  |
| Scott Kaltarara             | Quarantine Officer, Santo  |
| Dick Tomker                 | RFO (Forestry Dept), North, Santo  |
| Alseu Fred Obed             | Snr Fisheries officer, Northern, Santo   |
| Philip Tari                 | Senior Meat Inspector, Santo   |
| Bruce Robertson Obed        | Provincial Fish Development Officer. Penama  |
| Stephen Luke                | Coordinator, Sarakala Youth, Santo   |
| Jean Ravou Akii             | President of Farmers Assoc, South Santo  |
| Makali Bani                 | President, West Malo Producers (Cocoa)   |
| Rodolph Pipite              | Coordinator, Santo Rural Farmers Cattle Association  |
| Tony Naliupis               | President Santo Rural Cattle Farmers Association   |

**APPENDIX 3. Ministry of Agriculture, Quarantine, Forestry and Fisheries Organisational Structure**



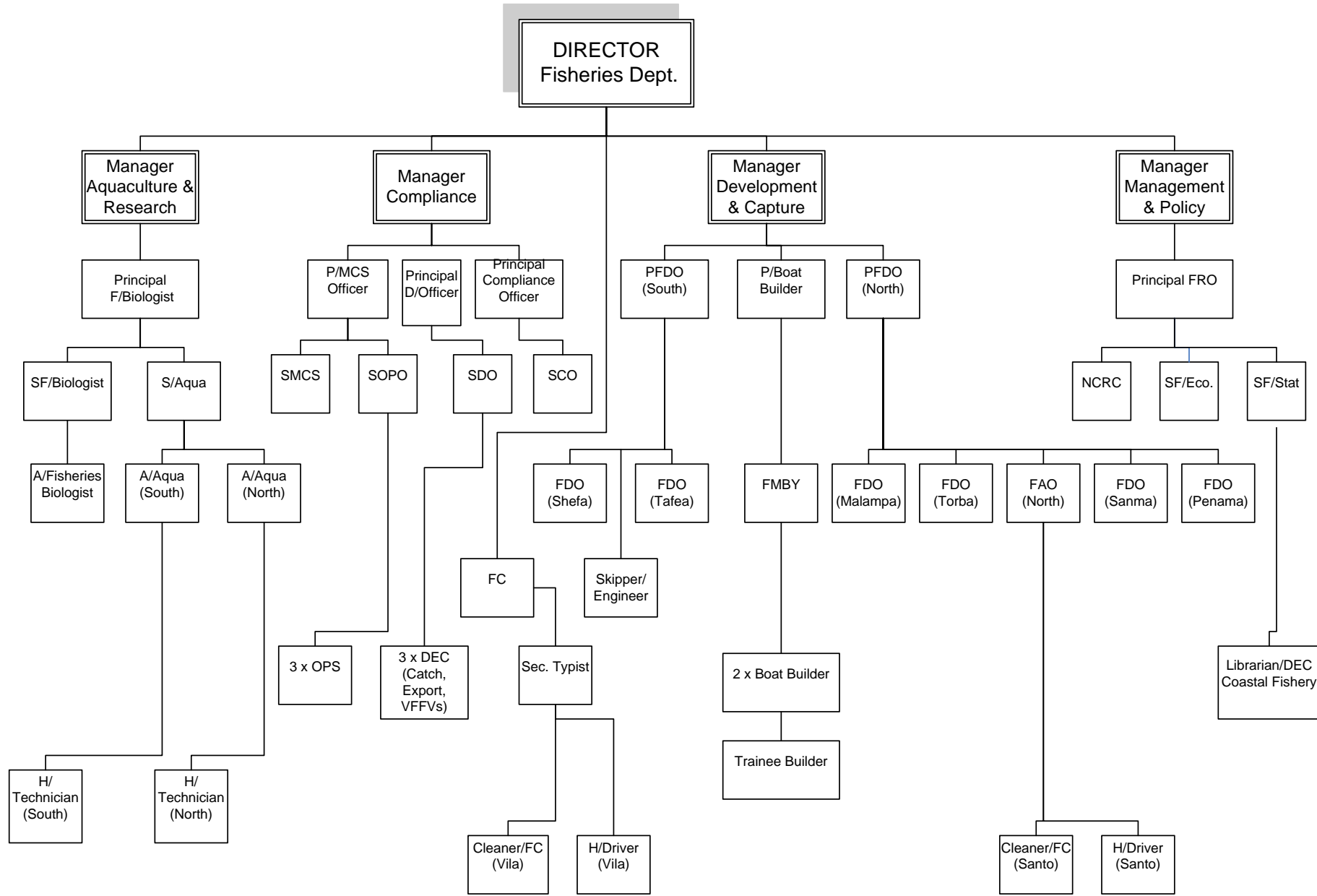






Department of Forestry





## APPENDIX 4 MAQFF DEVELOPMENT PROJECTS

## Main Donor Projects Implemented By MAQFF Since 2002

| MAQFF Department | Project Name  | Donor   | Description  |
|------------------|---|---|--|
| DARD             | Producers Organisation Project (POP2, POPACA)       | EU/France (until Sept 2006) (2002/2007) Vt143 m | Organisation of farmers into marketing orientated producer groups        |
|                  | Development of Sustainable Agriculture Project      | EU (regional) (2003/2006) Vt29 m                | Identification of soil fertility problems and recording of crop genetics |
|                  | Root Crops  | FAO (2004/2008) N/A                             | Production and processing of root crops                                  |
|                  | Vanuatu Agricultural College                        | China (PRC) 2006                                | Training and capacity building   |
|                  | Oil Palm Development                                | China (PRC) No time or value details            | Nucleus estate concept   |
|                  | Rice Development                                    | China (PRC) No time or value details            | Import substitution of rice  |
|                  | Chinese Vegetable Development                       | China (PRC) No time/value details               | Commercial vegetable production  |
| Quarantine       | Fruit Fly Monitoring Research                       | UNDP (ongoing)                                  | Vanuatu wide monitoring since 2004                                       |
