

UNITED NATIONS  
**COMMON  
COUNTRY  
ASSESSMENT**

**VANUATU**

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UNESCO



WHO

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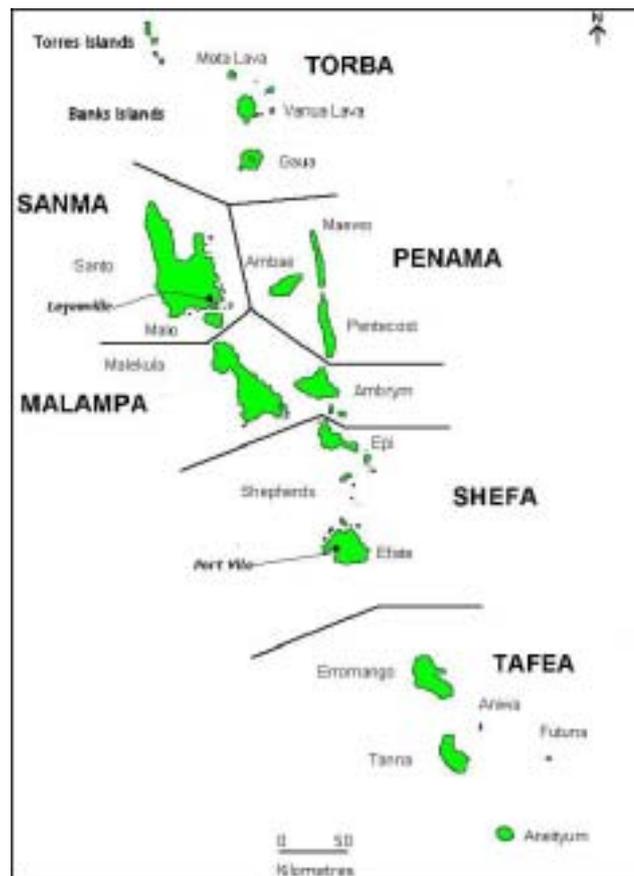
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## MAPS

Map 1: Pacific Islands.



Source: IMF, 2000



Map 2: Map of Vanuatu

Source: National Statistics Office, Port Vila.

## FOREWARD

The Common Country Assessment (CCA) resulted from the United Nations Secretary General's reform programme approved by the General Assembly in 1997. It represents a shift towards full collaborative programming of United Nations agencies' assistance to each country. The aims of this Common Country Assessment are to:

- review and analyse the national development situation of Vanuatu;
- identify key issues as a basis for advocacy and policy dialogue between the United Nations agencies and Vanuatu; and
- identify areas for priority attention in development assistance from the donor community.

This common understanding among the partners of the key development challenges facing Vanuatu will serve as the basis for developing a United Nations Development Assistance Framework (UNDAF). This, in turn, will identify common objectives and a common timeframe for UN system action and will assist individual UN agencies in their detailed programming exercises.

During the 1990s, a series of global conferences was convened by the United Nations to address major economic, environmental and social concerns. These global conferences produced a political consensus on major development issues facing the world today, culminating in the Millennium Summit of September 2000 at which Vanuatu was represented by then Prime Minister, HE Hon. Barak Sope. The global agenda that emerged from the declarations and action plans of these conferences and the Summit has created common ground for co-operation between the United Nations system and host governments, including Vanuatu, on national development policies and strategies.

Better coordinated United Nations assistance will benefit the Government and people of Vanuatu. Having the status of a Least Developed Country (LDC), Vanuatu is a priority country for UN assistance in the Pacific. There is a strong interest within the Vanuatu Government to ensure that foreign development assistance is better directed and coordinated. During the 1990s, the Government participated in the UNDP regional Aid Coordination and Management Programme. It has also undertaken various other activities to better manage donor assistance, in order to realise better the benefits of this assistance for the people of Vanuatu.

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## EXECUTIVE SUMMARY

Vanuatu comprises a chain of more than 80 islands, of which 68 islands are permanently inhabited. These islands extend 1,300 km along a north-south axis between latitudes 13° and 22° south, with an exclusive economic zone of 700,000 km<sup>2</sup>, a relatively small EEZ by Pacific island standards. Its islands are young, small and highly disturbed as a result of frequent cyclone, seismic and volcanic activity. The country has a reasonable natural resource base for achieving sustainable human development.

Vanuatu was accorded UN Least Developed Country status in 1995 and with a per-capita GDP of US\$ 1,276 is the third poorest country in the Pacific. Adult literacy is estimated at only 33.5%, with life expectancy at birth of 66 years. The Human Poverty Index (HPI) ranks Vanuatu number 13 of 15 Pacific Island Countries and 140 on the UNDP Global Human Development Index (HDI). Approximately 80% of the population lives in the rural areas and continues rely on subsistence activities.

National economic growth has been uneven. The slow growth of GDP during the second half of the 1980s subsequently picked up from 1989 onwards. However, by the end of 1990s growth had declined considerably. Real economic growth in 2001 is estimated to be negative around -0.5%. External grant aid forms a substantial part of foreign exchange receipts, representing 32 and 21 percent of current account receipts and GDP, respectively (ADB, 1997). Slow economic development can be attributed to a range of factors such as a continued dependence on a narrow range of agricultural exports; distance from world markets; limited capacity to utilise natural resources; the high cost of infrastructure; and vulnerability to natural disasters. There were also only limited training opportunities for ni-Vanuatu before independence in areas such as economics, medicine education and engineering creating problems after independence of shortages of skilled manpower in key parts of the public sector and private sector.

These actions together were seen to be mutually reinforcing leading to increased private sector activity and delivering more equitable growth.

Little success by government in improving social development, is seen in the continuing low literacy rates for both women and men, under-skilled and inappropriately skilled school leavers, and unemployment on the one hand and a large expatriate presence in the labour force on the other. Against this background and the difficulty of assessing the achievements made under the CRP since it was launched in 1998, a comprehensive impact assessment is considered appropriate at this time.

### **Chapter 1: Vanuatu and the CCA Process**

This is a brief introduction to the process setting out the way the document has been prepared and the manner in which consultations took place to arrive at the focus and structure for the CCA.

### **Chapter 2: Pacific Islands Context**

This Chapter recognises that there are a number of issues that impact on all Pacific island countries and while they impact on all the countries in the region the steps taken to address them by individual countries will differ. The vastness of the Pacific has an impact on the way small island countries are managed and the way in which they relate with each other as well as with the rest of the world. Communications, both transport and telecommunications are critical for reducing isolation between and within countries consisting of widely scattered islands. The vastness also increases the challenges of promoting trade and tourism.

There are many views on the advantages and disadvantages for smaller island states of globalisation. Given that many aspects of globalisation are already occurring it is vital that Vanuatu, as with other Pacific island countries, takes steps to minimise the social costs of globalisation and seeks to address issues such as the impact on culture, tradition and the environment that a more open trading and global integration of most aspects of life will bring.

All Pacific island communities are vulnerable, with increased recognition of poverty; exposure to change with shift by increasing numbers of people to urban style living and away from rural subsistence life styles; and a range of environmental issues linked to 'development'. Linked to this is the potential problems of sea level rise and management of marine resources. Population growth combined with the lack of opportunities for the large number of young people leaving school each year is placing significant pressure on governments and community leaders as social problems and unemployment become more pronounced.

Vanuatu, like most Pacific island countries, has significant constraints in collecting, analysing and maintaining data collection systems. The production of this report was hampered not only by the lack of data in some areas but also when it was available it was often inconsistent when compared across various information sources.

Donor coordination to maximise the significant levels of assistance that is made available annually to Pacific island countries continues to be a challenge for most Pacific island governments. There is often duplication of effort in developing aid programmes and in the absence of clearly defined set of development objectives and strategies within Government a tendency for donor initiatives to be developed on an ad hoc basis reflecting the views of the donor and not the recipient country.

### **Chapter 3: Development Situation**

This chapter summarises the current development situation in Vanuatu, the government policies and goals to address key issues, and an emerging global consensus regarding the goals of development. The chapter concludes with a brief review of past UN assistance.

Vanuatu has been accorded UN Least Developed Country status since 1995 and with a per-capita GDP of US\$ 1,276 is the third poorest country in the Pacific. Within UNDP's Human Development Index (HDI), Vanuatu ranks 12<sup>th</sup> of 14 countries in the Pacific region and 140<sup>th</sup> in the world. Approximately 12 percent of the population are not expected to survive to age 40, 66 percent of the adults (*age 15+*) are illiterate, 23 percent of the children below 5 are underweight, 26 percent of the population do not have access to safe drinking water, and 20 percent of the population do not have access to even basic health services (ADB, 2001).

Nearly 80 percent of the population reside in rural areas and live off the land. Disparities in income distribution and access to services are widening between the rural and urban population and within urban areas for Vanuatu. According to the Household Income and Expenditure Survey (HIES) conducted in 1999, the average monthly income of all households in the country is Vt52,900 of this salaries and wages account for Vt34,200 with the remainder being made up of income from home-grown food. Port Vila households had an average monthly income of VT102,200 compared with that for rural households of Vt19,300; a difference of more than 40%. Even though data on income distribution within Port Vila are limited, anecdotal evidence suggests income variability of similar magnitudes, if not more, within these two groups.

Prior to 1997 Vanuatu had produced National Development Plans (the third one covered the

period 1992-1996). However, since 1997 the CRP has dominated development thinking in the country, with the CRP identifying five millennium priorities, with accompanying strategies. The five priorities are: (i) improving the lives of the people in rural areas; (ii) supporting private sector growth; (iii) restoring good governance; (iv) improving participation by civil society; (v) closing the gap between the rich and the poor and disadvantaged groups.

In September 2000, Vanuatu's then Prime Minister, Hon. Barak Tame Sope together with over 150 heads of state and government met for a Millennium Summit in New York to negotiate a Millennium Declaration committing the United Nations to achieving 'a just and lasting peace all over the world' and rededicating the organisation to 'respect for the equal rights of all without distinction as to race, sex, language, or religion.' The Declaration affirms that 'the equal rights and opportunities of women and men must be assured'; and states that 'prudence must be shown in the management of all living species and natural resources, in accordance with the precepts of sustainable development.' It calls on states to 'promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable;' 'combat all forms of violence against women and to implement the Convention on the Elimination of All Forms of Discrimination against Women;' and 'adopt in all our environmental actions a new ethic of conservation and stewardship.'

It is also recognised that the UN system is only one of a number of sources of assistance, with considerable support provided to Vanuatu from a range of bilateral partners and multilateral agencies such as the Asian Development Bank and World Bank. According to UNCTAD, in 1989, Vanuatu received more aid per capita than any other least developed country except Tuvalu. The official development assistance per capita was estimated in 1989 at US\$256 (28,160 vatu) compared with the average of US \$30 for all LDCs.

