



**Stakeholders' Consultative Workshop on
Strengthening Partnerships in Food Security and
Sustainable Livelihoods in Pacific Island Countries**

22-24 September 2008, Nadi, Fiji

Co-organized by:

**Food and Agriculture Organization of the United Nations (FAO)
International Fund for Agricultural Development (IFAD)
Secretariat of the Pacific Community (SPC)**

Workshop Report

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FOREWORD

The worldwide soaring food and fuel price crisis has impacted the vulnerable communities of the Pacific islands subregion in unprecedented ways. Internationally, the declarations made by the High Level Conference on Food Security in Rome, Italy, June 2008, subscribed short, medium and long term mitigating measures. Leaders reaffirmed the Mauritius Strategy for the sustainable development of Small Island Developing States, and called for commitment for implementation in the context of the challenges of climate change and food security. Regionally, Pacific Island Leaders at their September 2008 annual meeting in Niue declared Food Security, Climate Change, Land Management and Conflict Minimisation as new high priorities for the Pacific Plan going forward. The Ministers of Agriculture and Forestry at their regional conference of the same month, in Apia, Samoa, echoed the decision of the Leaders and called for a wide range of actions by international and regional agencies, including targeted investment and strengthened public-private sector partnerships.

As the USD 7 million pilot phase of the Regional Programme for Food Security in the Pacific Islands (RPFS), funded by Italy and implemented by FAO, is winding down, an expansion phase is being designed and formulated by FAO in partnership with IFAD. The formulation has involved wide consultations with stakeholders in each of the 14 Pacific Forum Island countries. The Seventh Meeting of the South West Ministers of Agriculture endorsed in principle the national and regional programme thrusts proposed for the Expanded Phase of the RPFS viz. Enhancing Food Production (national), Rural Infrastructure (national), and Strengthening Trade, Policy, and Climate Adaptation (regional). Subsequently, further refinement of the design has been undertaken by FAO and IFAD, and the title of the project has been changed to Food Security and Sustainable Livelihoods Programme (FSSLP) to better reflect the potential benefits that would accrue to the rural communities. Concurrently, an independent review of the RPFS pilot phase and a regional study to map development partner interventions in the areas of food security and sustainable livelihoods have been undertaken.

This Stakeholders' Consultative Workshop on Strengthening Partnership in Food Security and Sustainable Livelihoods in Pacific Island Countries was organised jointly by FAO, IFAD and SPC. Information made available to participants on outcomes of the FSSLP design, the independent review of RPFS, and the FAO mapping exercise; enabled stakeholder representatives to review, discuss and forge a consensus on the proposed FSSLP. Discussion focused on the programme approach, institutional and management arrangements, and prospective financing. The workshop coordinators considered that strong representation of development partners was important as the programme approach offers them a framework for harmonizing investments to target food security and sustainable livelihoods at community, national, subregional and regional levels. Strong ownership by participating countries, a sound programme management modality and adoption of proven outreach mechanisms now promise effective implementation and impact where it matters most – for communities, particularly those that are disadvantaged.

I must acknowledge the continued financial support of the Government of Italy, and the good cooperation with SPC which have ensured this meeting was successful.



Dr Vili A. Fuavao
FAO Sub Regional Representative for the Pacific

ACRONYMS

ADB	Asian Development Bank
AUSAID	Australian Agency for International Development
CBO	Community-Based Organizations
CROP	Council of Regional Organisations in the Pacific
DSAP	EU/SPC Development of Sustainable Agriculture in the Pacific
EC	European Commission
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FIVIMS	Food Insecurity and Vulnerability Information Systems
FSSLP	Food Security and Sustainable Livelihoods Programme
IFAD	International Fund for Agricultural Development
ISFP	Initiative on Soaring Food Prices
JICA	Japan International Cooperation Agency
LRD	Land Resources Division of SPC
NGO	Non-governmental Organization
NZAID	New Zealand Agency for International Development
PIANGO	Pacific Islands Association of Non-Governmental Organizations
PICs	Pacific island Countries
PIF	Pacific Islands Forum
RAP	FAO Regional Office for Asia and the Pacific
RPFS	Regional Programme for Food Security
RPFU	Regional Programme Facilitation Unit
RPMU	Regional Project Management Unit
SAP	FAO Sub-Regional Office for the Pacific Islands
SPC	Secretariat of the Pacific Community
SPFS	Special Programme for Food Security
SSC	South-South Cooperation
SWApS	Sector-wide Approaches
TCP	Technical Co-operation Programme
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
WFP	World food Program
WHO	World Health Organizations

EXECUTIVE SUMMARY

Held during 22-24 September 2008 in Nadi, Fiji, the Stakeholders' Consultative Workshop on *Strengthening Partnerships in Food Security and Sustainable Livelihoods in Pacific Island Countries* was co-organized by FAO, IFAD and SPC.

The workshop brought together a total of 43 participants concerned with food security and sustainable livelihoods in the Pacific – including ministers, ambassadors, senior government officials, NGO leaders, donor representatives and development partners – to address these objectives:

- (i) Discuss issues of food security and sustainable livelihoods in the Pacific;
- (ii) Facilitate exchange of information among governments, civil society and donors on possible solutions and potential points of collaboration;
- (iii) Examine ways of enhancing partnerships and development effectiveness in the region; and
- (iv) Discuss the proposal for the Food Security and Sustainable Livelihoods Programme and agree on next steps for finalizing programme design.

The assembled stakeholders were able to review, discuss and forge a consensus on the proposed FSSLP, focusing on the programme approach, institutional and management arrangements, and prospective programme financing.

Key messages and recommendations emanating from the workshop included the following:

1. Recognized the multi-dimensional and multi-sectoral nature of attaining food security and sustainable livelihoods in the Pacific.
2. Validated that investment in food security and sustainable livelihoods remains a very high priority in the region.
3. Noted that, except for Solomon Islands and PNG, there is a lack of national food security strategic frameworks; need to support food security planning and policy processes with sound data and analysis.
4. Made significant progress on exchanging relevant information and experiences among the stakeholders present at workshop; need to include more participation from civil society and private sector groups in future.
5. Reiterated the need to adhere to key principles of aid effectiveness set forth in Paris and Accra: both donors and countries need to progress from intentions to real action.
6. Acknowledged the need to learn from existing coordination efforts among development partners that are deemed successful.
7. Stressed that collaboration among development partners must go beyond financial contributions into domains such as technical assistance, knowledge sharing, and linking with ongoing programs in climate change other critical areas.

8. Validated, in general, the programme approach, rationale and components.
9. Appreciated the built-in flexibility and multi-sectoral approach of integrating food security concerns with elements such as agriculture, environment, health, nutrition, education and traditional foods.
10. Stressed the need to simplify and clarify FSSLP proposal terminology, structure and linkages.
11. Raised the importance of developing clear project selection criteria and mechanisms.
12. Emphasized the need to better define and clarify management structure, roles and responsibilities, and associated terms of reference.
13. Called for tailoring national programme management structures to county realities in terms of geography, local situation, existing capacity and logistical considerations.
14. Issued a plea to not "over-coordinate": need to streamline structure and procedures for greater efficiency, effectiveness and ease in implementation.
15. Recognized that clear delegation of authority at different levels is needed to enable flexible, decentralized and responsive management.
16. Recommended linking with ongoing investment programmes and national initiatives to increase harmonization, complementarity and mutual support.
17. Noted that participatory planning needs and capacity are a top priority that FSSLP should address.

Immediate next steps were identified for finalizing the FSSLP design:

- Invite stakeholders to provide further inputs, advice and guidance; reach out more to civil society stakeholders (timeframe: by the end of October).
- Conduct final FSSLP design mission with the involvement of FAO, IFAD, SPC and possibly other partners (timeframe: November).
- Initiate processing by co-financing partners: IFAD, FAO, Government of Italy and possibly others (ongoing).
- Establish core management structure (as soon as feasible).

OVERVIEW OF STAKEHOLDERS' CONSULTATIVE WORKSHOP

Background

Pacific Island Countries (PICs) face common constraints related to size, remoteness, geographic dispersion and vulnerability to natural hazards. Most people in the region live in rural areas and rely on agriculture, forestry and fisheries as sources of food security and sustainable livelihoods. The current situation of soaring food prices is forcing the rural and urban poor to reduce their consumption of meat, cereals and vegetables, which are necessary for a healthy diet, thereby exasperating under-nutrition and poverty for vulnerable groups.

The Regional Programme for Food Security in the Pacific Island Countries (RPFS) was approved at the 2001 South West Pacific Ministers of Agriculture meeting in Vanuatu. In May 2004, the Food and Agriculture Organization (FAO), with initial funding of US\$4.5 million from the Government of Italy, supported the pilot phase of RPFS in 14 member countries of the Pacific Islands Forum (PIF) over a three-year period. This programme promoted income generation in rural areas through various interventions to enhance and diversify agricultural production at the country level while promoting trade facilitation at the regional level. RPFS was augmented by an additional financial contribution in 2006 and extended up to December 2008. Moreover, with FAO Regular Programme funding, additional resources of US\$2.2 million were provided for technical assistance through South-South Cooperation (SSC), utilizing expertise from the People's Republic of China and the Philippines.

In view of the positive outcomes emerging from RPFS, FAO was requested by Pacific member states to facilitate the formulation of an expansion phase. An outline programme document for the expanded phase was prepared by national and regional experts, with facilitation from FAO, and presented at the Seventh Meeting of the South West Pacific Ministers for Agriculture held in Majuro, Marshall Islands during May 2007. The Ministers endorsed the programme document, which was subsequently entitled *Food Security and Sustainable Livelihoods Programme in Pacific Island Countries* (FSSLP). This expanded phase aims to identify interventions for supporting improved food security, import substitution, development of market opportunities and income generation, as well as institutional strengthening and programme development processes.

Following wide consultation with member countries of PIF and international development partners, it was agreed to hold a Stakeholders' Consultative Workshop on *Strengthening Partnerships in Food Security and Sustainable Livelihoods in Pacific Island Countries*, which was co-organized by FAO, International Fund for Agricultural Development (IFAD) and Secretariat for the Pacific Community (SPC), and held in Nadi, Fiji during 22-24 September 2008.

Objectives and expected outcomes

The workshop assembled key stakeholders to review, discuss and forge a consensus on the proposed FSSLP design, specifically with focus on the proposed

programme approach, institutional and management arrangements, and prospective programme financing.

Specific objectives of the workshop were to:

- (i) Discuss issues of food security and sustainable livelihoods in the Pacific;
- (ii) Facilitate exchange of information among governments, civil society and donors on possible solutions and potential points of collaboration;
- (iii) Examine ways of enhancing partnerships and development effectiveness in the region; and
- (iv) Discuss the proposal for the Food Security and Sustainable Livelihoods Programme and agree on next steps for finalizing programme design.

Based on these objectives, the expected outcomes from the workshop included:

- Better understanding of key issues, gaps, challenges and possible solutions regarding food security and sustainable livelihoods in the Pacific;
- Identified opportunities for enhancing collaboration, partnerships and development effectiveness in region; and
- Agreement on a flexible, integrated framework for FSSLP, and next steps for finalizing programme design.

Workshop agenda and process

With the above objectives and expected outcomes in mind, the workshop agenda (see Annex 1) was developed accordingly, with main sessions focusing on:

- Country and sub-regional perspectives on food security and sustainable livelihoods vis-à-vis development priorities, key concerns and needed actions;
- Global, regional and development partner perspectives on food security and sustainable livelihoods in the Pacific;
- Findings and recommendations of the independent evaluation of RPFs;
- Presentation and responses on the proposed FSSLP approach, components, management structure and implementation arrangements;
- Potential areas of collaboration and/or partnering in FSSLP; and
- Key messages and next steps in finalizing programme design.

Most of the in-depth discussions occurred in small working groups, with participants divided into sub-regional and development partner groups on days 1 and 3, and mixed-composition groups on day 2. The working groups were guided by terms of reference and discussion questions (see Annex 2), and supported by facilitators and rapporteurs drawn from the three workshop co-organizers.