|                  | Vanuatu Organic Certification                       | AusAID (2003.04) Vt2 m                          | Certification of selected beef farms                                     |
|                  | Control of Bovine Venereal Campylobacteriosis (BVC) | AusAID (2003/04) Vt2 m                          | Pilot study for disease control  |
|                  | Dairy Project                                       | FAO (2002/04) Vt17 m                            | Training for farmers in milking techniques for domestic consumption      |
|                  | BSE Surveillance                                    | UK (2003/04) Vt1.5 m                            | Surveillance for signs of "Mad Cow" disease                              |
|                  | Taro Beetle Control                                 | FAO Vt1 m                                       | Management methods of controlling beetle infestation                     |
|                  | Fruit Piercing Moth                                 | FAO Vt17 m                                      | Survey of moth control measures  |
|                  | Survey of Brassica Pests                            | SPC Vt0.5 m                                     | =Survey of cabbage pests   |
|                  | Biosafety   | UNDP Vt25 m                                     | GMO and LMO  |
|                  | Persistent Organic                                  | UNEP Vt25 m                                     | Survey and   |

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| MAQFF Department | Project Name  | Donor                | Description   |
|------------------|---|----------------------|---|
|                  | <b>Pollutants</b>   |                      | <b>capacity building</b>  |
| <b>Forestry</b>  | <b>German Technical Assistance (GTZ)</b>                                    | <b>GTZ Vt9 m</b>     | <b>Pilot project on community on Santo</b>  |
|                  | <b>Landowner Extension and Awareness of Reforestation Naturally (LEARN)</b> | <b>EU Vt30 m</b>     | <b>Study on the post harvest natural regeneration of major timber species on Santo</b>  |
|                  | <b>South Pacific regional Initiative on Genetic Resources (SPRIG)</b>       | <b>AusAID Vt10 m</b> | <b>Fruit tree species through trials and best seed stands for future use</b>  |
|                  | <b>Forest Health Surveillance</b>   | <b>ACIAR Vt4 m</b>   | <b>Conduct of pest and disease surveys on border control areas and wood lots: and train staff on surveillance techniques.</b> |