Despite the estimates made by UNCTAD it must be recognised that accurate data on actual aid flows is difficult to obtain. In many situations, the Department of Economic and Social Development has relatively accurate information on 'cash aid' or aid that passes through the government accounts with 'non-cash' aid more difficult to estimate because of differences in the way donors report on such expenditure as well as differences in the reporting time period of donors. There are also difficulties in identifying accurate information on assistance provided to Vanuatu through regional programmes and projects.

#### **Chapter 4: Governance, Society and Human Rights**

This chapter looks more closely at the Comprehensive Reform Program (CRP) and the status of the various institutions of governance, including the role of civil society, the impact of gender issues and the situation of the disadvantaged in society as they relate to the promotion of human rights.

Probably the single most important activity undertaken by the Government of Vanuatu in recent years has been the CRP that was approved in 1997. The CRP, which began implementation in mid-1998, is supported directly by the ADB through a USD25 million CRP loan. It has also been integrated into the assistance provided to Vanuatu by a number of donors, most notably Australia and New Zealand, with activities designed to support particular aspects of the reform process. Key elements of the CRP are the renewal and rehabilitation of the institutions of good governance including the offices of the Ombudsman, Attorney General, the Auditor-General and the Judiciary that collectively ensure accountability in government; a refined role for the public sector revolving around the core functions of law and policy design and regulation; and improvements in public sector efficiencies. These actions together were seen to be mutually reinforcing leading to increased

private sector activity and delivering more equitable growth.

Despite the achievements of the CRP there still remains much to be done in many of these areas to strengthen accountability and transparency as well as improved understanding of these issues within Parliament. There is also a need for further action to enhance the independence and effectiveness of the Auditor General's Office, Ombudsman and the Judiciary. Efforts to strengthen the quality of the public administration and provide additional recognition and support to civil society organizations must also be continued.

The analysis also highlights the importance of human rights issues and the need to address specific issues as they relate to the disadvantaged in Vanuatu as well more specifically to women, youth and children and the disabled.

## **Chapter 5: Economic and Social Development**

This chapter reviews the country's economic performance and by again linking it to the CRP identifies the success of the program in promoting private sector development and economic growth as a basis for ensuring social development. Population growth and the impact of urbanisation are also considered as well as an analysis of the performance of the health and education sectors in ensuring a reduction on poverty.

The Government is forecasting economic growth of around 1% per year for 2002 and 2003, resulting mainly from higher tourist arrivals. However, the narrow revenue base, volatile nature of international commodities market, unstable weather conditions, political instability and failure to implement good governance as planned under the CRP all make such growth difficult to sustain. For example, a single cyclone together with excess rainfall in 1999 saw agricultural production fall by an estimated 11 percent. In the same year, tourist arrivals fell by 8 percent after damage from hailstorm to the sole Air Vanuatu aircraft, this followed an increase of 9 percent in 1998. Contrary to expectations of 'private sector dynamism' as a result of the CRP, with the 'right-sizing' of the public service in 1998 cutting public sector employment by 10% and corporatisation of some services, little change is evident in business activities.

Vanuatu's high population growth rate influences the effectiveness of every development initiative, whether this is at family, community or national level. Population structure, density, dispersion, migration and growth are all key factors in the demand for education, health, infrastructure and other services. Population growth is a major factor determining the future demand for jobs. Vanuatu's 1999 National Population Census revealed that its urban population grew more rapidly, both as a percent of the total and in numbers. These factors tend to place the country at greater risk in terms of socio-economic development, making prospects for improving health care and education standards more problematic.

For the last three years, the Ministry has operated under a Corporate Plan and related Annual Business Plans that set out time-bound goals for the different health sections. As part of the annual planning process these goals are being systematically monitored. The considerable improvements in maternal and child health recorded reflect better overall hygiene and health understanding, as do the longer life expectancies (male 67, female 70 -1999). At the same time, the health of women and young children is a major concern as is the continuing disparity in the quality of health between rural and urban populations.

Vanuatu's health polices, like many other poor countries, must address the way in which the system's key functions are to be improved (WHO, 2000). Health problems place a major financial burden on families (not only on drugs but also on related transportation and

communication) and the medical system and a high economic burden on the state. Lifestyle diseases are a concern and this is apparent by those with diabetes, heart disease or obesity. However, in some respects, Vanuatu's health system performs much better than its Melanesian neighbours.

The high prices of local food and changing food preferences contributes to families still depending on imported foods for their food security, in particular the availability of reasonably priced rice and bread made out of imported wheat. Families also have had to sell food crops for cash to support school fees and other needs. The local food which they could have eaten is sometimes substituted with cheap, often less nutritious purchased foods. Results from the National Food and Nutrition Policy Plan of Action<sup>1</sup> established in 1999 are yet to be analysed nation-wide.

While the critical concern regarding shelter in rural areas is that most are made of bush materials and could not stand cyclones; in the urban areas, they are issues relating to pressure on urban boundaries, social services, water and sanitation, and also the health of the residents, particularly women and children, that are worrying. Safe water is a national issue. The national level of safe water was reported by UNICEF in 1998 to be 74% and the percentage of rural areas with installed water has almost tripled in the last fifteen years to about 53% of the population. National levels of adequate sanitation are estimated to be 45% in rural areas. Water in Port Vila and Luganville, which was privatised in December 1993, is expensive for urban dwellers. Sanitation ranges from pit, septic tank to flush toilets.

Education quality is generally low in Vanuatu. A total of 101 primary schools are still classified as being remote with no access to basic services such as established roads, health, communication and commercial services. Primary enrolment for 2001 has increased by 4 percent from previous year's enrolment. A total of 36,482 primary students enrolled in 2001. While the male/female proportion of enrolment has improved in the last five years, male students still comprise 53 percent while female accounts for the rest, a proportion that suggests that there is male domination in primary schools.

While poverty, as known in other parts of the world, does not exist in Vanuatu, it is the poverty of opportunity that is a more encompassing image in Vanuatu. This is borne out in many ways, such as the high but disguised unemployment and a small but emerging subculture of youth crime and despair. A youth documentary recently made by the Vanuatu Cultural Centre '*Kilim Taem*', provides vivid coverage of the issues facing Port Vila's youth today. This includes unemployment, theft, teen pregnancies, inadequate shelters, and the pressure that these youth places not only on family homes they live in, but the social disorder, despair and shame that they cause on these families.

## **Chapter 6: Resource Management and the Environment**

Given the heavy reliance of the majority of the population on the use of the country's natural resources, this chapter concentrates on the management of resources including environmental sustainability and waste management.

Agriculture, fisheries and forestry combined accounted for 23% of GDP in 1999, with agriculture alone accounting for about 16%. At least 80% of the population depends directly on agriculture for their livelihood, with subsistence production the most important element. Commercial agriculture is relatively small although it is important for facilitating the export of produce, generating employment and providing a market outlet for smallholder production such as copra, beef and cocoa.

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<sup>1</sup> This integrated plan also targets reduction in the prevalence of under weight children and anaemic pregnant women, and decline in breast-feeding, and the prevalence of obesity in adults.

Vanuatu earns export revenue from the sale of marine products as well licence and access fees from foreign fishing vessels fishing within the country's EEZ. The domestic fishery, reef and coastal, plays an important role in the rural economy providing nutrition and income – earning opportunities. With management of the reef and coastal resources devolved to the provinces and traditional ownership with the communities there is a need for co-management and coordination to ensure the long-term sustainability of this resource.

Some 36 % of the total land area of the country is forested, although the majority of this is not suitable for commercial use due to the poor quality of the timber and difficulty of gaining access. As with agriculture there is a need for an updated forestry policy with an emphasis on promoting sustainability and maximisation of earnings for land owners. As part of the development of a revised policy is the need for an updated forestry inventory so there is a more accurate picture of the size of the resource.

While development of the mining and minerals sector is still at an early stage, geological surveys show that there is good potential in Vanuatu and some exploration efforts are already underway. It will be important that ways are found for ensuring maximum ni-Vanuatu participation in the development of the mining sector as it occurs.

Vanuatu's natural environment is currently under threat by way of natural disaster, unsustainable development and climate change. Soil erosion has been a problem on small islands and has worsened in recent years from a combination of continued logging and the extensive and uncontrolled use of fire to clear vegetation for gardens. Accelerated development, if unregulated, could cause irreversible environmental damage. The government's environment unit has encouraged and assisted rural communities to preserve their land and sea environment. However, there must be continuous dedication by all agencies of the government and also the communities themselves for this effort to be sustainable. Even more, there is a concern that scientists, medical researchers, nutritionists and pharmaceutical companies are exploiting cultural knowledge of plant, animals and environment, without any benefit being returned to the indigenous people.

The urban environments of Port Vila and Luganville are important for both residents and tourists. Both municipalities have embarked on environmental programmes such as beautification projects and cleaning campaigns; however, these need to be maintained. Critically needed is the improvement to sewage treatment and reduction of pollution in the harbours and lagoons near urban centres and the promotion of an attractive and safer environment.

Vanuatu remains under threat over the loss of its biodiversity due to clearing of vegetation and agricultural activities and poor management of land and water systems, such as clearing of and over use of land within water catchments, over extraction of water, wild domestic stock fouling rivers, streams and springs and the impact of introduced species, and the *Tilapia* and *Gambusia* in particular, on the distribution and abundance of native fauna. Measures to protect coastlines such as the banning of coral and sand mining from beaches, and the preservation of mangroves and sea-grasses should be encouraged. Mangroves protect coast from erosion, serve as habitats for young fish species, buffer wastes discharged to the sea, etc. While coral and sand mining are not common, related legislation must be in place to protect future large quantity extraction.

Vanuatu is ranked twelfth in the whole Asia and Pacific Region, for the frequency and severity of its natural disasters. But the statistics do not show the multitude of unreported small disasters such as localised landslides and floods that have a disproportional impact on

the poorest and most isolated communities. Cumulatively, these minor disasters are probably a greater impediment to sustainable development than the dramatic major calamities that affect the whole country periodically.

Vanuatu does have a disaster management system, with a National Disaster Plan and a National Disaster Executive Committee (NDEC). However, the NDEC meets only during disasters, and the capacity of the National Disaster Management Office is weak due to poor management, insufficient funding and lack of influence. Operational Support Plans are needed for every major hazard, and every island facing a specific risk. Key implementing roles in response and readiness are given to the police force, the Red Cross, and to NGOs including the umbrella group, VANGO. Whilst they do not lack commitment, all have limited capacity – particularly outside the capital – to fulfil the roles assigned to them.

## Chapter 7: Conclusions

The assessment identified a number of **key development challenges** for Vanuatu:

**Governance and CRP Implementation.** The scarcity of data and social indicators at the commencement of the reforms, makes it difficult to assess achievements made so far on the reforms. It is also acknowledged that on broad aggregates as growth in private sector investment and GDP, the reforms have had limited success. Against this background it is clear that there needs to be a comprehensive and independent impact assessment of the CRP and its performance to date.