Participants

The workshop brought together a total of 43 participants (see Annex 3) concerned with food security and sustainable livelihoods in the Pacific, including ministers, ambassadors, senior government officials, NGOs, donor representatives and development partners, with the following breakdown:

- 15 participants from 13 Pacific Island Countries: Cook Islands, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu;
- 3 colleagues from civil society (NGOs/academe): the Pacific Islands Association of Non-Governmental Organizations (PIANGO), Women in Business, and the University of the South Pacific;
- 11 representatives from donor and UN agencies: Asia Development Bank (ADB), Australian Agency for International Development (AUSAID), Global Environment Facility (GEF), Government of Italy, Japanese International Cooperation Agency (JICA), New Zealand Agency for International Development (NZAID), United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), and World Health Organizations (WHO); and
- 14 staff and consultants from co-organizing partners: SPC, IFAD and FAO.

Pre-workshop arrangements as well as the secretariat during the workshop were very ably managed by support staff from the FAO Sub-Regional Office for the Pacific (FAO-SAP) and SPC.

OPENING THE DIALOGUE

The official opening session was moderated by Mr. Vili Fuavao, FAO Sub-regional Representative for the Pacific, who warmly welcomed all the participants and acknowledged their countries and organizations. He informed that the present Chairperson of the FAO South West Pacific Ministers for Agriculture, the Hon. Minister Fredrick Muller of the Republic of the Marshall Islands, intended to join the workshop but, at the last minute, was unable to attend.

The workshop was fortunately graced by the presence of the Hon. Pokotoa Sipeli, Minister for Agriculture, Forestry and Fisheries of Niue, designated to be the next Chairperson of the FAO SWP Ministers for Agriculture, who delivered the opening address.

In his address, Minister Sipeli expressed serious concern about the immediate and long-term future growth and development of the fragile economies and environments of Pacific Island Countries. He alerted that higher food prices are forcing poor people in the Pacific to reduce consumption of foods or buy cheaper foods of poorer quality and low nutritional value.

He stressed that the proposed FSSLP has recently been revised to properly address soaring food and energy prices. This flexible umbrella programme provides for focused and targeted responses to country needs and priorities, and aims at strengthening partnerships in food security. The present consultative workshop is a logical and essential further step in this process: by assembling key stakeholders to review and discuss the proposed programme design, institutional and management arrangements, and prospective programme financing.

The minister highlighted that the resources required to implement the proposed FSSLP will come in part from the participating countries, through governmental

budgets and human resources, and by communities themselves in terms of labor and local materials. Nonetheless, substantial external financing as well as technical assistance will also be required to complement community, national and regional contributions. Therefore, one of the key issues is leveraging additional programme support and resources from development partners and donors to ensure effective and accountable delivery of the anticipated outputs and results. Minister Sipeli concluded his address with the hope that the consultations this week will forge a strong consensus on the way forward.

Introducing the workshop

Mr. Chun K. Lai, the workshop facilitator, provided a brief introduction to the workshop, which included the following salient elements:

- Workshop objectives;
- Profile of participants;
- Proposed agenda and process during the three-day event;
- Anticipated results;
- Roles and responsibilities of the participants, plenary session moderators, working group chairs, rapporteurs, drafting group for synthesizing key outcomes and next steps, and secretariat; as well as
- Suggested workshop 'norms.'

He stated that the workshop agenda and process were intended to be flexible, and that modifications and adjustments can be made as needed based on feedback from the participants. He also encouraged everyone to be open-minded; to listen, learn and share; and to participate fully, frankly and constructively.

To minimize paper usage and the carbon footprint of this workshop, Mr. Lai explained that photocopying would only be done for a few essential documents. After the workshop, the organizers will produce and distribute to participants a CD containing all relevant workshop documents and presentations. The final workshop report will also be shared by e-mail and/or via the FAO-SAP website.

GLOBAL, REGIONAL AND DEVELOPMENT PARTNER PERSPECTIVES

The first plenary session of the workshop aimed at providing an overview of global, regional and development partner dimensions of food security and sustainable livelihoods. This panel discussion was moderated by Mr. Vili Fuavao and featured three presentations on:

- *The state of agriculture in the Pacific region: Current and prospective trends* – by Mr. Aleki Sisifa, SPC;
- *Farming systems and sustainable livelihoods: Development partners mapping study* – by Mr. Steve Rogers, FAO consultant; and
- *Update on consultative processes on food price and food security issues* – by Ron Hartman, IFAD.

Status and trends of agriculture in the Pacific

In his presentation on the status and trends of agriculture and food security in the region, Mr. Aleki Sisifa posed three key questions:

1. What are the key challenges that the region faces?
2. What are the needs of the region?
3. How do the individual countries or sub-groups of countries fit into these regional challenges and needs?

He categorized the Pacific Island Countries into four groups: large countries of Melanesia; middle-sized countries of Polynesia; small, predominately atoll states of Micronesia; and the special case of East Timor.

Agriculture for development in the Pacific was characterized as follows:

- Farming is an important source of employment, but predominantly small scale, low in productivity with low adoption of modern technologies;
- Majority of farms are subsistence oriented, located in isolated areas and use mainly family labor; and
- Increasing growth in the agriculture sector is fundamental to poverty alleviation and food security in the region.

Regarding the question on the key challenges that the region faces, there are currently many common constraints, including the following:

- Extensive dependence on few primary exports, small production volumes and economies of scale;
- Little product differentiation or comparative advantage leading to limited intra-regional trade;
- Small and poorly integrated domestic markets;
- Restricted trading relations to a few countries;
- Long-term decline and vagaries in world market prices;
- Geographical isolation (high transport costs);
- Limited natural resources and fragile environment;
- Vulnerability to the impacts of climate change;

- Weak transport and communication infrastructure;
- Low human and institutional capacity;
- Large dependence on the public sector and limited private sector development;
- Weak institutional capacity in research, extension, policy and trade; and
- Critical gaps in technology transfer and adoption of modern techniques and inputs.

As to the second question on the needs of the region, one priority need is to enhance and diversify agricultural sectors and exploit resource base by addressing supply-side constraints and infrastructural and market bottlenecks, and by strengthening institutional and policy frameworks. This includes pressing needs to improve:

- Diversification of production – more value added and niche products;
- Productivity, quality control and regulatory environment;
- Processing and product value chain development;
- Internal and external market support and information systems;
- Enabling environment for business and trade;
- Transport and market infrastructure;
- Access to credit; and
- Disaster mitigation.

With respect to the third question on how individual Pacific countries or sub-regions fit into these regional challenges and needs, Mr. Sisifa hoped that the workshop deliberations would provide some insights and answers.

Mapping development partner initiatives in the region

Mr. Steve Rogers began his presentation by recapping the aid effectiveness principles agreed to in the Paris Declaration and Accra Agenda for Action. Ownership, alignment, harmonization, managing for results and mutual accountability were the five main principles embodied in the Paris Declaration. The Accra Agenda resulted in agreement on four key points: predictability (donors will provide 3-5 year forward information on planned aid); country systems (first option for delivering aid, rather than donor systems); conditionality (donors will switch from prescriptive conditions to developing country's own objectives); and untying (donors will relax restrictions on procurement of goods and services by developing countries).

In July 2007, Pacific Island Countries and their development partners signed the Pacific Aid Effectiveness Principles, which tailor the Paris Declaration principles to the region's needs. Many bilateral and multilateral development partners provide substantial assistance to PICs. For this assistance to translate into better sustainable development gains, priority must be given to aid coordination and harmonization of support across development agencies. Equally important is building national ownership over aid programming by aligning assistance to national (and regional) sustainable development priorities

FAO commissioned the mapping study with the objective of enhancing harmonization and complementarity of development resources based on

respective comparative advantages. The study described and analyzed current and planned activities of key development partners in the broader agriculture sector in 14 PICs and in the region, addressing four main questions:

1. Who are the main development partners providing assistance to the sectors of the study?
2. Where do these partners focus their support (geographically – in which PICs) and in which sector areas?
3. How do they deliver their support?
4. What are the strategic frameworks in which this support is provided?

The context in which the key development partners are defining their operational focus for assistance in the region is important to understand. Development of the primary sectors in the Pacific will only come about in an environment where stability and good governance (including law and order) exist. It will be driven by private sector-led activities. However, governments have an important facilitating role in supporting: a strong enabling policy and business environment; improved transport and communications infrastructure; information and skills training; and secure access to land and affordable financial services. Regional integration and a strengthened regional architecture to deliver policy and technical support to the countries in the region are also necessary.

The synopsis of key findings from the mapping study includes the following:

- The agriculture sector remains central to economic growth, poverty reduction and food security in the Pacific;
- Funding has failed to keep pace with need in many countries;
- Rebuilding rural infrastructure (notably transport systems) and agriculture research and extension systems are seen as priority needs;
- Much of what happens in agriculture lies in the hands of the private sector; providing an enabling environment for private-sector growth is a priority area for support by key development partners;
- Climate change (mitigation/adaptation) and disaster preparedness are becoming key focal areas for increased development assistance;
- At least 12 international donors, several UN and regional agencies are active in the sectors in the PICs;
- Development partners have concentrated bilateral assistance in agriculture sectors to relatively few PICs;
- Bulk of assistance currently goes to Melanesian countries;
- For smaller nations, programmes of CROP & UN agencies are particularly important;
- For many PICs, development support (and national budget allocation) to the agriculture sector has been relatively small during recent years;
- Development partners are paying increasing attention to aid effectiveness, by stressing country ownership, alignment and harmonization, and managing for development results;
- Almost all development partners use country-level strategies with linkages to partner country planning, particularly the local national sustainable development strategy; and

- Many PICs do not have strong agriculture sector plans that provide coherent policy framework for investment;

The bulk of development assistance is provided as grants, and development partners use several different approaches to deliver aid to the PICs. However, there are no sector-wide approaches (SWAp) in agriculture. All major donors have emphasized donor coordination as a tool to improve efficiency, consolidate efforts and overcome high transaction costs. Many PICs have established aid coordination points within their administration to better facilitate donor coordination. But many are struggling to cope with the high demands faced. Mr. Rogers concluded his presentation with these key messages:

1. An anticipated substantial increase in the volume of aid to the agriculture and environment sectors will require improved approaches and delivery.
2. Whilst there is an increased interest in budget support mechanisms (general and sector) this has not yet been widely adopted in the PICs.
3. The project approach still dominates in the sector.
4. Donor fragmentation remains a challenge, and building coherence across development interventions should remain a priority.
5. There is a need for more division of labor according to agency comparative advantages.
6. A robust programme design, based on regional coordination and partnerships, with national implementation, could be an effective and efficient means in coordinating predictable and transparent investment to strengthen food security and sustainable livelihoods in the region.
7. The FSSLP could be a focal point for cooperation and coordination in the development of the broader agriculture sector in the Pacific region.

After the presentation, participants were invited by the moderator to comment, ask questions, share insights and thoughts. Interventions focused on: the importance of agricultural production; ongoing challenges of improved donor coordination; lack of government investment in agriculture; the need to further align policy, planning and budgeting across government ministries; SWAp vs. programme approach; need for increased involvement of the private sector and; in line with this, the need for government to create an enabling environment for increased private sector involvement.

Several participants highlighted the ongoing challenge of donor coordination. It was noted that while there had been a significant amount of discussions on the need to improve donor coordination, limited progress had been made as of yet. However, participants provided some examples of effective harmonization and coordination, including coordination efforts among donors in the health sector in PNG as well as in Tonga. It was noted that, despite this progress, there continues to be great room for improvement to further coordinate activities in the agriculture sector. The current stakeholders' workshop was highlighted as an important positive step towards improving coordination and increasing the potential for joint activities moving forward.

The diversity and differences across countries in the Pacific was highlighted. There is a need for the public sector to identify where the private sector can add value and work together with the private sector to clarify specific roles and

responsibilities. Moreover, it was noted that governments should facilitate a better enabling environment for private sector involvement.