Source: MAQFF/Donors

## MAQFF Donor-funded Development Projects 2004-2006

| MA Ministry of Agriculture, Quarantine, Forestry & Fisheries |         |  |         |                   |                    |                    |                      |
|--|---------|--|---------|-------------------|--------------------|--------------------|----------------------|
| No.  | Type    | A. Expended/Committed funds.                       | Donor   | 2004              | 2005               | 2,006              | Total                |
| 03N646   | G=Grant | Vanuatu • Agriculture College                      | China   | 13,100,254        | 1,361,021          |                    | 14,461,275           |
| 50446  | G=Grant | Vanuatu Agriculture College Phase 2                | China   |                   | 203,000,000        |                    | 203,000,000          |
| 04R947   | G=Grant | Development of Sustainable Agric. In the Pacific   | EU/SPC  | 27,400,000        |                    |                    | 27,400,000           |
| 68347  | G=Grant | Support to the Regional Prop-Food Security in PIC  | FAO     |                   |                    | 32,217,523         | 32,217,523           |
| 60947  | G=Grant | Agriculture Equipment Project (12 sets of Tractor  | China   |                   |                    | 693,069,000        | 693,069,000          |
| 06G347   | G=Grant | Rice and Vegetable project                         | China   |                   |                    | 17,976,485         | 17,976,485           |
| 00R748   | G=Grant | Community Based Fishing Project                    | FFA     | 576,342           | -48,485            |                    | 527,857              |
| 03N748   | G=Grant | Wallarano Fishing Project-Melakula                 | Aust    | 1,140,505         | 752,085            |                    | 1,892,590            |
| 03N748   | G=Grant | Green snail resource enhancement & management      | FFA     | 1,510,885         | 1,555,483          | 209,113            | 3,275,481            |
| 04K748   | G=Grant | Establishment of Torba & Penama Prov. Fish. Office | FFA     | 209,900           | 958,519            | 141,780            | 1,310,199            |
| 041-1248   | G=Grant | Fresh water Aquaculture development                | SPC/FFA | 3,263,492         | 1,388,134          | 1,801,406          | 6,453,032            |
| 04D448   | G=Grant | FAD Project (China)                                | China   |                   | 6,392,220          | 1,564,451          | 7,956,671            |
| 04U348   | G=Grant | Aquarium Trade Management Plan-Stage 1             | FFA     |                   |                    | 1,517,063          | 1,517,063            |
| 04M148   | G=Grant | Efate coral reef monitoring project                | Aust    | 1,189,667         | 159,220            |                    | 1,348,887            |
| 51248  | G=Grant | Coral Reef Research-Monitoring                     | Aust    |                   | 3,455,000          |                    | 3,455,000            |
| •5N948   | G=Grant | Luganville Fisheries Dept-Renovation               | FFA     |                   |                    | 869,088            | 869,088              |
| 05M348   | G=Grant | Fresh Water hatchery-Materials                     | FFA     |                   |                    | 789,828            | 789,828              |
| 06A648   | G=Grant | Enforcement: Compliance & surveillance             | FFA     |                   |                    | 2,238,326          | 2,238,326            |
| 61248  | G=Grant | Tafea Rural Fish market outlet                     | Aust    |                   |                    | 911,143            | 911,143              |
| .61.948  | G=Grant | Vanuatu Fish Dept Compliance Div. Computers        | FFA     |                   |                    | 2,216,800          | 2,216,800            |
| 05F848   | G=Grant | Matawell Fishing Project                           | FFA     |                   |                    |                    | 0                    |
| 01N149   | G=Grant | Certificate of organic producers in Vanuatu        | Aust    | 515,793           | 616,263            |                    | 1,132,056            |
| 03N549   | G=Grant | Persistent Organic Pollutants Enabling Activities  | Aus/UN  | 9,579,344         | 8,328,857          | 4,783,478          | 22,691,679           |
| 03C149   | G=Grant | Development of the National Biosafetyframework     | UN      | 4,708,923         | 5,742,317          | 295,685            | 10,746,925           |
| 04H949   | G=Grant | Upgrade of VQIS Animal Health Database             | NZ      | 334,320           | 4,500              |                    | 338,820              |
| 05C949   | G=Grant | Control of BVC                                     | Aust    |                   |                    | 7,117,631          | 7,117,631            |
| 06E349   | G=Grant | Meat inspector Training                            | NZ      |                   |                    | 474,000            | 474,000              |
| 06J249   | G=Grant | Pasture & Livestock Extension materials            | NZ      |                   |                    | 7,000,000          | 7,000,000            |
| 05E349   | G=Grant | Meat Residue Samling Project                       | NZ/EU   |                   |                    | 17,794,260         | 17,794,260           |
| 01O972   | G=Grant | Industry Training project                          | SPC     |                   |                    |                    | 0                    |
|  | G=Grant | Repair of Quarantine Incinerator                   | NZ      |                   |                    | 10,000,000         | 10,000,000           |
| 04U672   | G=Grant | Sustainability Forest Strategic Plan Project       | FAO     |                   | 126,000            |                    | 126,000              |
|  |         | <b>TOTAL (Expended/Committed Funds)</b>            |         | <b>63,529,425</b> | <b>233,791,134</b> | <b>802,987,060</b> | <b>1,100,307,619</b> |