**National Millennium Priorities.** Since 1997 the CRP has dominated development thinking in the country, with the CRP identifying five millennium priorities: (i) improving the lives of the people in rural areas; (ii) supporting private sector growth; (iii) restoring good governance; (iv) improving participation by civil society; (v) closing the gap between the rich and the poor and disadvantaged groups.

**Globalisation.** For Vanuatu and other PICs the most important challenge is to develop a better understanding of its likely impacts, consider the most realistic options and adapt to its challenges.

**Data collection and analysis.** Vanuatu has a major task ahead to ensure that data collected from the country, and used for analysis, is more consistent.

**Population growth and distribution.** Rapid population growth, youth unemployment, urbanisation, poverty and other pressures are all of growing importance in Vanuatu. Nearly 80 percent of the population reside in rural areas and live off the land. Limited economic opportunities in the rural sector together with the lack of cash income and the widening income disparity between the urban and rural population has led the population to drift into the major urban centres. The alarming acceleration in the number and the size of squatter settlements in Port Vila has brought a corresponding decrease in the capacity of health and sanitation facilities to provide even minimal facilities for these families.

**Income Base.** The economic and social situation in Vanuatu reflects a narrow income base, with almost 65% of GDP being generated by the service sector; just under 25% from agriculture; and 10% from manufacturing. Tourism is the main foreign exchange earner but is still largely centered on Port Vila. The majority of the rural population is engaged in agricultural production for subsistence with limited cash cropping. There is an offshore financial centre in Port Vila, which contributes significantly to the economy.

**Poverty and vulnerability.** In the context of Vanuatu, there are two types of 'poor'. Firstly, there are those who are poor for structural reasons or those who are in the position of always having to struggle to meet basic needs. This is measured by the income they earn. Secondly, there are those who are poor in the sense of not having enough to fall back on in time of crises, such as a period of illness or crops failure. The subsistence nature of Vanuatu's economy and the enduring importance of the customary ways mean that income is not a sufficient indicator of poverty or vulnerability. Most transactions still occur outside the formal market sector, goods are shared among family members, and families have customary rights to land, which may not be enshrined in modern law.

**Health Care.** Good health is of central importance to sustainable human development. It is also closely related to the state of poverty, education, geographical location of the country (tropical countries face different health challenges from those located in temperate climate); gender discrimination as well as the resources available to operate an effective health system. The considerable improvements in maternal and child health recorded reflect better overall hygiene and health understanding, as do the longer life expectancies (male 67, female 70 - 1999). At the same time, the health of women and young children is a major concern as is the continuing disparity in the quality of health between rural and urban populations.

**Education** quality is generally low in Vanuatu. A total of 101 primary schools are still classified as being remote with no access to basic services such as established roads, health, communication and commercial services (Vanuatu, 2001). Primary enrolment for 2001 has increased by 4 percent from previous year's enrolment. A total of 36,482 primary students enrolled in 2001. While the male/female proportion of enrolment has improved in the last five years, male students still comprise 53 percent while female accounts for the rest, a proportion that suggests that there is male domination in primary schools. Given the constraints on finance, teacher training and geographical spread of the population, additional and vital demands place a real challenge on the Vanuatu education system. 77 percent of total students who complete urban-based primary schools pass to secondary schools, while only 29 percent from rural-based primary schools. This situation requires specific attention by the government.

**NGO Contribution.** Despite a lack of resources, NGO members generally show considerable commitment and initiative to meet agreed goals. In many isolated areas, without the efforts of NGOs the quality and provision of community services would be considerably poorer. There is scope for improving collaboration among NGOs as sometimes they work independently when a more integrated arrangements with either the Government or other NGOs might be beneficial. In the regard, the Government could take the lead by more systematically including NGO representatives in some key decision-making meetings and ensuring that NGOs are consulted when new program ideas or national policies are being formulated. Assistance by donor partners to help NGOs strengthen their management capacity would also help address shortcoming and enable them to play a stronger development role in providing quality, appropriate and sustainable programmes.

**Human Rights.** As with most Pacific Island countries, there are numerous situations in Vanuatu where people cannot exercise their fundamental human rights, either because they do not know about them, or because the government has not recognised them. Some leaders are also prone to treat ideas of human rights and democratic values as contradictory to traditional principles and beliefs. This impinges particularly on the rights of women and children.

**Contribution of Women.** There is a need to reassess the effectiveness of the prevailing institutional processes and attitudes to the broader involvement of women in the economy and

government. The inclusion of women in community and national decision-making forums and women's equitable access to goods, services and entitlements are crucial development issues.

**Youth.** The population structure of Vanuatu is young with 43% under the age of 15 (Vanuatu, 2000). In Vanuatu youth is defined in a variety of ways but it generally refers to a person between the ages of 15 to 25. Social problems within communities are often seen as youth problems, and the problems have been rising in the urban areas. The pressing issues affecting young people today involve identity and self-expression, uncertainty about their future, unemployment and underemployment, and education.

**Children.** Access to good health care is the major national issue for children closely followed by access to good quality education. Vanuatu has been a leading campaigner for children's rights since 1990 when it participated in the United Nation's World Summit for Children. A National Plan of Action (NPA) was formalised in September 1995. Unfortunately, little has been done to review or maintain the currency of the Plan or for ensuring that the NPA is effective and that Vanuatu's children have been protected as committed within the various national and international policies.

**Resource management.** Agriculture, fisheries and forestry combined accounted for 23% of GDP in 1999, with agriculture alone accounting for about 16%. At least 80% of the population depends directly on agriculture for their livelihood, with subsistence production the most important element. Vanuatu earns export revenue from the sale of marine products as well licence and access fees from foreign fishing vessels fishing within the country's EEZ. As with agriculture there is a need for an updated forestry policy with an emphasis on promoting sustainability and maximisation of earnings for landowners.

**Ecosystems.** Vanuatu's fragile ecosystems and social environment are under stress due to factors such as natural disasters, rapid population growth, changing lifestyles and consumption patterns (e.g. more western type food), and the effects of industrial development, such as on the shoreline of Port Vila. Large-scale resource depletion activities are likely to increase in the future through logging and mining. Depletion of reef resources and concentrated near-shore fishing can cause severe damage to community-based seas resources.

**Urban environments.** The urban environments of Port Vila and Luganville are important for both residents and tourists. Critically needed is the improvement to sewage treatment and reduction of pollution in the harbours and lagoons near urban centres and the promotion of an attractive and safer environment.

**Loss of Biodiversity.** Vanuatu remains under threat over the loss of its biodiversity due to clearing of vegetation and agricultural activities and poor management of land and water systems, such as clearing of and over use of land within water catchments, over extraction of water, wild domestic stock fouling rivers, streams and springs and the impact of introduced species. Measures to protect coastlines such as the banning of coral and sand mining from beaches, and the preservation of mangroves and sea-grasses should be encouraged. Mangroves protect coast from erosion, serve as habitats for young fish species, buffer wastes discharged to the sea, etc. While coral and sand mining are not common, related legislation must be in place to protect future large quantity extraction.

**Natural Disasters.** Vanuatu does have a disaster management system, with a National Disaster Plan and a National Disaster Executive Committee (NDEC). However, the NDEC meets only during disasters, and the capacity of the National Disaster Management Office is weak due to poor management, insufficient funding and lack of influence. Operational

Support Plans are needed for every major hazard, and every island facing a specific risk.

The following **key development themes** have evolved from the assessment and identification of key development challenges:

- Governance, society, human rights
- Economic and social development: equitable access to quality services
- Resource management and the environment

## CHAPTER 1: VANUATU AND THE CCA PROCESS

### 1.1 Introduction

The Common Country Assessment (CCA) is an assessment of the overall development situation of the country that is undertaken by the United Nations Country Team (UNCT) in collaboration with the government and other development partners. It is a “*country-based process for reviewing and analysing the national development situation and identifying the key issues as a basis for advocacy, policy dialogue and preparation of a United Nations Development Assistance Framework (UNDAF)*”.<sup>2</sup> Under the UNDAF the work of the UN agencies will be coordinated. It is intended to bring “*greater coherence to United Nations’ programmes of assistance at the country level.... with common objectives and timeframes in close consultation with governments.*”<sup>3</sup>

### 1.2 CCA Objectives

The objectives of the CCA are to:

- achieve a deeper knowledge of the key development challenges among partners involved in the CCA, based on a common analysis and understanding of the development situation of the country. This also serves as basis to facilitate formulation of a UNDAF that sets common objectives and a common timeframe for UN system actions;
- create a common information base, with agreement on the appropriate data to be used both for the standard set of CCA indicators and the country-specific indicators of the development status of the country;
- provide an overview of the present level of national development and a framework for monitoring and measuring progress towards the achievement of sustainable human development objectives.
- identify the poorest and most vulnerable groups and to forge a consensus within the UNCT on the best strategies for addressing the country’s needs. The CCA also includes an assessment of the extent to which the country has implemented UN conventions and declarations and what follow- to UN conferences has taken place.

### 1.3 The process

The Common Country Assessment (CCA) forms part of the United Nations Secretary-General's reform programme approved by the United Nations General Assembly in 1997. It is part of a process towards full collaborative programming of the United Nations system organizations in the country. The Vanuatu CCA was arranged by the office of the Suva-based Resident Coordinator and is part of a global UN initiative.

In the period between November 2001 and February 2002 consultants were engaged to compile the Vanuatu CCA, guided by Working Group of staff of UN agencies. The CCA for Vanuatu was based on:

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<sup>2</sup> United Nations. Common Country Assessment (CCA) Guidelines, April 1999, p.2.

<sup>3</sup> Action 10 a) of the Report of the Secretary-General “Reviewing the United Nations: A programme of Reform”: A/51/950

- consultations with the government in November 2001 and subsequently, and digested from recent national government CRP policy and sectoral documents on key development issues of concern to Vanuatu;
- discussions with UN agencies on those key issues facing Vanuatu which are within the UN mandate and could – or should – be addressed at least in part by the UN system;
- considerations of the major development goals and targets which have emerged from key global conferences and treaties over the past decade, particularly as expressed in the Millennium Summit of 2000;
- attention to cross-cutting issues (gender, environment, equity of access to services, and issues specific to island developing countries);
- consideration of regional commitments entered into by Vanuatu through treaties or as articulated by South Pacific Forum or other regional Action Plans endorsed by Vanuatu.
- discussions with Suva-based regional Civil Society Organisations and NGOs (ECPA, CCF, PCRC, WWF, etc) and NGOs in Port Vila; and
- consultation with UN agency project staff, the donor community (Australia, New Zealand, UK) and regional organisations (Forum Secretariat, SOPAC, SPREP) and also with ADB, World Bank and ESCAP's Pacific Operations Centre.

At a December 2001 meeting in Suva, Fiji progress on the preparation of the CCA was reviewed and plans made for a workshop to be held in Vanuatu in March 2001 to consider a draft document. Vanuatu Government officials, representative of local NGOs, donor representatives and UN agency representatives met in Port Vila, on 19-20 March 2002, to validate the draft CCA report and consider focus of the UNDAF.