In response, Mr. Rogers emphasized the need to understand both trust and risk, specifically in relation to further strengthening coordination efforts. There needs to be an increased level of trust in terms of donors accepting frameworks in place as well as believing in the abilities of partner countries to delivery. Risk needs to be managed, rather than be controlled. There is still a considerable element of mistrust and lack of motivation to work together among different ministries. Development partners need to move away from the micro-management of activities and the insistence on conditionalities. The importance of putting in place an effective monitoring and evaluation (M&E) framework was also noted.

Consultative processes on food price and food security issues

Mr. Ron Hartman updated participants on various consultative processes that are relevant to food price and food security issues. In his presentation, five areas were highlighted: 1) global initiatives to improve aid effectiveness; 2) Pacific aid effectiveness principals; 3) high food prices and fuel costs; 4) current initiatives; and 5) Challenges and future opportunities.

His overview of processes and agreed principles to improve aid effectiveness – globally and in the Pacific – reinforced and complemented the points made earlier in Mr. Roger’s presentation.

To advance the Pacific Plan over the next year, the 39th Pacific Islands Forum (PIF), held 19-21 August 2008 in Niue, endorsed these measures:

- Acknowledged the high importance of food security;
- Recognized opportunities of high food prices to increase Pacific food production; open markets increase production and supply of healthy food;
- Committed to immediate action to address national and regional food security across key sectors such as agriculture, fisheries, trade and transport;
- Called on regional technical agencies to assist in supplementing national capacity by assisting in research and the development of more robust national policies and practical responses;
- Called on Forum Economic Ministers to consider the most appropriate national and regional responses to rising global food prices at its 2008 meeting; and
- Called on the Forum Secretariat and SPC to explore avenues for intra-country trade in locally grown food commodities.

With regard to food and fuel prices, Mr. Hartman stated that PICs have been experiencing rising food prices for some time due to higher fuel and transportation costs associated with remoteness and isolation, in both the international and domestic context. Reliance on food imports also leaves countries vulnerable to rising global food prices, which has a major impact on the balance of payments of PICs and the purchasing power of households. Higher food prices affect the poorest households most adversely. Environmental

factors have also adversely affected production. Effective import substitution strategies, together with the promotion of traditional food staples, are needed.

There are many current initiatives, at regional and national levels, to pursue greater coordination in response to soaring food and fuel prices. These include:

- Conference calls to exchange views on the impact of rising prices on PICs and discuss policy responses;
- A recent meeting in Sydney organized by the World Bank with key development partners (AUSAID, ADB, FAO, IFAD, NZAID, PIFS, SPC, UNDP, UNICEF and WFP) to share information on ongoing/planned initiatives, and identify opportunities for joint activities and programming, including national-level meetings.

Medium-term policy responses are also urgently needed with respect to macroeconomic management, renewable energies, agriculture productivity, transport and logistics, as well as social safety net programmes.

What is emerging is a clear desire for greater efficiency and more effective donor coordination, recognizing the important role of regional organizations in bridging the dialogue between donors and governments. There is also a growing recognition that information and data sharing among donors and with Pacific governments could and should improve. It was agreed that the World Bank would convene a working group of interested donors and regional organizations to concur and implement an agenda of short-term technical and financial assistance to vulnerable Pacific countries.

A multitude of challenges and future opportunities exist, in particular regarding:

- Putting harmonization and alignment principles into practice;
- Obtaining “real” political commitment from governments and donors;
- Developing operational policies and procedures;
- Fostering business process cycles; and
- Generating support for managing for results and mutual accountability.

Mr. Hartman concluded his presentation by noting that “partnership is reciprocal” and “action is infectious” – they two elements hold the key for attaining success and positive impact on the ground.

COUNTRY AND SUB-REGIONAL PERSPECTIVES

The first working group session aimed to explore country and regional perspectives on food security and sustainable livelihoods with regard to development priorities, key concerns and required action. Participants were divided into four working groups:

- Polynesian countries: Cook Islands, Niue, Samoa, Tonga and Tuvalu;
- Melanesian countries: Fiji, PNG, Solomon Islands and Vanuatu;
- Micronesian countries: Kiribati, Marshall Islands, Nauru and Palau; and

- Development partners.

Terms of reference and suggested discussion questions for the three sub-regional groups as well as the development partners group were provided to guide the deliberations (see Annex 2). The questions focused on key concerns, most vulnerable populations, national strategies, current initiatives, partnerships, and gaps and needs. Major discussion points and outcomes were recorded by the group rapporteurs, and reported back in plenary by selected working group representatives.

Polynesian group

The food security concerns relate to insufficient domestic production, which lacks diversity, thus increasing dependence on food imports, some of low quality. Access to healthy and quality food is inadequate, leading to a non-nutritious diet. Low quality and quantity of water, as well as poor sanitation and health care lower the nutritional status and well-being of particularly the outer island communities. Greater stability through traditional storage of traditional stocks was considered as an option.

With regard to food security, vulnerable populations include: families with low or no income; new settlement and squatter areas; settlements established as a result of rural-to-urban migration; settlements that are prone to sea-level and climate variability, particularly around the coast; youths and unemployed; people with disabilities; and the aged.

The availability of national strategies to support efforts on food security varies from country to country. In some countries, there is a complete absence and a need to formulate coherent strategies. With food security considered a multi-dimensional approach, existing strategies need to be reviewed and updated to develop a more integrated pathway.

Current initiatives include the FAO-supported Regional Programme for Food Security (RPFs), and the EU-funded Development of Sustainable Agriculture Project (DSAP) coordinated by SPC. In Tonga, there is the IFAD-funded MORIDI, which has the potential to be expanded to other Polynesian countries. NGOs are working on sustainable livelihood activities such as value adding, organic certification and fair trade. In addition, livelihood activities are supported by church and women groups. There is also active involvement of youths through the Young and Future Farmers Programme in some countries.

In terms of gaps and needs, the group reconfirmed the importance of collecting and making available up-to-date agricultural statistics that guide efforts in monitoring and responding to food security. Furthermore, information on agricultural groups and projects (both currently implemented and proposed) is crucial for ensuring collaboration and exchange of information to enhance complementarity of efforts. This should be supported by trainings on data and information collection and presentation. The group also proposed greater involvement of the private sector. Sharing of improved genetic materials, access to soft credit, and expansion of success stories and experiences would greatly enhance and support efforts towards food security.

Melanesian group

Four key issues of concern were identified: 1) low production levels; 2) low government financial support to agriculture; 3) limited land available for agriculture; and 4) inadequate rural and market infrastructure. These issues have direct effects on a large number of the population and their food security; they affect access to food, product prices, product quality, and markets (e.g., insufficient supply and unsatisfactory quality for growing tourism market in Fiji).

In general, the most vulnerable populations in Melanesia belong to the following three groups: women, rural population and youth. In the case of Fiji, farm families in former sugar cane growing areas are also considered highly vulnerable. Vulnerable groups are identified through regular surveys and other sources of information (such as government extension services), as well as through analytical studies conducted by organizations and groups like FAO, WHO, SPC, NCC, ministries of education, and churches.

Regarding the question about national strategies for food security, the four Melanesian countries gave a brief overview on the situation as follows:

Solomon Islands: National strategy for food security was developed based on a series of multi-stakeholder meetings ("summits"). Several programmes are falling under the umbrella of this strategy, including ones on: rice production and import substitution (SI\$ 25 million government-funded programme); improved beef production; and small-scale food processing (NGO-driven). In addition, the implementation of a comprehensive rural development programme under the WB/EU/AUSAID-designed agriculture and rural development strategy has commenced.

PNG: In preparation for the World Food Summit 1996, a National Food Security Policy was formulated. Furthermore, the country has a rice development policy. With support from the FAO TCP, a National Agricultural Development Programme for 2007 to 2016 was developed. A National Plan for Food Security (NPFS) is currently being prepared as an up-scaling of the Special Programme for Food Security (SPFS). The NPFS is seen as the most relevant document for food security and will address the four key dimensions of food security: availability, access, utilization and stability.

Vanuatu and Fiji have no specific national strategy or overarching coherent policy on food security.

Concerning current initiatives on food security, all four Melanesian countries are participating in the FAO-implemented RPFS.

While Fiji does not have an official food security strategy, a strategy developed by the cabinet aims to protect Fiji from unstable food markets by increasing local food production. This strategy encompasses five programmes focused on: rural and outer islands support; dairy industry support; rice revitalization; "look north" (Vanua Levu); and import substitution.

In addition, a number of campaigns and awareness activities in the area of food security are being implemented. There is increasing focus on private sector involvement. A monitoring unit has been commissioned to address implementation and related issues, such as improvement in production, timely delivery and anti-corruption measures. As a result, the production of local root crops has increased, and prices have gone down.

Vanuatu mentioned that the country activities under the DSAP programme has an additional activity on food security.

Under the national SPFS in PNG, there are activities on village livestock development (including aquaculture, honey bee, goat, poultry and beef) and rice production, as well as a fruit tree development programme.

In terms of gaps and needs, all four countries mentioned the lack of public-private partnership (PPP) as a critical gap. The need was identified to built or develop a generic programme for increasing private sector involvement to improve food security through production, processing and marketing.

The strengthening of extension services was also identified as a need for improving food production and productivity. This includes building the capacities and skills of current staff, increasing the number of extension staff, and improving delivery mechanisms. Skills upgrading is needed in technical areas related to production, technologies, post-harvest treatment, processing, and marketing. Value is seen in exploring possibilities for private sector partnership in extension service provision.

In the specific cases of Fiji and Vanuatu there is a need for developing a holistic and coherent food security strategy, including the fisheries sector. This exercise should include the participation of other key line ministries and stakeholder groups.

Vanuatu indicated the need to develop a comprehensive rice programme for the purpose of import substitution.

Micronesian group

For the majority of countries in the Micronesian group, concerns about food security are directly related to scarce and fragile land resources, which severely limit the extent to which these countries can rely on their own food production. Therefore, the main mechanism for ensuring food security – in terms of availability – is through significant food imports. Generally, countries are able to import sufficient food products, but their isolation can result in disruption to supplies (an example being Nauru), and the current episode of higher food prices was also noted as affecting the level of accessibility to affordable food.

Although there is limited potential for food production, it was agreed that some level of food self-sufficiency is necessary, by ensuring a better balance between food accessibility through import and increasing domestic (subsistence) production. Increased agricultural production was also recognized as an important way to increase rural incomes.

However, there are a number of threats to a strategy of increased food self-sufficiency, including the sensitivity of the environment (e.g., climate change, salinity, etc.), which inhibits productivity increases, and high transport costs/isolation, which can cause disruption to input supplies.

In developing national strategies for food security, it was noted that different circumstances require different approaches, which are related to land availability: atoll versus larger land area. For example, in Nauru, where there is a very small number of producers, current interventions are in place to encourage consumers to engage in subsistence production. In Kiribati, production areas are far from the main domestic markets and moving surplus product to market is the problem. By contrast, Palau has relatively greater access to land, but labor is lacking.

Examples of current initiatives to promote food security include:

- Kiribati: There are synergies between FAO and Taiwanese initiatives.
- Marshall Islands: A Taiwanese-supported research station is promoting agriculture/technology adoption; Ministry of Health staff conduct community visits to promote healthy diets.
- Palau: Government support is provided to set up/strengthen farmer organizations with the expectation that these will become self-financing; the public sector is providing tractor services.

In implementing such activities, a critical issue raised was the need for coordination mechanisms that ensure flexibility in procedures to avoid delays in activities. Key supporting activities should be focused on all aspects of capacity building, where assistance from FAO and other CROP agencies should be adapted to the specific needs of the Micronesian countries.

Development partners group

The discussion among the development partners was somewhat holistic and less structured than suggested by the guidelines. Nevertheless, the issues were well covered, and general consensus was achieved.

It was generally agreed that recent fuel and food price rises pose difficult challenges for PICs. The food price rises do provide some opportunities in some countries, but for importing countries, there is an initial negative impact. This is exacerbated by the fuel price rises, which have a relatively larger impact in the Pacific than in most other locations. However, it was also agreed that in time, these factors would provide opportunities for import substitution.