Source: MAQFF Corporate Plan 2007-2009

**MAQFF MPC Approved Donor-funded Development Projects 2005-2007**

| MA Ministry of Agriculture, Quarantine, Forestry & Fisheries |         |   |  |                   |                   |                  |          |                   |
|--|---------|---|--|-------------------|-------------------|------------------|----------|-------------------|
| No.  | Type    | A. Projects Approved by MBC   |  | 2005              | 2,006             | 2,007            | 2008     | Total             |
|  | G=Grant | Market Improvement Programme  |  |                   | 10,850,000        |                  |          | 10,850,000        |
| 07C948   | G=Grant | Malampa Butchery & Fish Market Facility                             |  |                   |                   | 6,840,047        |          | 6,840,047         |
| 05E849   | G=Grant | Cattle Marketing Facility   |  |                   | 12,740,000        |                  |          | 12,740,000        |
| 05E949   | G=Grant | Vanuatu Bovine Genetic Centre                                       |  |                   | 25,760,000        |                  |          | 25,760,000        |
| 06E448   | G=Grant | VAO Fisheries Project NW Malekula                                   |  |                   | 3,918,978         |                  |          | 3,918,978         |
| 05P348   | G=Grant | parasite Cooperative Fishing Project                                |  | 1,327,146         |                   |                  |          | 1,327,146         |
| 05F948   | G=Grant | ERAPO Freshwater Prawn/Tilapia Fish Aquac Project                   |  | 2,008,000         |                   |                  |          | 2,008,000         |
| 05G372   | G=Grant | Development of the Forestry Strategy to implement the National Plan |  | 1,976,000         |                   |                  |          | 1,976,000         |
| 05L548   | G=Grant | Matah Keru Community Fishing Project                                |  | 2,356,783         |                   |                  |          | 2,356,783         |
| 05D248   | G=Grant | Quality Improvement Fish Production to Satisfy Market Standards     |  | 6,298,000         |                   |                  |          | 6,298,000         |
| 05Q849   | G=Grant | CODEX Committee on food import/export inspection                    |  | 504,260           |                   |                  |          | 504,260           |
| 06I949   | G=Grant | Management of Water Lettuce in Vanuatu                              |  |                   | 3,090,980         |                  |          | 3,090,980         |
|  |         | <b>TOTAL (Approved Projects by MBC)</b>                             |  | <b>14,470,189</b> | <b>56,359,958</b> | <b>6,840,047</b> | <b>0</b> | <b>77,670,194</b> |