#### 1.4 Selection of Principal Themes

The CCA process does not attempt to assess the entire picture of development concerns. Rather, it identifies key issues as a basis for advocacy, policy dialogue with the country and preparation of the subsequent United Nations Development Assistance Framework (UNDAF). The UNDAF will be a planning framework for the development operations of the UN system at the country level (a UN business plan for Vanuatu) and includes common strategies for development assistance; a common timeframe for design, delivery and follow-up; and a framework for programme resources. Accordingly the CCA focuses mainly on those areas in which the UN might assist Vanuatu with Development.

The following key development themes and associated issues and challenges have evolved from the above process and have become the key chapters in this document:

- **Governance, society, human rights**

Since 1997, Vanuatu has been implementing a Comprehensive Reform Programme (CRP) designed to address key governance issues, with an emphasis on improving the transparency and accountability and performance of the public sector. There remains much to be done to strengthen the key institutions of governance to promote community participation in the decision-making processes and a rights-based approach to development.

- **Economic and social development: equitable access to quality services**

- The national development strategies for Vanuatu, as outlined in the CRP, in addition to better governance, emphasises economic reform for sustainable private sector-led growth for ensuring an improvement in the access to and quality of basic social services. There is an emphasis on the importance of equity of access with the need to ensure increased opportunities for education, improved health care and employment for girls and women. There is increased recognition in Vanuatu that there are vulnerable groups in the population, in both rural and urban settings, which face a poverty of opportunity. The high number, more than 40% of the population, falling in the under 14 years age group amplifies the pressure being placed on basic education, health, water and sanitation service delivery.

- **Resource management and the environment**

Vanuatu possesses significant land and marine resources. However, it also is vulnerable to natural disasters that can affect sustainable future management and rational use of natural resources. There is also evidence of environmental degradation through the over-exploitation of land-based resources such as timber. The future management and use of the country's resources requires careful planning and particular attention being paid to ensuring environmental conservation.

## CHAPTER 2 – PACIFIC ISLANDS CONTEXT

This Vanuatu Common Country Assessment report is one of number prepared by the United Nations for Pacific Island Countries (PICs). Vanuatu is a member of the Pacific Islands Forum<sup>4</sup> and is included among the list of Least Development Countries (LDCs)<sup>5</sup>.

The island countries differ from each other in terms of size, resources, political history and stability, cultures, languages, economic diversification, development opportunities and constraints. However, they also share much in common.

This introductory chapter briefly summarises the regional context and comments on several shared issues facing the Pacific LDCs. Later chapters will consider some of these issues in more detail, focusing on those aspects that are of particular relevance to Vanuatu. The interlinked areas of governance, human rights, gender, environment and land tenure are also among other shared issues of the region that are considered in later chapters.

### 2.1 Vastness of the Pacific

The Pacific Ocean is vast: distances between and within countries are immense. For PICs, landmass is typically 1/3 of 1% of the area of the Exclusive Economic Zone (EEZ). The Republic of Vanuatu comprises an EEZ of 710,000 sq km. Although the effects of this remoteness can be exaggerated (see Box 1.1), the challenges – and costs – of providing adequate services of all kinds to tiny populations spread over a huge area of sea are enormous, particularly for the remote outer islands.

### 2.2 Opportunities and Challenges of Globalisation

Globalisation is the process of integrating the economies of the world through global markets and a global system of production. It also has profound social and cultural impacts through

#### Box 2.1 – The Pacific: Small Islands in the Sea or a Sea of Islands?

Assessments of development issues within the Pacific tend to emphasise problems related to remoteness and isolation, small land areas spread over vast seas, economic vulnerability with highly open economies, environmental vulnerability with fragile ecosystems and limited skilled human resources. These and other problems are quite real for Vanuatu and are discussed within this CCA. However, Hau'ofa (USP, 1993) argues "the universe [of Oceanic peoples] comprised not only land surfaces but the surrounding ocean as far as they could traverse and exploit it. ... Smallness is a state of mind. ... There is a gulf of difference between viewing the Pacific as 'islands in the far sea' and as 'a sea of islands.'" Large parts of the Pacific including Vanuatu have been integrated through extensive and complex trading and cultural exchange for hundreds of years.

Although land resources are extremely limited, those of the sea are not. The Pacific ocean covers half the world's sea surface. The fisheries resource is extensive and land is abundant; managing the former sustainably and developing the latter in an environmentally sound manner are great challenges but also significant opportunities. Today the people of the Pacific circulate widely in increased numbers, are often educated together at the same regional university, and readily use high-tech communications and transport technologies to reduce isolation and collectively address common concerns such as more rational fisheries use, active participation in climate change negotiations and developing more intra-regional trade.

<sup>4</sup> The Pacific Island Forum is made up 16 member countries, 14 island countries and Australia and New Zealand. The Forum is roughly a Pacific equivalent to the Association of East Asian Nations (ASEAN)

<sup>5</sup> The Economic and Social Council of the United Nations classifies countries as LDCs based on three criteria: relatively low income, human resource weaknesses and a high degree of economic vulnerability. Pacific island countries classified as LDCs are Kiribati, Tuvalu, Solomon Islands, Samoa and Vanuatu.

the increasingly global integration of the mass media. The fast pace of globalisation accentuates the economic vulnerability of the region, especially as most PICs produce mainly primary commodities that have fluctuating but often-low value on world markets.

Siwatibau<sup>6</sup> refers to the impossible trinity that countries should strive for: i) securing benefits from globalisation; while ii) maintaining national sovereignty; and iii) retaining the flexibility to formulate and implement their own economic and social policies.

There are many diverse views regarding the social, cultural or economic costs and benefits of globalisation for various parties. For Vanuatu and other PICs the most important challenge is to develop a better understanding of its likely impacts, consider the most realistic options and adapt to its challenges. In other words PICs need to understand how they can:

- protect cultural values such as communal sharing of resources, family values and a cooperative approach to economic activity;
- protect traditional land tenure, which often comes under threat with export-based resource investments;
- minimise possible social costs (e.g. increased inequality and relative poverty, takeovers of local industry, local markets and jobs, lower wages and worsened working conditions);
- deal effectively with the erosion of the valuable (and generally underutilised) preferential market access to the European Union, Australia and New Zealand;
- afford the high costs of joining the World Trade Organisation (WTO) and determine whether they should do so, how to negotiate entry on fair terms and whether they can afford no to;
- protect the coastal environment from further degradation and pollution which can often result from poorly regulated investment;
- implement the 2001 regional Pacific Island Countries Trade Agreement (PICTA) so that it enhances regional integration, protects women workers, expands trade within the region for all participating countries (not just larger, more diverse PICs) and adequately prepares Vanuatu and the other LDCs for the anticipated more universal trade liberalisation.

### 2.3 Vulnerability

The terms *vulnerability* and *poverty* were used interchangeably during the process of Vanuatu's establishment of its Sustainable Human Development Programme (VESHDP) in 1994, in line with the Suva Declaration on Sustainable Human Development (see Box 2.3). Establishing what factors contribute to "vulnerability" in Pacific countries is part of the ongoing development debate among government, donors and NGOs. For example, the subsistence nature of Vanuatu's economy and the enduring importance of the customary ways mean that income is not a sufficient indicator of poverty or vulnerability. Most transactions

#### Box 2.2 Globalisation:

Globalisation refers to the increasing integration of the world – especially in terms of the restructuring and reorganisation of economic life. It involves economic interdependence by creating global markets, a global structure of production, and global case of investment. It also involves world-wide networks for the production and communication of information.

Globalisation refers to the growing integration of "free markets", investment flows, trade and information. The reduction of natural barriers (although transport and communication) and artificial barriers (such as tariffs, quotas and foreign exchange controls) have contributed to the growth of trade and foreign investment in the world.

Globalisation of the economy is the process by which markets and production in different countries become more and more interdependent through the dynamism of trade in goods and services and the movements of capital technology. The globalisation of the economy is accompanied by a globalisation of technology, especially of information technology.

Father Kevin Bar, "Globalisation and the Pacific", Annex II of the *Regional Consultation on Globalisation, Trade, Investment and Debt*, Nadave, Fiji 30 April – 2 May 2001.

<sup>6</sup> *Overview of the Impact of Globalisation on the Pacific* (workshop lecture notes: Savenaca Siwatibau, 2001)

still occur outside the formal market sector, goods are shared among family members, and families have customary rights to land, which may not be enshrined in modern law.

Outside the towns, income cannot be used as an accurate indicator of vulnerability without additional reference to material assets such as ownership of equipment or rights to land. However access to a regular cash income is becoming a critical factor to achieving basic minimum standards: people can no longer meet their needs solely through customary or subsistence means.

Vulnerability in Vanuatu also includes a lack of ability to mobilise social resources, which could be used to address common problems. Vanuatu, like other PICs suffers from environmental vulnerability. Particularly where heavy logging and cattle grazing take place, the fragility of its ecosystem has suffered. Similarly there is continuing loss of topsoil, deforestation, and the deterioration in the quantity and quality of water (UNCTAD, 1991). Shared environmental problems of the PICs are dominated by the widespread concern with the expected effects of global climate change on rainfall patterns, agricultural output, frequency and severity of tropical storms, increasing vulnerability to natural disasters (due to more population along coasts), decline in marine resources such as over-fishing (see table 2.1) and erosion of the coastal zone. Other common problems of the sub-region include those associated with the degradation and depletion of land and water resources, loss of biodiversity and deforestation (UN, 2000).

### Box 2.3 The Suva Declaration on Sustainable Human Development

The Suva Declaration on Sustainable Human Development in the Pacific was endorsed by representatives of fourteen Pacific island governments in May, 1994, reaffirming their concern and commitment to enhancing the quality of life and wellbeing of their people. It called on Pacific island governments, NGOs, traditional institutions and development agencies to work together and mobilise resources to pursue sustainable human development. The Suva Declaration urged all Pacific island countries to take prompt, effective action to:

- Ensure human development concerns are considered and supported at the highest levels of government through their integration in national development policies, plans and programmes and in programme monitoring, assessment and reporting.
- Enable most people to participate fully in socio-economic life and be owners of their development processes;
- Build on the strengths of traditional systems, institutions and leaderships for community welfare, social order and environment management;
- Ensure that economic benefits are equitably distributed for the continued improvement of people's wellbeing;
- Promote the close working relationship of government agencies, NGOs, churches, traditional and indigenous institutions, community-based organisations, donors and other concerned entities towards the formulation, implementation and evaluation of human development policies, plans and programmes; and
- Support national sustainable human development initiatives through budgetary allocations, the restructuring of public expenditure and additional donor support.

The Suva Declaration noted these ways to promote sustainable human development:

1. Enhance the productivity of the rural and subsistence sector;
2. Promote participatory and community-based development;
3. Improve access to land
4. Expand employment and livelihood opportunities in the rural and subsistence sector;
5. Address inequality and emerging poverty;
6. Overcome disparities due to geographic locations;
7. Promote the advancement of women; and
8. Ensure youth involvement and development.