Food security issues were generally manifested as poor nutritional status of local populations, and resultant health problems, rather than lack of access to sufficient quantities of food. The relative poverty of rural people contributes greatly to their preferences for cheap poor-quality cheap food, which leads to a poor nutritional outcome.

A problem related to the poor financial returns is that the youth are choosing not the regard agriculture as a career choice. They are increasingly deserting rural areas and agricultural pursuits for urban or overseas careers, further exacerbating labor and productivity problems in the agricultural sector.

However, there are several initiatives that are showing promise and which could be replicated and up-scaled. Some of the most prominent initiatives include:

- Targeting of farm households to provide good role models for youth to adopt agricultural careers;
- Development of several niche production activities, and associated market development (e.g., the organic coconut oil project developed by Women in Business);
- Development of some import substitution activities; and
- A GEF-supported initiative that managed to coordinate several ministries of agriculture within a regional forestry programme.

The need for development of partnerships received a good deal of attention. There was general appreciation of the need to engage more than just the ministry of agriculture in implementing food security projects, and coordinate with activities by rural-oriented ministries. The opportunity to engage ministries of health and education within this programme was emphasized. There needs to be joint ownership with recipient countries. Partnerships with the private sector and with NGOs in implementation were also endorsed. There was also the possibility of developing partnerships with other international agencies. In this regard, UNICEF was mentioned as a possibility in light of the potential role of education to reduce the impact of poor nutrition.

The programmatic approach was endorsed, with the comment being made that this is the only approach that makes sense in the Pacific. It was proposed that the donors themselves should become more programmatic. The programme orientation would provide a more long-term approach, rather than an *ad hoc*

approach. It would be possible to create an “umbrella brand” for food security interventions in the region. It was pointed out that “cross-fertilization” of ideas is more feasible through a regional multi-lateral approach.

Furthermore, it was mentioned that there seemed to be a major gap in the relative importance and prioritization of major issues within the realm of food security in the region. While the issues were known, their relative importance is not always clear.

The need for communication among the main actors appeared to be a major gap in emphasis. And while the current high prices provided opportunities, the youth were not able to take advantage of them due to the lack of mechanisms to enable vulnerable groups, especially youth, to participate. There is a lack of investment funds and knowledge available to enable participation in the agricultural industries in an efficient and profitable manner.

Plenary discussion

Following the report-backs from the four working groups, Mr. Lai, the workshop facilitator, asked the plenary about their views on the major crosscutting issues, opportunities, and areas of convergence or divergence. He also asked if anything new emerged, or was it merely validating what we already knew; or if anything important was missing from the group outcomes.

Cook Islands noted the implications of rising food prices on countries’ balance of payments. The need for strengthening partnerships and improving coordination efforts were both highlighted in all group presentations, and this was seen as adding weight to the proposed FSSLP. He emphasized the need for specific projects that targeted the enhancement of food production, and also provided focus on health and nutrition aspects. He noted the need to look at food security, and particularly trade, from the point of view of exporting countries, specifically New Zealand. When seeking to address food security, he also stressed the importance of taking into account the effects of climate change.

The issue was raised of whether sufficient data exist on food security. While it was broadly acknowledged that certain data are available within ministries, there is a need to examine the data more closely.

The contribution of the FAO/WHO Codex project was noted. In addition to this, the importance of innovation in education to make agriculture more attractive for youth was highlighted.

Tonga raised the issue of bioenergy, and the implications of bioenergy production on food security. It was noted that while individual countries have been looking into bioenergy research, there is better opportunity to come together at the regional level to jointly explore these opportunities.

Samoa raised concerns over the lack of efforts to promote local diversity; in particular, traditional food stocks were highlighted. The question is how to properly plan and coordinate planting cycles to ensure that adequate food stocks

are continually available. This would ensure that, in the event of a disaster, there is always food available, stored in the ground.

Solomon Islands noted that there should be more efforts on behalf of donors to support information sharing programmes through radio. The use of radio was viewed as being particularly appropriate among populations with limited levels of literacy.

RECAP OF DAY 1

In recapping the highlights from day 1, Mr. Lai referred participants to the first two expected outcomes from the workshop.

Outcome 1: Better understanding of key issues, gaps, challenges and possible solutions regarding food security and sustainable livelihoods in the Pacific.

From the first day's deliberations, and in relation to the first expected outcome, the workshop facilitator pointed out that there are diverse contexts and levels of understanding among PICs regarding key concepts and terminology about food security and sustainable livelihoods. The first working group session helped colleagues attain a better understanding of how the main dimensions of food security – availability, access, utilization and stability – fit into the context of their countries and sub-groups. Moreover, good examples of country responses and possible solutions were shared in the working groups as well as in plenary.

Outcome 2: Identified opportunities for enhancing collaboration, partnerships and development effectiveness in region.

With respect to this expected outcome, the discussions during day 1 contributed to the agreement that better coordination, collaboration, harmonization and alignment are needed among development partners and donors. Some specific examples were provided of collaborative programmes and initiatives in PICs. However, the big challenge is how to move from sound principles and good intentions to real practice and impact on the ground.

Based on feedback from the working groups, which selected their own chairs, a process adjustment was made for the subsequent working group sessions: to assign working group chairs from IFAD, FAO and SPC who are familiar with FSSLP to guide discussions and provide clarifications

RESULTS OF THE INDEPENDENT EVALUATION OF RPFS

Day 2 began with a plenary session chaired by Hon. Minister Pokotoa Sipeli of Niue, in which the findings and recommendations of the independent external evaluation of the Regional Programme for Food Security was presented by Mr. Peter Woods, Team Leader for the evaluation.

The objective of the independent external evaluation was to assess the performance of RPFS some 6 months prior to the end of its extension phase, as well as to provide insights for the ongoing design of FSSLP. The month-long mission was conducted during July-August 2008 by a four-person team, who visited Samoa, Fiji, Marshall Islands and Tonga, as well as conducted interviews with programme stakeholders and teleconferences with the other 10 participating PICs and FAO HQ.

The team assessed the two major parts of RPFS: component 1, which supported 26 projects aimed at enhancing food production and security; and component 2, which aimed at strengthening agriculture trade and policy. Also assessed was the south-south cooperation (SSC) activities supported through the FAO Technical Cooperation Programme (TCP) to address shortages in national technical capacity. The main evaluation criteria were relevance, efficiency, effectiveness, impact and sustainability.

Regarding component 1, the evaluation found that the RPSF projects were relevant and have largely attained the stated objectives. However, many are not food security-related objectives, but rather outputs related to training, infrastructure and the like. Some delays were encountered in project approval and implementation, and timeliness of technical backstopping was not always optimal, leading to compressed implementation periods. Relatively high cost of projects was another finding that is characteristic of operations in the Pacific region.

With respect to impact, there have been some cases of increased productivity and incomes at the project level. But it is too early to gauge the full impact of the projects, and difficult to meaningfully measure with current indicators and no benchmark data. Programme stakeholders have reported that prospects for sustainability are generally low. Although ongoing support has been indicated, the scale and timing is not yet clear.

Concerning component 2, the evaluation concluded that relevance to addressing food security was also high, but more indirect and longer term. Most activities were delivered on time, but at high costs. Due to the lack of substantive institutional strengthening at the national level, the overall efficiency was low. Effectiveness in terms of achieving stated objectives was also deemed low, again the problem being the lack of national strengthening. Impact was judged to be high for participants – with some use for national benefit from trade negotiations and food safety legislation frameworks – but not institutionalized within their organizations. Prospects for sustainability were found to be low.

The experience with south-south cooperation was generally positive. SSC activities addressed the lack of national technical capacity available for component 1 projects, and met 'on-the-spot' needs for technical support. Within the project implementation period, relevance, efficiency, effectiveness and impact were all rated as high, and generally well accepted and appreciated by participating PICs. Some issues identified included: SSC was not part of the original programme design; some mismatching of skills and needs, cross cultural awareness and language ability; budgetary limitations; and length of input not necessarily meeting the projects' needs.

Recommendations for consideration and incorporation into the ongoing FLSSP design included the following:

- Adopt logical framework approach to facilitate improved management for results, encompassing all aspects of the programme;
- Develop meaningful M&E system to measure progress, quality and impact, ongoing relevance, and allow for flexibility to modify design if justified;
- Formulate project selection criteria and processes jointly with stakeholders using participatory processes, and targeting appropriate beneficiaries;
- Complement regional approach to delivery of capacity building with sub-regional and national interventions to improve, efficiency, effectiveness, impact and sustainability; and
- Intensify training on project design and management.

Country and development partner responses

Following Mr. Woods' presentation, the chair invited comments and questions on the findings and recommendations emerging from the independent evaluation.

Some country representatives expressed their concern that the findings and conclusions of the evaluation focused much more on the negative than the positive aspects of RPSF. According to them, there were many success stories that the evaluation failed to capture. There was consensus among the countries that RPSF has had some positive impact, did meet the stated objectives, and was in line with national as well as regional strategies for food security.

It was felt that problems related to programme design, as pointed out by the evaluation, should not be considered as a hindrance for meeting the objectives set by the specific projects. It was acknowledged that delays in procurement and other procedures compressed the actual implementation time.

It was further noted that some of the concerns raised by the evaluation – for example, the lack of environmental impact analysis – were not fully justified. Almost all projects had obtained EIA clearance.

Tuvalu suggested that lessons learned from implementing RPSF, which is a pilot programme, should be used to guide the design and implementation of FSSLP, and it was agreed to adopt selected recommendations of the evaluation for this purpose. Moreover, some participants commented that many pertinent

recommendations made by the evaluation team have already been incorporated into the ongoing design of FLSSP.

Many countries disagreed with the claim that the projects were not in line with national priorities. One development partner suggested that the evaluation team should have asked the question “why?” instead of just concluding that some of the projects were ineffective and inefficient.

Some country representatives complained to the organizers about the short time provided for discussion, as they needed much more time to discuss the evaluation findings and recommendations. On this point, the facilitator suggested that interested parties could join Mr. Woods during lunch to continue the dialogue, as well as at other times outside of the workshop sessions.

PRESENTING THE PROPOSED FLSSP

The next plenary session was moderated by Mr. Aleki Sisifa, and provided the opportunity for Mr. KC Lai of FAO to present an updated version of the proposal on the *Food Security and Sustainable Livelihoods Programme in the Pacific Island Countries*. He gave an overview of the process adopted in designing the programme, as well as the various stages of consultation and review that the current programme document has gone through. One important feature has been the adoption of an integrated programme approach, thus providing more flexibility in implementation.

With improved food security and livelihoods in PICs as its goal, FSSLP seeks to increase sustainable food availability and access, improve food safety and diets, and enhance stability in agricultural production and household incomes. Two main components are being proposed:

Vertical: Support for country projects and analytical/consultative processes to

- Enhance agricultural production and productivity; and
- Develop rural infrastructure.

Horizontal: Design and implement regional activities to strengthen institutional and human resource capacities in:

- Agricultural trade;
- Food quality and safety;
- Policy and planning; information systems; and
- Climate change preparedness, adaptation and mitigation.

Four sub-programs under the horizontal component and six sub-programs under the vertical were envisaged, and a list of some 126 priority country projects identified.

Institutional arrangements and management structure being proposed for the programme include: a Regional Programme Facilitation Unit based in Apia; a Regional Partners’ Coordination Unit in Suva; Sub-regional Coordination Offices in three locations; and National Programme Management Units in the 14 PICs.

Technical resources to backstop FLSSP would be provided by FAO colleagues in Apia, Bangkok and Rome, as well as by IFAD and other collaborating development partners. The 'FAO Virtual Task Force' that was set up under RPFS would be transformed into a more responsive FAO Technical Support Group for the proposed FSSLP.

At this stage, three important design questions remain, which the current workshop should consider:

1. Is the spread of programme components and projects adequate?
2. Is a better focus possible in terms of thematic priorities, geographic hotspots or target groups?
3. Are the objectives and expected outcomes realistic with regard to adequacy and scale?