Source: MAQFF Corporate Plan 2007-2009

## APPENDIX 5: STATUS OF DARD FIELD BASES, NOV 2007

| Province       | Island       | Location            | Status             |                 |           |
|----------------|--------------|---------------------|--------------------|-----------------|-----------|
|                |              |                     | Post               | Location        |           |
| <b>Torba</b>   | Vanua Lava   | Sola                | Occupied – PAO HQ  | Occupied        |           |
|                | Lou          | Lunhariki (Torres)  | Abandoned          | Abandoned       |           |
|                | Gaua         | Kwetop              | Vacant             | Vacant          |           |
|                | Motaava      | ?                   | Vacant             | New proposal    |           |
| <b>Penama</b>  | Ambae        | Saratamata          | Occupied – PAO HQ  | Occupied        |           |
|                | Ambae        | Sakao (south)       | Occupied           | Abandoned       |           |
|                | Ambae        | Tavoava (north)     | Occupied           | Abandoned       |           |
|                | Ambae        | Navuti (west)       | Occupied           | Abandoned       |           |
|                | Maewo        | Batarera            | Occupied           | Occupied        |           |
|                | Pentecost    | Lolvatu (north)     | Occupied           | Occupied        |           |
|                | Pentecost    | Ennar (central)     | Occupied           | Occupied        |           |
|                | Pentecost    | Lonoror (south)     | Vacant             | Vacant          |           |
| <b>Sanma</b>   | Pentecost    | Pannas (south)      | Abandoned          | Abandoned       |           |
|                | Santo        | Luganville          | Occupied – PAO HQ  | Occupied        |           |
|                | Santo        | Pialulup (Bigbay)   | Vacant             | Vacant          |           |
|                | Santo        | Hog Harbour (east)  | Occupied           | Abandoned       |           |
|                | Santo        | Nokuku (west coast) | Occupied           | Occupied        |           |
|                | Santo        | Wailapa (south)     | Occupied           | Occupied        |           |
|                | Malo         | Avunatari           | Occupied           | Abandoned       |           |
| <b>Malampa</b> | Malekula     | Lakatoro            | Occupied-PAO HQ    | Occupied        |           |
|                | Malekula     | Lingarak (central)  | Occupied           | Abandoned       |           |
|                | Malekula     | Lamap (south)       | Occupied           | Abandoned       |           |
|                | Malekula     | Farun (south)       | Abandoned          | Abandoned       |           |
|                | Malekula     | Wintua (SW bay)     | Occupied           | Abandoned       |           |
|                | Malekula     | Brenwe (northwest)  | Occupied           | Abandoned       |           |
|                | Malekula     | Tontar (north)      | Occupied           | Abandoned       |           |
|                | Malekula     | Atchin (northeast)  | Abandoned          | Abandoned       |           |
|                | Paama        | Liro                | Abandoned          | Abandoned       |           |
|                | Ambrym       | Sanesup (west)      | Abandoned          | Abandoned       |           |
|                | Ambrym       | Nepul (north)       | Occupied           | Abandoned       |           |
|                | Ambrym       | Vemali (southeast)  | Vacant             | Vacant          |           |
|                | <b>Shefa</b> | Efate               | Tagabe             | Occupied-PAO HQ | Occupied  |
|                |              | Efate               | Paunangisu (north) | Occupied        | Abandoned |
| Efate          |              | Pangpang (east)     | Occupied           | Occupied        |           |
| Nguna          |              | Xx                  | Abandoned          | Abandoned       |           |
| Epi            |              | Walavea             | Occupied           | Occupied        |           |
| Epi            |              | Nelson Bay (south)  | Vacant             | Vacant          |           |
| Tongoa         |              | Ravenga             | Occupied           | Abandoned       |           |
| Emae           |              | Tabakoro            | Abandoned          | Abandoned       |           |
| <b>Tafea</b>   | Tanna        | Isangel             | Occupied-PAO HQ    | Occupied        |           |
|                | Tanna        | Middle Bush         | Occupied           | Abandoned       |           |
|                | Tanna        | Green Hill (north)  | Occupied           | Occupied        |           |
|                | Tanna        | Enarpon (south)     | Occupied           | Abandoned       |           |
|                | Tanna        | Isangel             | Vacant             | Vacant          |           |
|                | Erromango    | Ipota               | Abandoned          | Abandoned       |           |
|                | Aneityum     | Port Patrick        | Abandoned          | Abandoned       |           |