Source: Pacific Human Development Report, UNDP 1999.

**Table 2.1: Key Environmental Issues and Causes in Melanesian Countries**

Country	Key Issues	Key Causes
Melanesian Countries (Papua New Guinea, Solomon Islands, New Caledonia, Vanuatu, Fiji)	Deforestation; land degradation / soil erosion; loss of biodiversity; water degradation and limited access to potable water; local depletion of coastal fishers.	Commercial logging; land clearance; mining; climate change; population growth and deficiencies in urban and rural infrastructure; over fishing.

Source: United Nations, 2000

#### Box 2.4 Types of Vulnerability

##### **Vulnerability due to personal characteristics**

An inability to some societies of Vanuatu in accessing resources and entitlements due to factors such as gender, age and physical disability.

##### **Vulnerability due to inability to mobilise social resources**

Provinces furthest from the capital of Port Vila record lower education, meaning access to secondary education and low attainment results; health; and cash income levels than the more urban areas. For example, each of Vanuatu's "high risk" health areas (UNICEF 1995) and those labelled "disadvantaged" (DP3)<sup>7</sup> reflect geographic distance from Port Vila and in turn, government constraints in delivering services. It is notable that the functioning traditional organisational systems in rural areas enable these communities to work together to overcome disadvantages; i.e. rural communities take responsibility for their own law and order needs, they fund-raise to upgrade school and health facilities for community development purposes generally.

Rapid urbanisation is causing the emergence of a growing number of high-density low-cost housing settlements in Port Vila and Luganville. Like rural families, people living in urban informal housing settlements have limited access to education, health and income generating opportunities. These settlements are situated in areas like Blacksands, Ohlen Freshwind and even within the main settlements of Fresh Wota, Anaborou and Ohlen. However, urban families do not have the advantage of the strong social-systems that would enable them to join together to see that they have common concerns and to work to address these. Families in one settlement continuously referred to themselves in terms of family, religious and political groups, never as people from Blacksands, despite the fact that many of the families had lived there for quite long periods. As a result, these urban groups are more vulnerable than rural families to the changes modern life is bringing.

Source: UNDP, 1996.

## 2.4 Global Climate Change

The daily temperature records show that in Australia, the Cook Islands, Fiji, French Polynesia, New Caledonia, the Solomon Islands and Vanuatu, temperatures rose by half to one degree Celsius in the second half of the 20th century. Elsewhere in the Pacific, the warming was similar to the global average warming (NIWAT, 2001)<sup>8</sup>. Pacific Island countries are continuing to experience the impact of a changing and variable climate system and related sea level rise and variability. A growing body of qualitative information and strong anecdotal evidence from across the Pacific supports this (SPREP, 2000).

There is evidence that the climate of Vanuatu is changing. In particular, it is notable that the dry season is less dry than in earlier years, with the possibility of heavy storm rains at any time, particularly during the La Nina period (between El Nino events). Cyclones also appear to be increasing in severity in parallel with global warming, causing concern in relation to future damage and loss of life (Vanuatu, 2000). The coral atolls and the small tiny island in Torba and Malampa Province respectively (see map, page ii) are subject to tidal wave damage

<sup>7</sup> National Development Plan Three – National Development Plans were normally co-ordinated and prepared by the National Planning Office (NPO), a department under the Office of the Prime Minister since Independence in 1980. The NPO has since changed its name to Department of Economic and Social Development (DESD) as a result of the establishment of the CRP, and is now located under the Ministry of Finance and Economic Management (MFEM).

<sup>8</sup> "Pacific Warming Surprises Scientists", Institute of Water and Atmospheric Research, Taihoro Nukurangi, Auckland, *New Zealand Asia Pacific Network for Global Change Research News Release*, Nov. 11, 2001.

and if the worst predictions associated with climate change are borne out, several of these little islands will cease to exist while other PICs will lose large areas of shoreline which support the bulk of the population and supply vital sources of food and agricultural land.<sup>9</sup>

During the last ten years from 1990 through 1999 – the International Decade for Natural Disaster Reduction – Vanuatu experienced more cyclones than any other Pacific country, and more geophysical hazards than any country except Papua New Guinea<sup>10</sup>. On average 2.6 destructive tropical cyclones occur annually. For example, tropical cyclone Dani devastated Vanuatu in 1998 and left damages worth of around 20% of the national budget. The effects of global warming on climate are hard to predict, but it is likely that storms (including cyclones) will become more severe, and that local micro-climatic zones will shift, affecting rainfall patterns and drought. Whether or not induced by global warming, the 1990s have seen drought that led to a decline in agricultural production and exports, particularly during the El Nino events of 1992/93 and 1997/98. (Vanuatu, 2001)

With respect to the potential impact of sea level rise, Vanuatu is more fortunate than many Pacific islands states because most of its 80 islands are high. Nonetheless, sea level rise and increased storm severity and frequency are expected to have a great impact on Vanuatu, since many of its roads and settlements are close to the coast in geologically young areas prone to coastal erosion (Vanuatu, 2001). For the majority of population in rural areas, climate change could have serious effects on changes in crop seasons and what foodstuffs might grow. If rainfall patterns change, agriculture will also change, at least initially for the worse.

## 2.5 Managing Marine Resources

“Vanuatu’s natural resources are the foundation of ni-Vanuatu culture, the basis for most of today’s subsistence activities, and also the resources used for commercial agriculture, forestry, fisheries and manufacturing and trade.” (National Conservation Plan: 1993).

Vanuatu’s marine environment includes inter-tidal sea-grass beds, mangroves, lagoons, coral reefs and open ocean. Because of the relative youth of the islands, the reef systems are not extensive, with deep waters often close to shore. Coastal and near-shore environments, like those on land, show a high degree of damage by cyclones and storm surges. Ciguatera (fish) poisoning and outbreaks of crown of thorns starfish are indicators of such damage occurring (ADB, 1997).

Land and fishing resources within the reef belong to customary owners, the basis for social and financial security, and thus the main means of livelihood security. The customary sovereignty over land and sea also reinforces community responsibility for maintaining the integrity of these natural resources. Land owning systems follow a patrilineal system in some parts of Vanuatu and matrilineal in others, and ‘custom rules’ rather than modern law determine their use. 99% of all land is held in customary tenure and cannot be sold or alienated. Vanuatu’s real commitment to the preservation of natural resources still has to be shown, as documented in the National Conservation Strategy (1993), the first of its kind in the South Pacific when Vanuatu endorsed the Pacific Regional Sustainable Development Plan of Action, and participated at the International Barbados Conference (1994).

Vanuatu’s fragile ecosystems and social environment are under stress due to factors such as natural disasters, rapid population growth, changing lifestyles and consumption patterns (e.g. more western type food), and the effects of industrial development, such as on the shore line of Port Vila. Large-scale resource depletion activities are likely to increase in the future through logging and mining. Inadequate attention to environment management can lead to

<sup>9</sup> Te’o I.J. Fairbairn, Pacific Island Yearbook, 17<sup>th</sup>, Edition (1994)

<sup>10</sup> Input to CCA from the UN Office for the Coordination of Humanitarian Affairs, Suva, Fiji. (Dec. 2001)

over-exploitation of natural resources and degrade the total ecological system. Depletion of reef resources and concentrated near-shore fishing can cause severe damage to community-based seas resources (e.g. fishing and the harvesting of undersized wildlife, such as trochus, green snail, and turbo, which supports livelihood in many cases where land consists of coral atolls (Banks Islands) or is concentrated within a short shore line (Shepherd Group) shown on the map on page ii.

A more sustainable approach is management of coastal fisheries through collaborative development of the managerial capability and empowerment of local communities that have custodial rights to coastal and reef fishing resources. Communities own these resources and therefore can be made responsible for ensuring that sustainable management, including closure (tabu) of the fishery when needed for rejuvenation, prevention of excessive exploitation and refusing access to commercial fishermen. The government's Department Of Fisheries, in consultation with other agencies and CSOs, is developing a Tuna and Fisheries Bill to protect the fish stock and assist communities to protect their own marine resources.

## 2.6 Data as a limitation to effective analysis and monitoring

In most PICs, including Vanuatu, capacity for data collection and analysis is limited. There are pockets of good data for most PICs sufficient for 'snapshots' that indicate reasonably well the current development situation at the national level. In general, however, there are few consistent time series datasets, which allow accurate indication of trends, and there are extremely limited breakdowns of available data of all sorts by sex, age, geographic location or income group. Data is also inconsistent even among regional institutions, bilateral and multilateral donor agencies. Vanuatu has a huge task ahead to ensure that data collected from the country, and used for analysis, is more consistent. Data collected is sometimes incomplete, not timely, and fragmentary and scattered. In addition, there is only limited analysis of the data that do exist.

The UN system and others have devoted considerable resources to the collection and analysis of data and improving the statistical capacities of PICs and their regional organisations. However, much of the assistance has been *ad hoc*, short term and incomplete. UNDP<sup>11</sup> notes that good governance is an indispensable part of good government but that in the Pacific, "social statistics are particularly hard to locate and difficult to use because they are often unreliable or outdated. The regional organisations themselves are frustrated by inadequate data for analysis. The quality and availability of data has always been a concern for Vanuatu since independence in 1980, not just this analysis."<sup>12</sup>

## 2.7 Population Growth, Poverty and Development

Nearly a decade ago, an ANU study<sup>13</sup> referred to the PIC population growth as "careering out of control" with potentially widespread poverty, malnutrition, disease, unemployment and environmental degradation, a scenario which could be avoided with serious consideration and appropriate actions by the countries and the development community.

In 1996, an East–West Center report<sup>14</sup> warned that "rapid population growth may be hampering the region's development efforts. ... Accommodating the additional numbers of people will pose major challenges to their governments and societies." In 2001, the Asian Development Bank<sup>15</sup> warned of growing (and in some cases "hard core") poverty among

<sup>11</sup> *Pacific Human Development Report* (UNDP, Suva, 1999; p 6).

<sup>12</sup> There is abundant information available for this Vanuatu Report but the lack of timely, complete, consistent, reliable and disaggregated data (by island, gender, age, etc.) and trends over time, precludes detailed analysis.

<sup>13</sup> *Pacific 2010: Challenging the Future* (edited by R. V. Cole, ANU, 1993).

<sup>14</sup> *Demographic and Social Change in the Island Nations of the Pacific* (Dennis Ahlburg, EWC, 1996)

<sup>15</sup> *Poverty: Is it an Issue in the Pacific?* (ADB, Manila, 2001)

Pacific communities, families and individuals; 43% of the population of its PIC members were considered 'disadvantaged' in 1998 as estimated by UNDP's Human Poverty Index. In the ADB's opinion, there are six key issues that affect all of its Pacific island members, in approximately the order listed below:

- "difficulties in providing good governance;
- population growth outpacing economic growth;
- declining educational performance;
- weakness of the private sector;
- breakdown of traditional support systems; and
- urban elite capturing most of the benefits from modernisation."