The next steps for finalizing FSSLP design will focus on completing the detailed Project Design Document by the end of 2008, spelling out the programme content, implementation arrangements, partnerships, and financing and funding modalities. At the same time, further engagement with development partners will continue to explore and develop partnership and cooperation for FSSLP.

Responses and discussion

Following Mr. Lai's presentation, a brief panel discussion was held involving Mr. Vili Fuavao, Mr. Bill Sorrenson, Mr. Aleki Sisifa and Mr. Ron Hartman, who provided some elaboration on the design process and programme content. The projects listed in the FSSLP document reflect the countries' national priorities.

Mr. Fuavao pointed out that the implementation of FSSLP has already started with the recent approval of the project on "Input supply to vulnerable populations under the Initiative on Soaring Food Prices (ISFP)" for FAO member countries in the Pacific⁹. He also stated that FAO-SAP is ready to take on the challenge of implementing FSSLP. On a similar note, Mr. Hartman pointed out that IFAD is supporting FAO in the design process of FSSLP and will also consider potential financing for the program.

Country representatives noted that they agreed with the FSSLP approach, and all countries are committed to the implementation of the programme. Moreover, the engagement of the private sector is considered as crucial for the success of the programme. Country representatives were also very pleased to note the involvement of civil society and NGO groups.

FEEDBACK ON FSSLP OBJECTIVES AND COMPONENTS

The afternoon of day 2 was devoted to discussions in four mixed working groups (with participants from different sub-regions and development partners) to enable more exchange and cross-fertilization of ideas, experiences and lessons

⁹ A signing ceremony for the approved ISFP was held during the workshop morning break on 23 September with representatives of concerned PICs and FAO.

learned. Discussions focused on the FSSLP rationale, relevance, targeting, expected outcomes, scope and objectives, and components (vertical, horizontal and linkages), with emphasis on the latter.

During the report-back session in plenary, many common elements and threads emerged from the four working groups, whose outcomes are consolidated below.

Programme rationale and relevance

There was general agreement that FSSLP is highly relevant for the region, given its endorsement by the 39th Pacific Islands Forum ministers meeting in Niue, August 2008. The high degree of country and donor participation in FSSLP design ensured relevance as well as transparency.

One group noted, however, that the rationale was not fully spelt out in the FSSLP proposal. In considering the existing RPFs, it was felt that the component 1 projects were highly relevant in improving food security in terms of availability, accessibility and stability. It also was seen as positive that the programme builds upon the experiences and lessons arising from the pilot phase of RPFs. In this respect, the evaluations findings and recommendations should be carefully reviewed and considered in the final design of FSSLP.

The nature of food security in the Pacific region is unique, and the concept needed to better reflect the nutrition/health dimension as well as the particular vulnerability to sporadic climatic events. The emphasis on nutrition, under both national and regional components, was noted with appreciation. It was further proposed that nutrition be considered as a key criterion for project selection, with reference to Codex standards.

In general, the groups reaffirmed the inter-connectedness of the different components and called for flexibility in programme implementation, given the wide diversity across countries. However, to be able to confirm adequacy, appropriateness, and whether the programme is realistic and achievable, more time and closer scrutiny into the various components and sub-programmes is required.

There is also a need to continuously forge partnerships, an area and niche in which the project was seen to have a comparative advantage. Examples such as addressing climatic change jointly with an NGO network, or awareness and training work for improved nutrition and health related issues was mentioned by WHO, indicating interest for greater collaboration.

A word of caution was voiced about the importance of developing a proper results framework, and the need for more transparency in order to allow governments to say no to aid money if it is not relevant for their countries' priorities.

In order to develop an effective set of activities, countries need to better understand their own food security status. It was felt that the required information for assessing food security status has, in large part, been collected but not systematically collated or analyzed. There are a number of existing

initiatives that could be built upon, including an SPC/FAO initiative to develop food balance sheets. Information on food quality/health dimensions is patchier, but initiatives such as WFP vulnerability assessments could be further developed. As a first step, these and other existing studies (e.g. earlier Samoa Food Insecurity and Vulnerability report on existing information systems and databases) could be pulled together. In doing so, information should be disaggregated to consider gender and vulnerable groups.

Countries also need to understand the linkages to other national level programmes relevant to addressing food security concerns. This will allow better targeting to vulnerable groups and will minimize duplication.

Some participants stated that the proposed FSSLP is long overdue. They pointed out that the problems associated with food security had long been identified, but this is the first time food security is being addressed in an integrated and programmatic way. They contrasted this with the issues surrounding climate change, which have received prominent attention from the outset.

It was agreed that food security is not a single sector issue: resolution of food security issues requires action and policy involving forestry, environment, fisheries, health, agricultural production and others.

National priorities, regional needs, and targeting

To ensure that FSSLP addresses real and changing priorities and needs, it is important to develop a multi-stakeholder programme in which civil society has a key role to play. The groups considered it crucial that national management and coordination mechanisms include key stakeholders from concerned sectors such as: agriculture, health, environment, trade, communities, private sector, women, NGOs and youth. FLSSP can build on success stories such as SFA and WIB in Samoa. The use of existing national mechanisms established under RPFS and DSAP would be a good way of maintaining the network of collaborators throughout the region. Rationalization of different committees would ensure good commitment and coordination.

Health and nutrition issues need to become more of an integral part of the overall programme and specific projects related to food production. A stronger linkage needs to be made to the right type of foods and product development – e.g., for processing available local food crops into convenience type of food with longer shelf life, easy preparation and higher nutritional value than the imported ‘junk food’ that is now so prevalent, even in remote island locations.

An area that seems not to be adequately addressed is the possibility to support urban agriculture and to grow more fruits and vegetables to improve the daily diet at low costs. And also on the other extreme to place even greater emphasis on the importance to maintain economic incentives in rural areas to minimize migration. Examples of creating viable small-scale businesses and agriculture-based enterprises were provided. The need for capacity building in this area would need to become an integral part of FSSLP.

The groups agreed that criteria for targeting need to be closely elaborated in the final design. In particular, there should be a strong gender dimension, and focus on vulnerable households should be part of criteria, in the appropriate context. It was also pointed out that focus on the MDGs will help other donors become interested in providing support to the FSSLP.

At the implementation level, targeted groups should include youth, women, and vulnerable groups. Women and youth are especially seen as relevant groups; programme design in support of these groups needs to consider cultural and social realities in the specific locations. For the identification and selection of vulnerable groups and project recipients, clear criteria should be in place, supported by benchmark data and clear indicators for project monitoring and evaluation, which needs to be ongoing to measure impact.

FSSLP incorporates a results-based design and monitoring system, which will help to ensure that it can be adapted if required to meet objectives. It was felt that the programme should help to extend the benefits to a much wider population than in the pilot phase, through a process of initiating interventions that can be up-scaled. However, in targeting vulnerable groups, the programme design should recognize that some of the best interventions may not imply working directly with vulnerable groups, but through intermediaries.

Expected outcomes

With regard to the major expected outcomes of FSSLP, it was agreed that various outcomes are more relevant to some countries than others. Thus, certain outcomes would need to be further refined at the national level, while still recognizing the importance of regional-level outcomes such as increased scope for intra-regional trade in response to food crises.

One group commented that some of the expected outcomes may already have been achieved. For example, several PICs already have active national Codex committees. Furthermore, it was suggested to revisit sub-programme 1.5 to include the role of strengthening farmer organizations and extension services. Considerable gaps exist in the capacity – both in terms of numbers and technical skills – of government extension services. In the future, some extension services may be provided by the private sector or farmer organizations.

There was some discussion on the nature of nutritional security, and how to measure changes and impact for this expected outcome. At present, appropriate indicators for nutritional security are not clear at the project or programme levels.

Components and linkages

It was generally agreed that the proposed FSSLP components and linkages are logical. However, the program still looks complicated, and perhaps needs more careful elaboration in final design. For the sake of clarity, it was proposed that the terminology of “horizontal” and “vertical” components be replaced by the more familiar terms “regional” and “national.”

Some sub-programmes are very closely related, and certain regional and national sub-programmes are interdependent (e.g., sub-programmes 1.3 and 2.2). It was recognized that more links could be established or some elements be combined, especially sub-programmes 2.1 and 2.2. It was mentioned that workshops conducted at the regional level should be linked back to related national-level activities.

It was suggested that countries (and regional organizations) be involved in the planning of the regional activities under the FSSLP. For the regional component, there would be some gains in efficiency by bringing countries together to work on cross-cutting technical issues, as well as capacity building and M&E. There should also be scope to support regional information and experience exchange, and knowledge management at the regional level.

Possible contenders for regional component support would include the development of international standards on bio-security, organic certification and food safety, and an action plan for climate change preparedness. However, the relative expenditure allocation for regional versus national projects should be subject to constant review, through the annual budget allocations, annual work-plans and planning meetings.

Under the RPFS, the two components were essentially separate sets of activities. In the proposed FSSLP, the regional component will be broadened, so it will be even more important to ensure linkages. Thus, it was suggested that an initial needs assessment of the current status of institutional and human resource development be undertaken so that: 1) delivery of regional or sub-regional activities can be better targeted to match real needs; and 2) increased capacity be reflected in institutional strengthening.

Regarding programme management modalities, some participants asked if the proposed FSSLP management system is the most appropriate, and whether it is the leanest and most responsive system given the circumstances in the Pacific.

Most of the delegates agreed that what is proposed comes from experience in the Pacific, including RPFS and other regional programs. However, one participant provided a word of warning. His observation was that the proposed FSSLP was very ambitious, and appeared somewhat complicated, especially with respect to the proposed management structures and procedures. The need to have clear-cut, practical and simple implementation procedures was stressed.

Specific suggestions included the following:

- Develop clear terms of reference for management structures to clarify roles and responsibilities, avoid duplication and ensure effective communications and monitoring;
- Consider the appropriate composition of national management committees;
- Provide adequate technical support at the field level, and make this explicit in programme management arrangements;
- Reach common agreement on procurement procedures and arrangements among development partners who support the programme; and

- Utilize existing country procedures.

Several other valuable suggestions were made for consideration in the final detailed design of the FSSLP. There was a need for further elaboration of the selection process for proposed projects. It was not clear if an element of competitiveness was intended for project screening and selection.

It was suggested there may be a need for a crosscutting component on capacity building. A further suggestion was that within policy development, a national campaign to promote and eat local produce could be supported.

Questions were raised as to whether the PICs have the human resources available to sustain the interventions, and whether required training would be provided. It was agreed that, as far as practical, training should be embedded within each project.

Another discussion point was how to define the optimum cost-benefit ratio for activities in the Pacific region. Due to factors already articulated, implementing activities in the region is generally done at relatively high costs; economics of scale are difficult to realize. Therefore, it was suggested to place importance on minimizing or reducing project overhead, for example, by having several national projects coordinated and conducted by one unit.

One participant inquired whether the programme design has adequately considered country commitments to FSSLP. Often, these commitments are the key to success and sustainability, and should go beyond merely providing office space and communications infrastructure. An example was given where government contributions matched project funds one-to-one; and this has been deemed to be one of the most successful projects undertaken.

RECAP OF DAY 2

In his recap of day 2, Mr. Chun Lai, the workshop facilitator, highlighted two ongoing processes:

Looking back... We need to recognize and value reflection and evaluation as essential elements of any learning process – “warts and all” – and accept and internalize constructive criticism and suggestions for improvement. The challenge is how to take lessons learned forward as we move from the RPSF into the FSSLP. In order to practice what we preach, participatory M&E approaches should be considered and applied in the future. For example, an internal evaluation among PIC partners can be facilitated, with results feeding into and informing the independent external evaluation to be subsequently carried out.

Looking forward... Valuable feedback was provided on the proposed FSSLP components and linkages, especially the practical suggestions for streamlining, simplifying and clarifying programme terminology, structure and linkages. This will lead to greater efficiencies, as well as make it easier to communicate the programme approach and elements to all stakeholders, including communities.