## **APPENDIX 6: TERMS OF REFERENCE FOR THE ASSIGNMENT**

### **REVIEW OF AGRICULTURE, QUARANTINE/LIVESTOCK, FORESTRY AND FISHERY EXTENSION SERVICES**

#### **TERMS OF REFERENCE**

##### **Background**

In late 2006, the Ministry of Agriculture, Livestock/Quarantine, Forestry and Fisheries (MAQFF) wrote to NZAID requesting assistance to review its extension services and a process leading to an overarching National Agriculture policy. The intention of the review is to inform authorities on the extension services past performance, current status, and recommendations for delivery in the medium term to long term. Further background is provided in Annex 1 on the past and current country context.

##### **Purpose**

This review occurs at a point where the Government of Vanuatu is seeking to rethink the policy framework guiding extension services, as part of a wider review aimed at strengthening the role of government in supporting rural sector development. This review will be a key document drawing lessons from both public and private sector-provided extension services in Vanuatu together with key thinking internationally and within the Pacific region in order to analyse and recommend a model for effective future provision of extension services.

The key audience for this evaluation is the Government, particularly the departments which house extension services, as well as other organisations in Vanuatu who are involved in extension and other stakeholders.

##### **Scope**

The review will cover the experience and effectiveness of public and private sector extension services in the period since independence, but will focus particularly on the current model and delivery. This will include extension services in Agriculture, Quarantine/Livestock, Forestry and Fisheries (MAQFF) and similar services provided by other non-government and private sector agencies.

The model of extension services will include consideration of legislation and policy frameworks, structures and institutions, planning and operational systems, institutional capacity and resourcing. Attention will also be given to the operating environment such as basic infrastructure (including basic communication access like tele-radios and basic road network such as feeder roads to farms, etc), storage and shipment of products and marketing linkages.

The review will also explore relevant good practice particularly in the Pacific region, and identify examples of successful practice from within and beyond the public sector

in Vanuatu. It will be divided into a review section evaluating practice to date, and a recommendation section identifying preferred models for the future.

During the review process, some short term pilot or trial activities may be identified for immediate funding pending the outcome and implementation of the review recommendations.

### **Intended Outcomes**

- A clear and common vision and direction for a Vanuatu extension model that can resource and deliver effective, accessible, demand driven and affordable services to rural men and women, assisting them to strengthen their livelihoods and economic development.
- A clear set of strategic priorities and sequenced programme of work to evolve this model with consideration of the roles of government, and of the partnerships with private sector and NGO service providers where feasible.

### **Review structure and objectives**

The review objectives are divided into two parts;

- A. To critically evaluate the effectiveness of current productive sector<sup>24</sup> extension services and the current delivery model in meeting the extension needs of rural men and women in Vanuatu.
- B. A prospective analysis and mapping of strategies for improvement.

## **PART A: Retrospective Assessment**

### **Objectives:**

*Objective 1:* To critically evaluate the effectiveness of current productive sector extension services and the extension service model in meeting the needs of rural men and women. .