The ADB also lists<sup>16</sup> five "key development challenges" for the PICs:

- "disappointing macroeconomic and growth performance over the past decade;
- increasing poverty, particularly in Papua New Guinea, the Solomon Islands, and Vanuatu;
- continuing reliance on large government investments ...;
- increasing environmental degradation; and
- little progress in strengthening the role of women in political, economic, and social spheres."

Rapid population growth, alongside rapid social change, makes it difficult to provide services, can frustrate employment plans, increases pressure to migrate, affects social security, exacerbates domestic violence and generally hampers development efforts.

In many PICs, domestic violence, and particularly violence against women, has been acceptable because of how society perceives women. However, recently PICs have acknowledged, and begun to deal with, spouse and child abuse. The New Zealand government has worked in eight PICs (the Cook Islands, Fiji, Kiribati, Niue, Solomon Islands, Samoa, Tonga, and Vanuatu) on domestic violence:<sup>17</sup>

"a problem confronting every country visited [with] consistent themes across the region. For instance, there's no agreed definition of what constitutes domestic violence, no legislation and a lack of legal frameworks or consistent practice for addressing the issue. Alcohol is often an aggravating factor and many complaints are withdrawn by victims before they get to court. ... Increasingly there is an expectation among women, church and government leaders, as well as the police, that the situation must change."

Rapid population growth, youth unemployment, urbanisation, poverty and other pressures are also reflected in the growth in youth gangs and street kids in urban centres in parts of the region. The issue of disaffected and unemployed youth is increasingly coming to public and government attention as an issue that must be addressed.

## 2.8 Development assistance to the Pacific

Pacific LDCs are extremely dependent on donor assistance for developing social and economic policies. Their ability to plan and implement medium-term development strategies depends to an extent on the areas in which bilateral and multilateral donor funding is available both to the countries directly and for interventions through regional organisations and the donors' own regional assistance programmes. There do not appear to be any comprehensive

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<sup>16</sup> Pacific Strategy for the new Millennium (ADB, Manila, 1999)

<sup>17</sup> Annual Review (NZODA 1998 & 2000)

recent analyses of trends in aid flows to the PICs overall (or to individual LDCs such as Vanuatu) in terms of quality, sectoral concentration, thematic concentration, sources, etc.<sup>18</sup>

A commonly expressed view within the region is a perceived donor tendency toward new emphases every few years, less continuity in their programming, less willingness to support specific national efforts for a period sufficient to make much impact, sudden on-again off-again switches to specific areas of assistance, and shorter project cycles. For larger countries, where aid is a small percentage of GDP, the nature of aid flows may not be a serious concern; for PICs, it frustrates and in some cases probably helps undermine development efforts.

## 2.9 Some Conclusions

A number of the key development issues facing the PICs, and the LDCs require cooperative regional or global action involving the countries themselves and the development assistance, as well as community and national action. Among these are more effective provision and use of aid, better data and skills for the analysis and monitoring of social and economic development, understanding and effectively implementing those key treaties and international commitments to which the PICs are party. Also, addressing the impacts of climate change, more effectively managing the resources of the vast Pacific, and addressing common key issues such as rapid population growth, increasing poverty, disaffected youth, domestic violence, and limited progress in achieving gender equality.

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<sup>18</sup> During the preparation of

## CHAPTER 3 – DEVELOPMENT SITUATION

This chapter summarises the current development situation in Vanuatu, the government policies and goals to address key issues, and an emerging global consensus regarding the goals of development. The chapter concludes with a brief review of past UN assistance.

### 3.1 National Development Indicators

Vanuatu comprises a chain of more than 80 islands in a form of a “Y” shape, of which 68 islands are permanently inhabited (*refer to the map on page ii*). These islands extend 1,300 km along a north-south axis between latitudes 13° and 22° south, with an exclusive economic zone of 700,000 km<sup>2</sup>, a relatively small EEZ by Pacific island standards. Its islands are young, small and highly disturbed as a result of frequent cyclone, seismic and volcanic activity.

Table 3.1 provides details of some basic development indicators. The 1999 National Population and Housing Census revealed that the urban centres of Port Vila and Luganville are increasing rapidly, with 21.5 percent of the population residing in these two centres in 1999. Compared with 1989 the urban-based population grew by 55 percent compared with a 31 percent increase in the total population between 1989 and 1999. Within UNDP’s Human Development Index (HDI), Vanuatu ranks 12<sup>th</sup> of 14 countries in the Pacific region and 140<sup>th</sup> in the world. Approximately 12 percent of the population are not expected to survive to age 40, 66 percent of the adults (*age 15+*) are illiterate, 23 percent of the children below 5 are underweight, 26 percent of the population do not have access to safe drinking water, and 20 percent of the population do not have access to even basic health services (ADB, 2001).

For UNDP’s Human Poverty Index (HPI), Vanuatu is ranked 13<sup>th</sup> in the Pacific region and 63<sup>rd</sup> out of 124 developing countries. The 1999 Pacific Human Development report indicates that the rankings reflect of the poor access to basic services contributed to by the large size, dispersal and diversity of Vanuatu; as well as low life expectancy because of high child and adult mortality.

Disparities in income distribution and access to services are widening between the rural and urban population and within urban areas for Vanuatu.<sup>19</sup> According to the Household Income and Expenditure Survey (HIES) conducted in 1999, the average monthly income of all households in the country is Vt52,900 of this salaries and wages account for Vt34,200 with the remainder being made up of income from home-grown food. Port Vila households had an average monthly income of VT102,200 compared with that for rural households of Vt19,300; a difference of more than 40%. Even though data on income distribution within Port Vila are limited, anecdotal evidence suggests income variability of similar magnitudes, if not more, within these two groups.

Despite this evidence of cash income disparities between sections of the population, Vanuatu remains relatively egalitarian. Vanuatu society retains strong traditional practices and values based on family relationships, the sharing of resources and incomes and a cooperative approach to economic activity.

Nearly 80 percent of the population reside in rural areas and live off the land. Limited economic opportunities in the rural sector together with the lack of cash income and the widening income disparity between the urban and rural population has led the population to drift into the major urban centres of Port Vila (the capital) on Efate Island in the Shefa

<sup>19</sup> Final Draft Asian Development Bank ‘2001 Economic Report – Strengthening Development Policies’, 2002

Province, and Luganville Town on Espiritu Santo in the Sanma Province (*see Map page ii*). Changes in nutrition levels between 1980 and 1996 when surveys were conducted shows marked declines in the proportion of children under 5 that were either underweight or facing acute and/or recent malnutrition, the later termed wasting in the poverty literature (UNDP, 1996).

**Table 3.1: Basic Development Indicators for Vanuatu**

Indicator	Overall	Male	Female	Comments
Population	<b>186,678</b>	<b>95,682</b>	<b>90,996</b>	All data in <b>bold</b> from 1999 National Population and Housing Census
Population - Urban (Port Vila, Luganville)	<b>40,094</b>	<b>20,726</b>	<b>19,368</b>	
Rural	<b>146,584</b>	<b>74,956</b>	<b>71,628</b>	
Population Growth (1989-99, %/yr) <sup>20</sup>	2.6			Urban = 4.2%; Rural = 2.2%
Average Life Expectancy <sup>21</sup>	68.5	63.5	66.7	UNDP had 67 for overall (PHDR, 1999).
Infant mortality rate (per 1,000 1999) <sup>22</sup>	25.7	26.0	25.5	
Child mortality rate under 5 years (2001) <sup>23</sup>	58			Recorded 68 in 1990 by UNICEF <sup>24</sup>
Maternal mortality rate (per 100,000 live births) <sup>25</sup>	33			
GDP per capita <sup>26</sup> (2001)	US\$ 1,231			UNICEF also est. US\$1,231 (2001)
Aid per capita (year)				
Access to safe drinking water (1998) <sup>27</sup>	74%	-	-	
Access to sanitation (1998)	45% (rural) <sup>28</sup>	-	-	Significant increase from 18% in 1989.
Access to health services (1999)	80% <sup>29</sup>	-	-	ADB also indicated 20% population without access to health services.
Adult literacy (both sexes)	74			WHO Health Databank, 2002
Human Development Index (1998s)	0.425 <sup>30</sup>	0.428	0.423	
Human Poverty Index (1999.)	46.6 <sup>31</sup>			
HIV/AIDS (cases 1999)	-	-	-	Unknown.
Members of Parliament (2002)	54	54	0	Females = 0
Administration and Managers (no. & % 2001) <sup>32</sup>	368 = 100%	40 = 11%	328 = 89%	

The sources for Table 3.1 are shown in footnotes 1-15.

The 1999 Census results show that Vanuatu's total population increased by 31 percent (or 2.6 percent per year over 10.5 year period between the two census surveys) to 186,678 since 1989. The ni-Vanuatu (*the indigenous people of Vanuatu*) fertility rate decreased from 5.3 percent to 4.5 percent, the crude birth rate declined from 37 to 33 per thousand and the infant mortality rate decreased from 45 to 25 per 1000 live births. The urban population in the

<sup>20</sup> 1999 National Census (NSO, 2000)

<sup>21</sup> Secretariat of the Pacific Community, Pacific Population Projections (2000-2025)

<sup>22</sup> 1999 National Census (NSO, 2000)

<sup>23</sup> Country Profiles (UNICEF, 2001)

<sup>24</sup> A Situation Analysis of Children and Women in Vanuatu (UNICEF, 1998)

<sup>25</sup> WHO Western Pacific Region Health Databank, 2002 Revision

<sup>26</sup> Pacific Human Development Report (UNDP, 1999)

<sup>27</sup> UNICEF

<sup>28</sup> A Situation Analysis of Children and Women in Vanuatu (UNICEF, 1998)

<sup>29</sup> Pacific Human Development Report (UNDP, 1999)

<sup>30</sup> Pacific Human Development Report (UNDP, 1999)

<sup>31</sup> Pacific Human Development Report (UNDP, 1999)

<sup>32</sup> Department of Women's Affairs (2001)

decade to 1999 grew annually by 4.2 percent, and there are more male than female during the last three decades of census undertaking (Table 3.2). Rural population grew by 2.6 percent (Vanuatu, 2000). While some improvements have been made in key social indicators, there is general concern in the society that economic development has failed to keep pace with population growth.

**Table 3.2: Summary of Population of Vanuatu 1967 - 1999.**

POPULATION	1967	1979	1989	1999
Resident Population	77,988	111,251	142,419	186,678
Male	41,371	59,074	73,384	95,682
Female	36,617	52,177	69,035	90,996
Ni-Vanuatu ethnicity	72,243	104,371	139,475	184,329
Resident of other ethnic groups	5,745	6,880	2,944	2,349
Port Vila	5,208	10,601	18,905	29,356
Luganville	2,564	5,183	6,965	10,738
Rural	70,216	95,467	116,549	146,584

Source: NSO 2000 (1999 Census).