FEEDBACK ON PROPOSED IMPLEMENTATION ARRANGEMENTS

On the final day of the workshop, the participants once again divided into three sub-regional working groups as well as a development partners working group, each supported by an assigned chair and rapporteur (see Annex 2).

The groups reviewed the proposed FSSLP implementation arrangements, based on suggested discussion questions, focusing on:

- Institutional arrangements;
- Proposed management and implementation structure (especially at sub-regional and country levels);
- Possible methodology to identify and promote sustainability of programme activities (both national and regional);
- Opportunities for partnership and contribution to programme implementation and management; and
- Risks and possible mitigation measures for the proposed FSSLP.

The major management and coordination structures in the FSSLP proposal include: a Regional Programme Facilitation Unit (RPFU) based in Apia; a Regional Partners' Coordination Unit (RPCU) in Suva; Sub-regional Coordination Offices (SRCO) in three locations; and National Programme Management Units (NPMU) in the 14 PICs.

The following are summaries of the working group discussions and outcomes.

Polynesian group

FSSLP management structure. The proposed structure should be supported by clear ToRs, clarifying responsibilities, roles and functions. This will ensure effective communications and monitoring, which is vital for a programme of this size.

Suggestions for strengthening the capacity of national management units include outlining clear roles and responsibilities, and devolving more decision making. The use of FSSLP funds for directly recruiting national project coordinators to ensure full-time commitment to the projects should be considered. Such coordinators would provide secretariat support for the National Programme Steering Committee (NPSC), including the timely convening of meetings, delivery of reports and other programme functions. The other alternative proposed was to upgrade the ToR of the NPIA to provide for coordination tasks.

Communications and information sharing is crucial in any project, and qualified personnel for this task should be included in the RPFU. They will deal with the collection, dissemination and presentation of programme information, as well as build project visibility and awareness at all levels of implementation. The group confirms the importance of having technical field people, like the current arrangement with the RPFU. The field technicians/experts will work closely with countries at project sites and help in monitoring activities at the project level. Depending on the developing partners who will be engaged, agreement on

reporting, monitoring and evaluation formats, as well as procurement procedures is crucial. Using national arrangements and systems should also be considered. The composition of NPSC should allow for participation of key stakeholders, especially those who are implementing food security related efforts at the local, national or regional levels.

Sustainability. The rationale and criteria for selecting project recipients should be clear and justified, for example, support projects that create income-generating opportunities for families/communities to ensure food security and self-reliance. Participation of women and youths, environmental sound, proven experience are some of the criteria to consider. Skills in project management tend to be low in many countries, thus the need to provide training in this area. Consider using regional experts, as well as broader and more focused participation from national colleagues. Projects should derive from and contribute to national development plans, which would increase the prospects for sustainability. Assistance would be required for the formulation of the proposals, which the RPFU should provide to countries. Some proposal templates could be used to facilitate formulation, with a checklist of what should be included to ensure technical soundness and operational support to enhance sustainability.

Partnerships. These are crucial for the success of the programme. Through the NPSC, partnerships can build upon existing in-country networks involving the EU-funded DSAP, NGOS, private sector, and other stakeholders.

The annual programme review should involve all stakeholders/beneficiaries, and perhaps be tied in with a stakeholders analysis/M&E exercise. Joint activities and expositions with private sector and NGOs should be promoted. Again, ensure that the NPSC has appropriate representation from government line agencies (e.g., health, education, planning), NGOs and participating farmers. Recognition in the form of rewards or trophies should be given for outstanding contributions to the programme.

Risks. Programme risks relate to the limited national capacity to implement activities in a timely and effective manner. This also extends to availability and commitment of staff. Delays in project approval, funds disbursement and procurement processes also should be minimized, and selected projects cleared during the programme inception phase. Participation by relevant programme stakeholders in NPSC meetings and joint activities should be encouraged.

Melanesian group

Institutional and managerial arrangements. The group noted the major problems experienced during the pilot phase of the RPFs with regard to applying FAO rules and regulations in the procurement of supplies, equipment and services. Questions were raised whether these rules and regulations would remain the same. If so, the proposed decentralized management structure was questioned and seen as only placing new layers of administration into the system. The group agreed that the level of delegation of authority to officers based in the sub-regional offices as well as the RPFU needs further clarification, with appropriate terms of references to be developed.

With respect to the proposed RPCU based in Suva, the group would have liked to have more information such as clear terms of references and role and functions, as well as a proper costing for setting up the RPCU. It also was not clear whether these tasks could be covered by the Apia RPFU and/or by programme staff at the national or sub-regional levels.

The proposed number of staff to be employed by the programme seems to be appropriate. However, to make a better judgment, terms of references and estimated staff costs are required.

Regarding technical support, the cascading type of responsibility was explained by the working group chair: some technical expertise will be available from programme staff; SAP (or SPC) technical staff would be the next port of call. Additional support would be provided from the FAO Bangkok office or, if not available there, even by Rome. A vertical task force will be established to keep track with project activities and respond to identified problems without much delay. The group expressed the opinion that effectiveness and cost-efficiency issues related to technical backstopping should be considered while finalizing the FSSLP design and structure.

Country-level projects. The NPSC would have the key role in country-level project selection and design. A mechanism for technical screening of national project proposals needs to be established. The committee needs to have clear terms of references and its composition needs to be determined. A wide representation of stakeholders, including NGOs and women groups, is suggested. Members need to have an appropriate level of qualification and technical understanding to be a constructive partner in the NPSC.

Sustainability. This could be promoted by building upon already existing initiatives, and by making use of existing structures. Capacity building and strengthening of existing structures has to be built into the process. This may include members of the NPSC. A major constraint could be to get the commitment and time of relevant partners for steering committee meetings and other functions.

Partnerships. The National Project Coordinators would be employed by the project; therefore their terms of references need to include a role in facilitating partnerships with stakeholder groups in the country, as well as with other ongoing initiatives and projects relevant to the FSSLP mission.

Participation of stakeholders. This can be enhanced in the first instance by involving representatives from communities, civil society and the private sector in the NPSC. For each country, there should be a stakeholder workshop at the end of each year to review activities and programme performance. In addition, national activities should build in M&E and learning processes and include NGO groups and other stakeholders. The FSSLP should offer the flexibility to enable other stakeholders to propose activities in the future.

Micronesian group

Programme coordination. As it is difficult to change procedures at the level of international organizations, the group's focus of discussion was on how to strengthen the national and/or sub-regional capacity for programme coordination. In particular, there is a need to better clarify the roles of each unit in the proposed management structure. There was significant discussion on whether the new level of sub-regional coordination officers is needed. Particularly for the Micronesian group, where countries are vast distances from each other (and often closer to countries in other sub-regions), there was concern expressed that procedures could be longer if everything has to go through the SRCO.

The precise responsibilities (technical and financial) of sub-regional coordination officers need to be clarified to determine whether it would be better to put more resources into strengthening national units (e.g., by recruiting two persons rather than one at the national level).

It was noted that it might be appropriate for different sub-regions to have different structures, as a SRCO may be appropriate in other sub-regions.

It was suggested that the terms of reference for national committees and steering committees need to ensure participation of all stakeholders (e.g., private sector, NGOs) in management and implementation.

While the proposed regional-level management units seem logical, there should be flexibility to change these structures when the programme is periodically reviewed.

Support to country-level projects. The inception phase of FSSLP should provide assistance for the further development of country project proposals (e.g., project planning and design, logframe development, M&E procedures). It was recognized that national-level capacity will be a constraint not just during the inception phase but throughout the duration of the programme. The projects to be implemented require technical support, and it needs to be clarified how much support can be provided by international and regional organizations technical staff, as well as their areas of competence.

Importantly, it was noted that the programme provides an umbrella for country-level priorities to be underpinned and strengthened by regional-level activities.

South-south cooperation (SSC) is seen as valuable for implementation, provided that countries are involved in the identification and recruitment of individuals.

Opportunities for partnership. The FSSLP will help to avoid duplication of activities by different development partners working both bilaterally and at the regional level. The programme provides an opportunity to strengthen partnerships between public and private sectors and with civil society. To ensure this, the participation of all stakeholders in national committees and in the inception of programme activities will be key.

Promoting participation of stakeholders. Related to ensuring the participation of partners is the need to further promote awareness of stakeholder activities. NGOs and private sector groups should have the opportunity to dialogue and interact with national committees so that their activities can be aligned with those planned by the public sector and development partners.

To create awareness of FSSLP, partners should look for opportunities to share information on programme activities involving different stakeholders (e.g., World Food Day, agricultural fairs, etc.).

Ownership. Finally, it was reinforced that ownership of the programme by national stakeholders will be critical for sustainability. The programme should therefore be country-driven throughout.

Development partners group

Institutional arrangements. It was again emphasized that significant consultation has already taken place, and the proposed design reflects the experience in the region. However, there were questions concerning details that have not yet been elaborated. These included: the degree of authority and responsibility at the RPMU, sub-regional and national levels; the precise membership and responsibility of the NPSC; and the common reporting mechanisms and M&E systems that would have to be in place for the programme.

It was agreed that some key activities would take place at the country level. These would include the generation and initial screening of project proposals, as well as responsibility for project implementation and outputs.

Each NPSC would be multi-sectoral, comprised of representatives from several relevant ministries, the private sector, NGOs, civil society and development partners. These would provide approval of national project proposals, and would scrutinize proposals with respect to national food security and agricultural sector policy. The possibility of linking new proposals with other ongoing projects and programmes at the national level would also be examined by the NPSC.

Regional projects. The group gave some consideration of the means through which regional projects would be identified, generated and implemented. It was agreed that some obvious means of identification would be: feedback from programme experience; identification of common themes; ideas generated from regional organizations; the “clearing house” of the Regional Partners Coordination Unit; and findings from annual review workshops.

Paris Declaration and Accra Agenda. The group examined the proposed FSSLP for compliance with the principles of aid effectiveness set forth in Paris and Accra, and agreed that the proposed programme design and approach was substantially compliant, but that there was more to do. This was especially relevant with respect to application of aid effectiveness principles within each country.

The group warned about the danger that external programmes can sometimes overwhelm country processes, and lead to a breakdown in the coordination of

external assistance. It was agreed that the key operative word for the program is "partnership": emphasizing give and take, complementarity and mutual support.

Criteria for project identification. The group agreed that the selection criteria proposed for national projects were acceptable, with the addition of a criterion on alignment with national policies and programmes. It was also agreed that this should be the case for regional projects as well. However, the criteria would be refined and further defined during the detailed programme design process. There may also need to be some strengthening of participatory methodologies in some countries.

Partnerships with civil society and private sector. The group endorsed the need for FSSLP to develop partnerships with communities, civil society and the private sector. There needs to be consideration of how these can be encouraged. It was pointed out that capacity exists within these organizations, and this needs to be tapped for extension of outreach from programme interventions.

Programmatic approach. Consideration was given to the relevance of the programmatic approach, as opposed to sector-wide approaches (SWAps), for example. The group concluded that as the productive sector is fundamentally different from the service sector, a programmatic approach is more appropriate. However, lessons can be drawn from the experience in implementing SWAps, such as the need for policy and capacity development.

The flexible programme approach is sufficiently adaptable and open-ended so as to allow arrangements for engagement of all stakeholders. It accommodates and recognizes challenges that are inherent due to the diversity of productive capacity, level of economic development and national development strategies.

Programme level financing. The group was provided with some information regarding the nature of programme financing. This would be provided through a combination of regional grants, national grants and loans, TA support (e.g., from various FAO resources) and in-kind support. The exact type of support would be determined based on the availability and modalities of support from different participating development partners. It was expected that the programme would facilitate the generation of incremental investment resources for the agricultural sector, in responding to the needs and opportunities arising from soaring food prices.

SYNTHESIS OF KEY MESSAGES AND NEXT STEPS

The final workshop session featured a presentation and discussion on the key messages and next steps emerging from the three days of exchange and consultation.

A small drafting group¹⁰ gleaned the main messages from the workshop, which were presented in plenary by Mr. KC Lai, and organized under the four workshop objectives.