### **Key Tasks**

1. Outline the key extension service needs of rural producers in Vanuatu.
2. Describe the range of existing rural extension services provided by public sector, civil society and private sector providers
3. Assess the extent to which existing extension services are meeting the needs of rural producers including consideration of: coverage and accessibility, stakeholder satisfaction,
4. Assess the respective strengths/comparative advantages and weaknesses/disadvantages of different providers and services, taking into account issues or constraints including:
  - governance and management structures,

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<sup>24</sup> Excludes tourism sector



- staffing levels and capability,
  - linkages to sources of knowledge and the quality of extension materials
  - resourcing issues including whether recurrent departmental budgets are adequate to deliver mandated extension services, as well as, to the degree possible, the cost-effectiveness and sustainability of the services?
  - inter-relationships between providers as well as other central and line agencies,
  - linkages to national and international centres for research and development and appropriate technology, and with other relevant donor -supported projects
5. Assess the institutional and policy settings relating to government extension services? Are departmental policies, strategies and plans consistent with MAQFF's corporate plan and key national planning documents such as the PAA, MTSF, and MTEF?
6. Identify any broader issues related to the productive sector enabling environment that need to be addressed?

## **PART B: Future Models**

### **Objectives**

*Objective 2:* Define specific needs for productive extension services with particular consideration of the appropriate role of government in providing extension services, and the options for co-operation/integration with private sector/commercial elements to improve the effectiveness and cost efficiency of delivery.

*Objective 3:* Develop a framework that is relevant, suitable and sustainable for stakeholders to progress an effective extension service model.

### **Key Tasks**

- 1 Identify key elements of good extension practice relevant to Vanuatu drawing on the findings in Part A and other successful Pacific and international experience and translate these into criteria against which to assess a Vanuatu extension model.
- 2 Identify a range of options for the development of extension services in Vanuatu considering specifically the roles for government in providing extension services and cooperation/integration with private sector and civil society
- 3 Assess these options against the criteria for good extension and consult widely with key stakeholders or with the reference group to identify the preferred option.
- 4 Following that consultation, develop a framework for implementation of the preferred option, incorporating an implementation plan with timeframes for MAQFF and relevant departments.
- 5 Identify any financial and human resource implications for government and other providers and any likely requirements for donor assistance.

### **Methodology and approach of the review**

The review team and process should ensure wide and participatory involvement by key target groups, beneficiaries of and systems in which the extension services have been delivered. The consultations might include informal meetings should the need arise and traditional values, local customs should be appreciated by the team.

The team will be travelling broadly covering the inhabited/populated areas of the country and may use sampling techniques to obtain quantitative information and other published data<sup>25</sup>. The team should also take into account previous reviews of the sector, empirical studies for any feasible models used by other Pacific island countries, government strategic plans (PAA) and NZAID strategies and of other donors. Furthermore consideration should also address mainstreamed and other cross-cutting issues such as human rights, gender equality, and environment and HIV impacts.

The team should also consult and compare other social sector or NGO delivery models and test if it would be applicable for productive sector extension services.

The team should consult with the following stakeholders;

- All Departments under MAQFF and statutory agencies reporting to the Minister's portfolio.
- Provinces, DPA, MFEM, DESP and DoF, Prime Ministers Office Department of Strategic Policy coordination and Corporate Services, and Public Service Commission, Public works and Infrastructure Ministry, Ni-Vanuatu Business/Cooperative Department, Vanuatu Copra (?) Marketing Board (VCMB) and Vanuatu Chamber of Commerce and Industry (VCCI).
- Small farmers, commercial farmers, business owners and other interest groups.
- NGO's (including FSA and VARDTCA), chiefs, Vanuatu National Council of Women (VNCW) and other women's groups and civil society.
- Other donors working in related areas (e.g. AUSAID GFG programme, the European Union, France and AFD, China, JICA, Voluntary organisations)

The review is not intended to evaluate MAQFF and its Departments administration and structures, but focus on performance in the context of efficient provision of extension services delivery.

The following factors should be taken into account by the review team as they plan their methodology and implementation:

- Capacity and resources within the Departments are limited.