Vanuatu has been accorded UN Least Developed Country status since 1995 and with a per-capita GDP of US\$ 1,276 is the third poorest country in the Pacific. Adult literacy is estimated at only 33.5%, with life expectancy at birth of 66 years. The Human Poverty Index (HPI) ranks Vanuatu number 13 of 15 Pacific Island Countries and 140 on the UNDP Global Human Development Index (HDI). Vanuatu was also ranked the most vulnerable state of 110 small developing countries by a 1998 Commonwealth Secretariat report. The most devastating recent natural disasters were Cyclone Prema in April 1993 that affected 20,000 people and caused damage estimated US\$60million and the Penama Earthquake and Tsunami of November 1999 that killed 10 and affected 23,000 people. The high dependence on a few commodity exports also makes Vanuatu vulnerable.

The economic and social situation in Vanuatu reflects a narrow income base, with almost 65% of GDP being generated by the service sector; just under 25% from agriculture; and 10% from manufacturing. Tourism is the main foreign exchange earner but is still largely centered on Port Vila. The majority of the rural population is engaged in agricultural production for subsistence with limited cash cropping. There is an offshore financial centre in Port Vila, which contributes significantly to the economy.

Nearly 80% of the population reside in rural areas and live off the land, contributing less than 20% of GDP while the remaining minority contributes the bulk of GDP. As noted already, disparities in income distribution and access to services are widening between the rural and urban populations and within urban areas. The rural/urban disparities together with limited economic opportunities in the rural sector and a lack of cash income has fed population drift into major urban centres of Port Vila and Luganville.

In an effort to address several structural problems within the economy, Vanuatu began the implementation of a comprehensive reform programme (CRP) in July 1998. This followed its adoption by a broad range of community representatives at a National Summit of representatives of the people of Vanuatu in Port Vila, in July 1997. Despite a change of government since its introduction, the CRP has been maintained with the support of the Asian Development Bank and a number of bilateral donors. It was based on three categories of reform: public sector reform, economic reform and reforms aimed at promoting equity and social development.

Public sector reform aims to improve the institutions of governance by increasing transparency and accountability in public sector management and reductions in the size of the public sector. This is defined in terms of:

- renewing and rehabilitating the institutions of good governance, including the offices of the Ombudsman, Attorney General, the Auditor-General and the Judiciary that collectively ensure accountability in government
- redefining the role for the public sector revolving around the core functions of law and policy design and regulation
- improving public sector efficiencies

These actions collectively were seen to be mutually reinforcing leading to increased private sector activity and delivering more equitable growth.

The economic reforms are intended to promote private sector activity, improve financial supervision and health of the sector and restructure and rehabilitate state owned enterprises such that they could be transferred to more efficient private operators.

The key tenet of the social compact between the government and the National Summit<sup>33</sup>, as representatives of the people, was to ensure that the reforms led to the promotion of equity and social development. The emphasis is on improving the quality of basic service delivery, reducing the disparities between the urban and rural areas, increasing opportunities for paid employment for both men and women and reducing the incidences of crime (albeit from a low base) and the pressure on the environment. The processes of the CRP and implications on development will be discussed in more detail in later sections.

### **3.2 National Development Goals and Objectives**

Successive Governments have been aware of the development constraints and issues facing Vanuatu. In its public statements the Government that macroeconomic stability is a prerequisite for private sector-led economic growth, and openness to the global economy is necessary to encourage foreign investment. It also acknowledges that the benefits of growth must be distributed fairly and evenly. Furthermore, it emphasises that education and health are twin pillars of development, crucial for the attainment of sustainable national development.

Prior to 1997 Vanuatu had produced National Development Plans (the third one covered the period 1992-1996). However, since 1997 the CRP has dominated development thinking in the country, with the CRP identifying five millennium priorities, with accompanying strategies:

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<sup>33</sup> A meeting of Government, community leaders, private sector and NGO representatives to consider the Comprehensive Reform Programme, held about once a year since 1997.

**Table 3.3: CRP Millennium Priorities and Strategies**

Millennium Priorities	Strategies
1. Improving the lives of the people in rural areas.	1.1 Ensuring basic Government services reach all rural communities 1.2 Encouraging improve economic opportunities through REDI schemes in all provinces 1.3 Expanding access to market for products from rural areas 1.4 Improving roads, jetties and other infrastructure in rural/outer islands 1.5 Enhancing access to rural credit at reasonable interest rates and establishing mechanism to encourage savings in rural and urban areas 1.6 Protecting the rural environment for the benefit of the next generation 1.7 Developing long term sustainable government revenue sources and effective collection arrangements that support a young growing population
2. Supporting private sector growth.	2.1 Lowering the costs of doing business, including through monitoring prices 2.2 Providing the framework and support for sustainable growth in agriculture and tourism 2.3 Clarifying rights of use and development of land, including through establishing effective land dispute mechanisms
3. Restoring good governance	3.1 Re-establishing political stability through amendment of the Constitution and strengthening the Parliament 3.2 Streamlining the machinery of the government by reducing the number of ministries and government agencies 3.3 Establishing a service charter with specific commitments to better services from all ministries 3.4 Strengthening the operation of the rule of law through enhancing the courts and the police and other legal institutions 3.5 Improving public sector performance and motivation, including by making public servants accountable if they do not perform effectively

Millennium Priorities	Strategies
4. Improving participation by civil society.	4.1 Strengthening the role of and authority of chiefs 4.2 Re-organising arrangements for CRP consultation so as to better involve local communities 4.3 Encouraging civil society organisations to work in partnership with government 4.4 Developing greater participation in local government 4.5 Improving effectiveness of local government through implementing the report of the DRC
5. Closing the gap between the rich and the poor and disadvantaged groups.	5.1 Working towards youths having universal access to school education and to training 5.2 Extending access to and improve the quality of health services 5.3 Paying greater attention to the underlying causes of poverty and social discord 5.4 Alleviating the problems related to urban drift and squatter settlements 5.5 Improving the position of and opportunities for women 5.6 Addressing issues related to youth and to youth unemployment

### 3.3 International Commitment

In recent years, the Government of Vanuatu has made a number of commitments to international conventions or declarations. These have included being signatory to, or participating in, the World Summit for Children (1990), the Decade for Education for All (1991), the Program of Action from the International Conference on Population and Development (1994); the Beijing Platform of Action (1995). Vanuatu has already ratified the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The main global conferences of 1990s, and key global conventions, are described in Appendix 2B.

In September 2000, Vanuatu's then Prime Minister, Hon. Barak Tame Sope together with over 150 heads of state and government met for a Millennium Summit in New York to negotiate a Millennium Declaration committing the United Nations to achieving 'a just and lasting peace all over the world' and rededicating the organisation to 'respect for the equal rights of all without distinction as to race, sex, language, or religion.' The Declaration affirms that 'the equal rights and opportunities of women and men must be assured'; and states that 'prudence must be shown in the management of all living species and natural resources, in accordance with the precepts of sustainable development.' It calls on states to 'promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable;' 'combat all forms of violence against women and to implement the Convention on the Elimination of All Forms of Discrimination against Women;' and 'adopt in all our environmental actions a new ethic of conservation and stewardship.'

Annex 2A lists the Millennium Declaration Goals agreed by the world's leaders. These have

since become a key agenda item of the UN and a driving force of its reform process. This is also summarised in Box 3.1. The goals are time-based (achievement by 2015), measurable and often quite ambitious.

There are a number of other global treaties of particular relevance to the Pacific Islands region (e.g. the Kyoto Protocol on limiting greenhouse gas emissions, the Convention on the Law of the Sea) including Vanuatu and several key regional agreements among members of the Pacific Islands Forum. (Refer to Annex 2 for details.)

**Box 3.1 – Millennium Goals and Vanuatu**

The status of achieving the goals in Vanuatu, by 2015 unless noted otherwise, are summarised below. See Annex 2A for more details and explanation.

Global Goal	Will be Met in Vanuatu		
	Probably	Potentially	Unlikely
<b>Poverty:</b> Halve % of people in poverty		x	
	With significant growth in cash employment poverty opportunity (access to services etc) could be reduced significantly		
<b>HIV/AIDS:</b> Half & begin to reverse spread of HIV/AIDS	x		
	No cases identified to date – need for continued awareness programmes.		
<b>Hunger:</b> Halve % of under-weight (under-5yr olds)		x	
	Few new jobs with equal access to education issues still limiting prospects for women		
<b>Water:</b> Halve % without access to safe drinking water		x	
	Growth in squatter settlements around urban centres needs to be addressed for significant further progress to be made. Also need to verify 1999 census figure.		
<b>Primary Education:</b> Universal completion		x	
	While the figures for boys and girls are now about equal there still are about 30% not completing primary school. A number of cultural, access and policy issues to address		
<b>Gender:</b> Equal male/female access to primary & sec. School (2005)		x	
	See previous issue		
<b>Maternal Health:</b> ¾ drop in mortality ratio	x		
	Increased education and improved access to services make this probable		
<b>Child mortality:</b> 2/3 drop in under-five death rate	x		
	Increased education and improved access to services make this probable		
<b>Environment:</b> Reverse environmental resource loss	x		
	Due to volcanic base: tropical gardening methods; but need for increased advocacy on environmental impacts		

It was at the Millennium Summit that the Hon. Prime Minister made special mention of key issues that are crucial to Vanuatu as a small island nation, and these included:

- greater and easier access to education for Vanuatu's growing populations.
- improved health services to the poorest and most remote parts of Vanuatu.
- greater gender equity at all levels of societies.
- global village fully committed to peace, justice, law and order, mutual respect, and tolerance; and
- recognition and respect of the fundamental rights to self-determination.

### 3.4 Pattern of UN Assistance to Vanuatu

The United Nations has a long-standing relationship with the Government of Vanuatu in supporting its efforts to improve living standards and economic development. Together they represent a comprehensive and wide-ranging programme of interventions, which aim to ensure that development is people-centred, equitably distributed and environmentally and socially sustainable. Many of these activities involve two or more UN agencies working together, and several are cost-shared with other donor organisations<sup>34</sup>.

The principal area of overall UN activity in Vanuatu has been health, a main concern of WHO, UNFPA and, UNICEF. UNDP assists in programmes relating to democracy and human rights, micro-credits, livelihood and environment. UNICEF supports the work of the NACC as well as child protection efforts. Other priority areas have been employment and livelihoods (UNDP, ILO and FAO), the situation of women and children (UNICEF and UNIFEM), women and development (UNIFEM) and, budget, strategic planning and financial management (EPOC).

Formal education has been the concern of UNESCO but also of UNDP and UNICEF that also supports non-formal and community education. UNICEF plays an important role in the promotion of early childhood education. Improving environmental management is a common concern as it relates to health (WHO, UNICEF), the use of natural resources (UNDP, FAO) and vulnerability (UNCOCHA).