Food security and sustainable livelihoods issues in the Pacific

Three key messages emerged regarding this objective:

- Recognized the multi-dimensional and multi-sectoral nature of attaining food security and sustainable livelihoods in the Pacific.
- Validated that investment in food security and sustainable livelihoods remains a very high priority in the region.
- Noted that, except for Solomon Islands and PNG, there is a lack of national food security strategic frameworks; need to support food security planning and policy processes with sound data and analysis.

Information exchange

Significant progress was made on exchanging relevant information and experiences among the stakeholders present at workshop. However, there is a need to include more participation from civil society and private sector groups moving forward.

Enhancing partnerships and development effectiveness

Discussions and recommendations concerning this objective centered on:

- Reiterated the need to adhere to key principles of aid effectiveness set forth in Paris and Accra: both donors and countries need to progress from intentions to real action.
- Acknowledged the need to learn from existing coordination efforts among development partners that are deemed successful.
- Stressed that collaboration among development partners must go beyond financial contributions into domains such as technical assistance, knowledge sharing, and linking with ongoing programs in climate change other critical areas.

¹⁰ KC Lai, Siale Bain-Vete, Andrew McPherson, Bill Sorrenson, Ron Hartman, and Chun Lai.

FSSLP proposal and next steps

With regard to feedback on the content of the FSSLP proposal, the key messages derived were:

- Validated, in general, the programme approach, rationale and components.
- Appreciated the built-in flexibility and multi-sectoral approach of integrating food security concerns with elements such as agriculture, environment, health, nutrition, education and traditional foods.
- Stressed the need to simplify and clarify FSSLP proposal terminology, structure and linkages.
- Raised the importance of developing clear project selection criteria and mechanisms.

Main messages about the proposed FSSLP structure included the following:

- Emphasized the need to better define and clarify management structure, roles and responsibilities, and associated terms of reference.
- Called for tailoring national programme management structures to county realities in terms of geography, local situation, existing capacity and logistical considerations.
- Issued a plea to not “over-coordinate”: need to streamline structure and procedures for greater efficiency, effectiveness and ease in implementation.
- Recognized that clear delegation of authority at different levels is needed to enable flexible, decentralized and responsive management.
- Recommended linking with ongoing investment programmes and national initiatives to increase harmonization, complementarity and mutual support.
- Noted that participatory planning needs and capacity are a top priority that FSSLP should address.

Finally, the immediate next steps identified were as follows:

- Invite stakeholders to provide further inputs, advice and guidance; reach out more to civil society stakeholders (timeframe: by the end of October).
- Conduct final FSSLP design mission with the involvement of FAO, IFAD, SPC and possibly other partners (timeframe: November).
- Initiate processing by co-financing partners: IFAD, FAO, Government of Italy and possibly others (ongoing).
- Establish core management structure (as soon as feasible).

Reactions by participants

Following the synthesis presentations, the floor was opened for responses, comments and questions.

Country representatives expressed their support for the proposed FSSLP. There was broad consensus on the need for the programme. The need to develop broad-based partnerships was highlighted as a key issue.

The importance of working with existing national structures was also stressed. In this light, the proposed FSSLP structure should be merged with national-level mechanisms and activities as much as possible.

The vast diversity among Pacific countries – and various challenges associated with isolation and remoteness that may lead to project implementation delays – was recognized and noted.

The need for increased involvement of Francophone countries was raised, as also identifying ways to further engage with AusAID and NZAID.

The importance of flexibility in programme implementation was emphasized. There was a concern that the programme structure of the proposed FSSLP could be top-heavy. It was emphasized that there is a need to refine the proposed programme to ensure that more benefits go directly to grassroots communities.

The need to examine integration into existing regional platforms was also noted, especially with regard to the Pacific Island Forum Secretariat's Pacific Plan.

JICA expressed interest to potentially provide support to FSSLP, which is viewed as a mechanism to facilitate JICA's involvement in supporting opportunities for agricultural development in the Pacific region.

It was recommended to establish a broad timeline for programme inception vis-à-vis establishing implementation arrangements, forming committees at the national level, and other start-up measures.

WORKSHOP CLOSURE

The closing session of the workshop was moderated by Mr. Vili Fuavao, who first invited brief remarks from representatives of the workshop co-organizers: FAO (Mr. Bill Sorrenson), IFAD (Mr. Ron Hartman) and SPC (Mr. Aleki Sisifa).

All the speakers warmly acknowledged and thanked the workshop participants, moderators, chairs, rapporteurs, facilitator and secretariat for their hard work, sustained engagement and valuable contributions.

Mr. Sorrenson underscored the main value of FSLLP in terms of offering a flexible multi-sectoral programme approach as well as a platform for forging partnerships among governments, civil society and development partners.

In his remarks, Mr. Hartman stated that IFAD is very pleased to be re-engaging in the Pacific region and working in partnership with others. He emphasized three elements that are key to the success of FSSLP: country/regional ownership, grassroots community involvement, and attention to sustainability issues.

Mr. Sisifa reiterated that a great deal of design work has already gone into this process, which has its origins in the 1980s, and he noted that food security and sustainable livelihoods is everyone's business!

Mr. Fuavao provided some historical perspective, recalling the 2001 ministers' meeting in Vanuatu, in which policy, trade facilitation and production were identified as the three pillars for food security in the Pacific region. In this workshop, he intentionally kept a low profile in order to allow participants to contribute fresh perspectives. He then invited Hon. Minister Pokotoa Sipeli of Niue to give the closing address.

On behalf of all the participants, Minister Sipeli warmly thanked FAO, IFAD and SPC for successfully organizing this stakeholders' consultative workshop. He expressed confidence that the many useful contributions and suggestions made by participants during the past three days of intensive interactions would be incorporated into the final FSSLP design, and result in more realistic and focused programme content and structure. He also reiterated the strong commitment by Pacific Island Countries and associated regional organizations to the FSSLP, and looked forward to the day when the programme will be operational. With that, Minister Sipeli formally closed the workshop.

ANNEX 1: WORKSHOP AGENDA

DAY 1: MONDAY 22 SEPTEMBER 2008		
Time	Topic	Moderator
10:00 – 10:30	<p><u>Official Opening:</u> Welcome to Participants</p> <ul style="list-style-type: none"> • Prayer • Address by Hon. Minister Pokotoa Sipeli, Niue 	Vili Fuavao
10.30 – 10.45	<i>Refreshments</i>	
10:45– 11:15	<p><u>Plenary: Workshop Introduction</u></p> <ul style="list-style-type: none"> • Workshop objectives, programme, approach and anticipated results • Organisation and logistics 	Chun Lai (Workshop Facilitator)
11.15 – 12.30	<p><u>Plenary Panel Session: Global, Regional, and Development Partner Perspectives on Food Security and Sustainable Livelihoods in the Pacific.</u></p> <ul style="list-style-type: none"> • Overview of global and regional dimensions of food security and sustainable livelihoods (FAO/SPC, 15 minutes) • Development Partners Initiatives in the Region - Results of Mapping Exercise. (Steve Rogers presentation, 20 minutes plus 15 minutes clarifications/discussion) • Development Partners/IFIs update on consultative processes on food price and security issues. (Ron Hartman, IFAD, 15 minutes plus 10 minutes clarifications/discussion) 	Vili Fuavao/ Aleki Sisifa
12.30 – 13.45	<i>Lunch</i>	
13.45 – 14.00	<p><u>Plenary: Working Group Session I Guidelines</u></p> <ul style="list-style-type: none"> ▪ Introduction to group work and expected group outputs ▪ Formation of working groups as follows: <ul style="list-style-type: none"> ○ Polynesian Working Group ○ Melanesian Working Group ○ Micronesian Working Group ○ Development Partners Working Group (including regional organisations) 	Chun Lai

14.00 – 15.30	<p><u>Working Group Session 1: Country and Sub-regional Perspectives on Food Security and Sustainable Livelihoods - Development Priorities, Key Concerns and Needed Actions</u></p> <ul style="list-style-type: none"> ▪ Country and sub-regional concerns and development priorities ▪ Review of national and regional/ sub-regional initiatives ▪ Identify gaps and needs ▪ Scope for further actions and partnership ▪ Conclusions and recommendations 	Working Group Chairs and Rapporteurs
15.30 – 15.45	<i>Energy Break</i>	
15.45 – 17.15	<p>Working Groups Report Back</p> <p><u>Plenary:</u></p> <ul style="list-style-type: none"> ▪ 15 minutes per group; ▪ Discussions and consolidation of working group results, 30 minutes. 	Working Groups
17.15-17.30	Daily Wrap Up	Chun Lai
18.30	Welcome Cocktail	

DAY 2 TUESDAY 23 SEPTEMBER 2008		
Time	Topic	Moderator
9.00 – 9.15	Recap and Preview: Day one results	Chun Lai
9.15 – 10.15	<p><u>Plenary:</u> Discussions on the Results of the Independent Evaluation (IE) of the Regional Programme for Food Security (RPFS).</p> <p><u>Presentation:</u> Findings and Recommendations of the IE (Peter Woods, Mission Leader, 20 minutes)</p> <p><u>Country responses and discussions:</u> (40 minutes)</p>	Hon. Minister Pokotoa Sipeli, Niue
10:15 – 10:30	<i>Energy Break</i>	

10.30 – 11.45	<p>Plenary: Proposal for a Food Security and Sustainable Livelihoods Programme (FSSLP) for Pacific Island Countries:</p> <ul style="list-style-type: none"> ▪ Presentation of proposed programme detailing; <ul style="list-style-type: none"> (i) Programme rationale and justification; (ii) Programme design and consultation process; (iii) Component structure (iv) Programme approach, objectives and expected outcomes; (v) Institutional arrangements (vi) Possible financing/ funding mechanisms and partnership options; (vii) Suggested next steps <p>(45 minutes presentation by KC Lai, FAO, with 30 minutes for questions and answers)</p>	Aleki Sisifa
11.45 – 12.00	<p>Preparation for Group Work</p> <p><u>Plenary: Working Group Session 2 Guidelines</u></p> <ul style="list-style-type: none"> ▪ Introduction to group work and expected group outputs ▪ Break into mixed working group 	Chun Lai
12.00 – 13.15	<i>Lunch</i>	
13.15 – 15.30	<p><u>Working Group Session 2:</u></p> <ul style="list-style-type: none"> ▪ Working groups review and discuss proposed FSSLP programme, focussing on: <ul style="list-style-type: none"> ○ Programme scope and objectives ○ Programme components and content (vertical, horizontal & linkages) ○ Programme risks and possible mitigation measures 	Working Group Chairs and Rapporteurs
15.30 – 15.45	<i>Energy Break</i>	
15.45 – 17.00	<p>Working Groups Report Back</p> <p><u>Plenary:</u></p> <ul style="list-style-type: none"> ▪ 15 minutes per group; ▪ Discussions and consolidation of working group results, 15 minutes. 	Working Groups
17.00-17.15	Daily Wrap Up	Chun Lai

DAY 3 WEDNESDAY 24 SEPTEMBER 2008		
Time	Topic	Moderator
9.00 – 9.15	Recap and Preview: Day two results	Chun Lai
9.15 – 9.30	Preparation for Group Work Plenary: Working Group Session 3 Guidelines <ul style="list-style-type: none"> ▪ Introduction to group work and expected group outputs ▪ Reconstitute the sub-regional and development partners working groups 	Chun Lai
9.30 – 10.15	<u>Working Group Session 3a (Sub-regional working groups):</u> “Responses and feedback on the proposed FSSLP implementation arrangements” <u>Working Group Session 3b (development partners working group):</u> “Potential areas of collaboration and/or partnering in the FSSLP”	Working Group Chairs and Rapporteurs
10.15 – 10.30	<i>Energy Break</i>	
10.30 - 11.00	Working Group Session 3 Continues	Working Groups
11.00 – 12.30	Working Groups Report Back Plenary: <ul style="list-style-type: none"> ▪ 15 minutes per group; ▪ Discussions and consolidation of working group results, 15 minutes. 	Working Groups
12.30 – 13.45	<i>Lunch</i>	
13.45 – 14.45	Plenary: Conclusions, Results and Recommendations of the workshop	Chun Lai/ Drafting Group
14.45 – 15.30	Closing Address by Hon. Minister Pokotoa Sipeli, Niue	Vili Fuavao