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<sup>25</sup> 2006 Preliminary Agriculture Census Report and Agriculture Census survey team, Statistics Office and DARD

- The process will not be an externally driven “review” but locally owned and driven by the implementing and executing government departments and building a case for resourcing and improvement in expenditure planning, management, and reporting.
- The review should take note of the MAQFF corporate plan, Departmental business plan, PAA and medium strategic framework.
- The review should contribute to the process of completing a national productive sector policy.
- An effective review should consider the importance of cross-sectoral boundaries and linkages to other sectors such as land, water, trade, training providers, etc.

### **Composition of the review team and reporting roles**

The review team will comprise up to six members including representatives from each of the four MAQFF departments (tbc) and an international and local technical advisor.

The local departmental team will comprise experienced staff/representatives who have an in-depth understanding of extension services and rural livelihood issues that will be valuable in gathering information and generating the final report.

- The international and local advisors will be selected by NZAID/DG MAQFF. The international advisor will be the Team Leader and will be responsible for the final quality of the output. The advisors will provide advice where necessary and assist with report drafting and analysing the information gathered together with departmental team members. The local advisor will assist departments with facilitating programme arrangements.

The team will report to the Director General and Corporate Services Manager, Ministry of Agriculture, Forestry, Fisheries, and Livestock and Quarantine and NZAID.

- A work plan will be prepared by the team and agreed to by the Director General and NZAID. The Director General of MAQFF and Departments will prepare and arrange for consultations with stakeholders.
- A Reference Group may be established by the Director General to guide the process and to provide feedback to the review team as the review proceeds.

### **Timing and duration**

The review will take up to 9 weeks commencing in October 2007.

| Dates/period     | Event  | Milestone                         |
|------------------|--|-----------------------------------|
| Week one         | Team convened.<br>Workplan developed.<br>Arrangements for consultations made.<br>Desk research undertaken.                               | Workplan approved                 |
| Weeks two-four   | In-country consultations including provincial visits   | Interviews and analysis completed |
| Week five        | Workshop to key stakeholders/<br>Reference Group outlining findings and options for the future extension model.<br>Draft report prepared |                                   |
| Week six         | Draft report submitted   | Draft report completed            |
| Week seven/eight | Feedback from key stakeholders on draft report incorporated and final report submitted.  | Final report completed            |

## Outputs

### The team will ensure the following outputs:

- A detailed methodology and work plan approved by the Director General and Department Directors of the Ministry and NZAID/ or by the Evaluation Reference Group.
- Draft findings on objectives one and two presented to a meeting of the Reference Group and a workshop to brief key stakeholders. The workshop should include a discussion of the potential model for extension services delivery and funding.
- A draft and final report of approximately 30 pages covering all objectives including additional information attached as addendum.

### Skills required for International TA

- High level of negotiation, facilitation and interpersonal skills.
- Demonstrated analytical and report writing skills.
- A degree in relevant subject for example in productive sector policy, planning and implementation.
- Preferably, many years field experience in natural resources management, analysis, and leadership and research skills.

- Expertise and experience in at least one of the areas of Business and specialise in the field of extension services of Agriculture, Forestry, Quarantine/Livestock or Fisheries and productive sector service delivery in developing countries, preferably in the Pacific.
- Experience with local or regional government projects, governance, private sector development and planning structures preferably in Melanesia.
- Experience in consultation process with government and community groups.
- Preferably rural field experience in a Melanesian context, preferably in Vanuatu.
- Preferably a good understanding of Bislama.
- Cultural sensitivity and knowledge of *kastom* in Vanuatu.

**Skills required for local TA**

- High level of negotiation, facilitation and interpersonal skills.
- Demonstrated analytical and report writing skills.
- Degree in relevant subject for example in productive sector policy planning and implementation.
- Preferably, experience in natural resources management and analysis.
- Expertise and experience in at least one of the areas of Business, Agriculture, Forestry, Quarantine/Livestock or Fisheries service delivery in developing countries, preferably in the Pacific.
- Experience with local or regional government projects, private sector development and planning structures preferably in Vanuatu.
- A good understanding of Bislama