ANNEX 2: CONSOLIDATED WORKING GROUP TORs

Working Group Session 1a: Sub-regional Working Groups

Day: Monday, 22 September 2008, Time: 14.00 - 15.30

Topic	Country and Regional Perspectives on Food Security and Sustainable Livelihoods: Development Priorities, Key Concerns and Required Action
Issue	<ul style="list-style-type: none"> ▪ Food security is a key issue for Pacific Island countries. This has been exacerbated by higher food and fuel costs greatly affecting the poorer, rural segments of society. It is now widely accepted that four key dimensions of food security are: a) <i>availability</i> (sufficient quantities of appropriate quality, through domestic production or imports); b) <i>access</i> (of individuals to adequate resources for acquiring appropriate foods for a nutritious diet); c) <i>utilization</i> (through adequate diet, clean water, sanitation and health care to reach a state of nutritional well-being); and d) <i>stability</i> (the foregoing not lost as a consequence of sudden shocks or cyclical events). ▪ Short, medium and long term investment is required to improve agricultural productivity, promoting sustainable rural livelihoods and building resilience of local communities. ▪ Building on the Paris Declaration on harmonization, alignment and managing for development results, a Pacific declaration has been agreed. Still, there remains considerable opportunity for improvement to ensure development partners coordinate efforts to improve food security based on national priorities.
Objectives	<ul style="list-style-type: none"> ▪ Identify key country and sub-regional concerns and development priorities ▪ Briefly discuss national and regional/ sub-regional initiatives ▪ Identify gaps and needs ▪ Scope for further actions and improved partnership ▪ Recommend potential next steps
Chairs	Working group chairs to be selected by each group
Rapporteur	Bismark Crawley (Polynesian WG), Heiko Bammann (Melanesian WG), Jamie Morrison (Micronesian WG)
Dynamics	<p>Plenary breaks into the following three sub-regional working groups</p> <ul style="list-style-type: none"> ▪ Polynesian Working Group ▪ Melanesian Working Group ▪ Micronesian Working Group <p>Chair guides discussions according to the session objectives and discussion questions (detailed above and below), ensuring equal participation from all participants. The rapporteur will record main discussion points. The chair, or another person appointed, will present the findings of the working group to the plenary in the next session.</p>
Discussion questions	<ol style="list-style-type: none"> 1. What are your key concerns related to food security? Who are the most vulnerable populations in your sub-region? What methods do you use to identify them? 2. Are country/ national strategies for food security well articulated and coherent in the sub-region? Is there room for improvement? 3. What are some of the initiatives undertaken in your countries to promote great food security? Have these been successful? If not, what are the main reasons? 4. Identify any gaps and additional needs which could support the promotion of food security, particularly for the poorer rural communities? Data and evidence base? Next Steps?

Working Group Session 1b: Development Partners Working Group

Day: Monday 22 September 2008, Time: 14.00 -15.30

Topic	Country and Regional Perspectives on Food Security and Sustainable Livelihoods: Development Priorities, Key Concerns and Required Action
Issue	<ul style="list-style-type: none"> ▪ Food security is a key issue for Pacific Island countries. This has been exacerbated by higher food and fuel costs greatly affecting the poorer, rural segments of society. It is now widely accepted that four key dimensions of food security are: a) <i>availability</i> (sufficient quantities of appropriate quality, through domestic production or imports); b) <i>access</i> (of individuals to adequate resources for acquiring appropriate foods for a nutritious diet); c) <i>utilization</i> (through adequate diet, clean water, sanitation and health care to reach a state of nutritional well-being); and d) <i>stability</i> (the foregoing not lost as a consequence of sudden shocks or cyclical events). ▪ Short, medium and long term investment is required to improve agricultural productivity, promoting sustainable rural livelihoods and building resilience of local communities. ▪ Building on the Paris Declaration on harmonization, alignment and managing for development results, a Pacific declaration of principles has been agreed. Still, there remains considerable opportunity for improvement to ensure development partners coordinate efforts to improve food security based on national priorities.
Objectives	<ul style="list-style-type: none"> ▪ Identify key concerns and development priorities with respect promoting food security ▪ Briefly discuss planned and ongoing initiatives ▪ Identify gaps and needs ▪ Pacific declaration on principals of aid effectiveness ▪ Scope for further actions and improved partnership ▪ Recommend potential next steps
Chair	Chair to be identified
Rapporteur	Andrew McPherson
Dynamics	Chair guides discussions according to the session objectives and discussion questions (detailed above and below), ensuring equal participation from all participants. The rapporteur will record main discussion points. The chair, or another person appointed, will present the findings of the working group to the plenary in the next session.
Discussion questions	<ol style="list-style-type: none"> 1. What are the key concerns related to food security in the Pacific? Who are the most vulnerable? Are these groups being reached? 2. What are some of the initiatives undertaken by bi-lateral & multi-lateral agencies and regional organisations to promote improved food security? Have these been successful? What are the lessons learned? Have there been any best practices identified? 3. How could partnerships between development partners such as Government, civil society, private sector, regional organisations and donors be improved? Main obstacles experienced? How may coordination be improved? 4. Identify any gaps and additional needs which could support the promotion of food security, particularly for the poorer rural communities?

Working Group Session 2: Mixed Working Groups

Day: Tuesday 23 September 2008, Time: 14.00 -15.30

Topic	Proposal for a Food Security and Sustainable Livelihoods Programme for Pacific Islands Countries
Issue	<ul style="list-style-type: none">▪ In responding to demand from Pacific Island countries, articulated at the FAO Ministers' meeting, an initial design for an expansion of the RFSP has been proposed. This proposal has been developed in consultation with countries and other development partners. Feedback on the design of the programme is required to ensure its relevance, effectiveness and efficiency.
Objectives	Discuss and review the proposed FSSLP programme, focussing on <ul style="list-style-type: none">▪ Programme rationale▪ Programme targeting▪ Suggested outcomes▪ Programme scope and objectives▪ Programme components (vertical, horizontal & linkages)
Chairs	Siale Bain-Vete, KC Lai, Bill Sorrenson, Aleki Sisifa
Rapporteurs	Bismark Crawley, Heiko Bammann, Jamie Morrison, Andrew McPherson
Dynamics	<p>Plenary breaks into four mixed working groups to enable cross-fertilization of ideas. List of working group participants will be distributed prior to the session.</p> <p>The chair guides discussions according to the session objectives and discussion questions (detailed above and below), ensuring equal participation from all working group participants. The rapporteur will record main discussion points. The chair, or another person appointed, will present the findings of the working group to the plenary in the next session.</p>
Discussion questions	<ol style="list-style-type: none">1. Is the programme rationale and scope relevant for promoting food security and sustainable livelihoods in Pacific Island countries?2. Does the programme adequately address national level priorities and regional needs? Is the targeting of the programme appropriate?3. Are the proposed outcomes appropriate, realistic and achievable?4. Are the programme components and linkages logical? Are the vertical and horizontal components clear in their intended contribution to improved regional food security? How could vertical and horizontal activities be better integrated and targeted to the most vulnerable?

Working Group Session 3a: Sub-regional Working Groups

Day: Wednesday 24 September 2008, Time: 9.30 -11.00

Topic	Response and feedback on the proposed FSSLP programme implementation arrangements and potential areas of collaboration and partnership.
Issue	<ul style="list-style-type: none"> ▪ In responding to demand from Pacific Island countries, articulated at the FAO Ministers' meeting, an initial design of a programme has been proposed. This proposal has been developed in consultation with countries and other development partners. Feedback on the design of the programme is required to ensure its relevance, effectiveness and efficiency. ▪ The programme institutional, organizational and implementation arrangements require further discussion and definition ▪ Areas of potential collaboration and modalities of partnership require identification. ▪ Opportunities for augmenting participation and ownership of communities, civil society and private sector warrant further exploration
Objectives	<p>Discuss and review the proposed FSSLP programme, focussing on</p> <ul style="list-style-type: none"> ▪ Institutional arrangements ▪ Programme management and implementation structure, in particular the proposed sub-regional and country level arrangements ▪ Identify and discuss possible methodology for the identification and promotion of sustainability of programme activities (both vertical and horizontal) ▪ Identify opportunities for partnership and contribution to programme implementation and management ▪ Identify and discuss risk and possible mitigation measures for the proposed FSSLP
Chairs	Siale Bain-Vete, KC Lai, Vili Fuavao
Rapporteurs	Bismark Crawley (Polynesian WG), Heiko Bammann (Melanesian WG), Jamie Morrison (Micronesian WG)
Dynamics	<p>Plenary breaks into sub-regional working groups as per Working Group Session 1a on day 1.</p> <p>Chair guides discussions according to the session objectives and discussion questions (detailed above and below), ensuring equal participation from all working group participants. The rapporteur will record main discussion points. The facilitator, or another person/s appointed, will present the findings of the working group to the plenary in the next session.</p>
Discussion questions	<ol style="list-style-type: none"> 1. Discuss the proposed institutional and managerial arrangement at country, sub-regional and Programme Management levels? Suggested improvements? 2. How can projects identified at country level be supported by the programme in terms of analysis and design to ensure they are technically feasible, financially viable and environmentally sustainable? What is the key methodology, criteria and process for this action? How can sustainability of interventions be promoted? Likely constraints? 3. What are the main opportunities for partnership promoted under the proposed programme? How can potential partners integrate and contribute to the programme and achievement of identified result objectives? 4. How can the participation of communities, civil society and the private sector be further promoted?

Working Group Session 3b: Development Partners Working Group

Day: Wednesday 24 September 2008, Time: 9.30 -11.00

Topic	Response and feedback on the proposed FSSLP programme implementation arrangements and potential areas of collaboration and partnership.
Issue	<ul style="list-style-type: none"> ▪ In responding to demand from Pacific Island countries, articulated at the FAO ministers' meeting, an initial design of a programme has been proposed. This proposal has been developed in consultation with countries and other development partners. Feedback on the design of the programme is required to ensure its relevance, effectiveness and efficiency. ▪ The programme institutional, organizational and implementation arrangements require further discussion and definition ▪ Areas of potential collaboration and modalities of partnership require identification. ▪ Opportunities for augmenting participation and ownership of communities, civil society and private sector warrant further exploration
Objectives	<p>Discuss and review the proposed FSSLP programme, focussing on</p> <ul style="list-style-type: none"> ▪ Institutional arrangements ▪ Programme management and implementation structure ▪ Identify and discuss possible methodology for the identification and promotion of sustainability of programme activities (both vertical and horizontal) ▪ Identify opportunities for partnership and contribution to programme implementation and management ▪ Identify and discuss risk and possible mitigation measures for the proposed FSSLP
Chair	Aleki Sisifa
Rapporteur	Andrew McPherson
Dynamics	Chair guides discussions according to the session objectives and discussion questions (detailed above and below), ensuring equal participation from all working group participants. The rapporteur will record main discussion points. The chair, or another person appointed, will present the findings of the working group to the plenary in the next session.
Discussion questions	<ol style="list-style-type: none"> 1. Discuss the proposed institutional arrangements outline? Based on discussions at workshop and feedback from the RPFS evaluation, are there these adequate? Any opportunities for improvement? 2. Is the programme management structure appropriate to promote effective and efficient management of the proposed programme considering feedback from RPFS evaluation? What improvements can be suggested? 3. How should projects be identified, screened, analysed, and funded under the proposed programme? What is the key methodology, criteria and process for this action? How can sustainability be promoted? Likely constraints? How can donors best assist? 4. How can the participation of communities, civil society and the private sector be supported by development partners? 5. Does the proposed FSSLP provide an opportunity for partnership? How? What are the main instruments of funding, harmonisation and alignment, and coordination?

ANNEX 3: LIST OF PARTICIPANTS

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