UNFPA works in Vanuatu in specific programmes that focuses on strengthening national capacity of health care providers to deliver quality Reproductive Health (RH) services and increasing knowledge of the communities on key RH issues for them to utilise the services. It has also introduced an integrated Reproductive and Sexual Health (RSH) package through NGOs with innovative approaches that encourage behaviour change regarding safe sexual and reproductive health practices by adolescents, both married and unmarried. The main purpose its 1998-2001 Program was to address maternal mortality, limited outer-island access to RH services, high total fertility levels specially the increasing adolescent fertility, low contraceptive prevalence, weak health information database and increasing reported cases of Sexually Transmitted Infection (STIs). Efforts are also being made to mobilise active support of various influential groups to strengthen national commitment and community support for population-related interventions. As such, technical support has been provided towards the development and the formulation of Vanuatu National Population Policy, which is ready for submission to the Cabinet

All UN agencies have to some extent assisted Vanuatu to understand and implement the plans of action that emerged from the international conventions of the 1990s, in particular commitments to combat poverty and improve the practice of human rights. While Vanuatu has prepared a report on the Convention on the Rights of the Child there is still a need to establish a better and more systematic reporting framework to report on the progress of the other international conventions.

The sustainability of assistance programme is sometimes affected by the high turnover of local staff to manage them and the fact that the technical assistance provided is often insufficient or does not provide adequate opportunities for transfer of skills to local staff. Some development partners operate quite independently with little coordination with others. There is little structured (or coordinated) annual consultation between the UN Agencies and

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<sup>34</sup> For example, funding of community projects (Water Supply, Fishing Boats and Cattle projects) by AusAID for Watersheds which established the "Strengthening Local Governance through increased access to land for Sustainable Development" Project (VAN/96/001).

the government except at project level. The Vanuatu Country Assessment (2000) of UNDP assistance stated that if maximum advantage is to be taken of sub-regional and regional programmes of UNDP and other UN agencies, it is important that mechanisms be found so that focal points and their staff are fully acquainted with what is on offer and that this information becomes part of the decision-making process of developing the Government investment programme.

It is also recognised that the UN system is only one of a number of sources of assistance, with considerable support provided to Vanuatu from a range of bilateral partners and multilateral agencies such as the Asian Development Bank and World Bank. According to UNCTAD, in 1989, Vanuatu received more aid per capita than any other least developed country except Tuvalu. The official development assistance per capita was estimated in 1989 at US\$256 (28,160 vatu) compared with the average of US \$30 for all LDCs.

Despite the estimates made by UNCTAD it must be recognised that accurate data on actual aid flows is difficult to obtain. In many situations, the Department of Economic and Social Development has relatively accurate information on 'cash aid' or aid that passes through the government accounts with 'non-cash' aid more difficult to estimate because of differences in the way donors report on such expenditure as well as differences in the reporting time period of donors. There are also difficulties in identifying accurate information on assistance provided to Vanuatu through regional programmes and projects. Table 3.4 provides an estimate of the cumulative value of the activities of the main development partners over the period 1998-2001.

**Table 3.4: Activities of the Main Development Partners<sup>35</sup>**

Sector	Multilateral & Bilateral Donors	Est. cumulative value of Assistance for period 1998-2001(USD)
<b>Structural</b>		
Good Governance & Human Rights	UNDP & United Kingdom	1.0
Macro Economic Activity	ADB, AusAID & European Union	30.0
Law & Order, Justice system	AusAID, NZODA, United Kingdom & UNDP	3.0
Financial system	AusAID, NZODA & European Union	2.0
<b>Sub-total</b>		<b>36.0</b>
<b>Human</b>		
Human Resources	France, European Union, AusAID, NZODA & United Kingdom	35.0
Health	AusAID, France, China, WHO, UNFPA & UNICEF	10.0
HIV/AIDS & population	United Kingdom, AusAID & UNAIDS	2.0
Gender, equity & youth	AusAID, United Kingdom, NZODA and UNICEF	1.0
<b>Sub-total</b>		<b>48.0</b>
<b>Physical</b>		
Water and sewerage	NZODA and AusAID	1.0
Energy	JICA	3.0
Roads, transport and telecommunications	JICA, European Union, ADB, European Investment Bank & France	50.0
Environmental Protection	NZODA, United Kingdom & AusAID	1.0
<b>Sub-total</b>		<b>55.0</b>
<b>Specific Strategies</b>		
Decentralisation program	United Kingdom & AusAID	1.0
Agriculture	France, European Union & NZODA	10.0
Private sector	NZODA, European Union & China	5.0
Industrialisation	European Union	3.0
Tourism	European Union & NZODA	4.0
Renewable Resources	JICA & France	2.0
<b>Sub-total</b>		<b>25.0</b>
<b>TOTAL</b>		<b>164.0</b>

<sup>35</sup> European Union – Republic of Vanuatu Country Strategy Paper and national Indicative Programme (2002-2007)

## CHAPTER 4 – GOVERNANCE, SOCIETY AND HUMAN RIGHTS

This chapter looks more closely at the Comprehensive Reform Program and the status of the various institutions of governance, including the role of civil society, the impact of gender issues and the situation of the disadvantaged in society as they relate to the promotion of human rights.

### 4.1 Comprehensive Reform Program

Probably the single most important activity undertaken by the Government of Vanuatu in recent years has been the Comprehensive Reform Program or CRP that was approved in 1997. The CRP, which began implementation in mid-1998, is supported directly by the ADB through a USD25 million CRP loan. It has also been integrated into the assistance provided to Vanuatu by a number of donors, most notably Australia and New Zealand, with activities designed to support particular aspects of the reform process. Key elements of the CRP are:

- renewal and rehabilitation of the institutions of good governance including the offices of the Ombudsman, Attorney General, the Auditor-General and the Judiciary that collectively ensure accountability in government;
- a refined role for the public sector revolving around the core functions of law and policy design and regulation; and
- improvements in public sector efficiencies.

These actions together were seen to be mutually reinforcing leading to increased private sector activity and delivering more equitable growth.

Progress in the CRP has been monitored against the program matrix established with the ADB as part of the loan process. A Committee comprising the Director-Generals was established to monitor progress in meeting the requirements set down under the matrix to ensure regular draw-downs on the loan. The third and final tranche under loan was made in 2000. As noted in the draft ADB 2001 Economic Report, the scarcity of data and social indicators at the commencement of the reforms, makes it difficult to assess achievements made so far on the reforms. It is also acknowledged that on broad aggregates as growth in private sector investment and GDP, the reforms have had limited success.

Against this background it is clear that there needs to be a comprehensive and independent impact assessment of the CRP and its performance to date.

### 4.2 The Constitution, Judiciary and Governance

The Republic of Vanuatu, consisting of six provinces, is a parliamentary democracy with executive power vested in the Prime Minister and a Council of thirteen Ministers. The Head of State is the President. The Executive is responsible for government departments, national administration, and the provision of government services. Vanuatu became independent in 1980, with general elections for Members of Parliament held every four years.

Despite an initial period of relative political stability there have been a number of changes of government between elections over the last ten years. The last elections were held in 1998, with two changes of government since that time. The next elections are scheduled for 30

April 2002. Government changes between elections reflect shifts in party coalition loyalties<sup>36</sup> and have often been linked to poor governance issues. There continues to emerge reports from the Ombudsman's Office of corruption by politicians and senior civil servants.

Political changes have led to frequent changes in policy directions, disruptions in government services and a general lack of application of good governance principles (Vuti, 2001). Corruption and nepotism has also become more commonplace, with the Ombudsman's Office required to investigate the activities of many of Vanuatu's political elite. The deteriorating economic situation led to the request for ADB and other donor assistance. However, when making the request it was recognised that to solve the economic and financial problems it would be necessary to address the governance issues.

The CRP was developed in 1997 to restore separation of the powers (which the Constitution had created) and to ensure that the various institutions of governance developed the powers and capabilities necessary to fulfil their intended roles. Parliamentary reform was embarked upon and included changes in legislation and workshops to clarify the roles of parliamentarians. A 'good governance workshop (jointly co-ordinated by the Prime Minister's Office and the Ministry of Finance and Economic Management, with assistance from ESCAP's Pacific Operation Centre in Port Vila (EPOC) and the Forum Secretariat) was held in 1999 for all parliamentarians, heads of all government agencies and NGOs. The purpose was to advocate accountability and transparency in government. A major focus was the clarification of linkages between government strategies and the budget framework.

The Government executive was reorganised with the aim of promoting the more effective management of government activities. However with the continuing changes in government, there has only been limited impact on accountability and transparency or improved understanding of these issues within Parliament.

Other measures were adopted to enhance the independence and effectiveness of the Judiciary, the Auditor-General's Office and the Ombudsman's Office. A Judicial Institutional Strengthening Project to be funded by AusAID is being developed to improve capacities within all sectors of the judiciary. The Ombudsman advocates on matters of transparency and accountability but only for government abuses. Those implicated are not properly judged due to insufficient legal provisions for prosecution (under the Ombudsman Act of 1998). Furthermore, the police force is weak, many court cases are overdue, there is a lack of appropriate laws to protect women and children, and inadequate staff within the Public Prosecutor's and Public Solicitor's Offices.

The capacity, neutrality and independence of the Judiciary needs further enhancement. Abuse of power and of public offices continues which is a clear indication of poor leadership as well as the manipulation of the laws designed to prevent such behaviour. The CRP includes a number of strategies to improve the capacity of the Judiciary:

- further training of members of the Judiciary;
- proposed legislation to separate the administration of the courts from the Executive;
- improving access to the courts (for the poor) through reducing the costs of justice;
- establishing land tribunals to adjudicate on traditional land matters;
- integrating existing law with customary law and the traditional role of chiefs; and
- establishing a Justice of the Peace regime.

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<sup>36</sup> Political allegiances in Vanuatu, as much of Melanesia, are fluid and often based on family, regional and ethnic ties.

The Vanuatu Constitution provides the basis for the protection of people's fundamental rights and freedom of the individual. Legal mechanisms to protect these rights include the Judiciary that is presided over by the Chief Justice of the Supreme Court and three other judges, and a Public Prosecutor appointed by the President with the advice of the Judicial Services. The Public Solicitor's Office, which provides advice for a very small fee to urban residents, needs to extend its services to the wider population. However, both the Public Prosecutor and the Public Solicitor faces difficulties in expanding services due to resource constraints.

### 4.3 Quality of Public Administration

Among the visible signs of progress in government's management of the economy is a clearer distinction, since 1997, between elected officials and civil service managers and directors of departments. The rationale for this was highlighted in the CRP policy document of 27 June 1997, which stated that:

- the public sector needs to be adaptable to changing priorities and the changing expectation of the community. Performing these roles successfully will require that the public sector is prepared to transform itself
- political interference and frequent changes in staff in departments has been such that the morale of the Public Service has been seriously undermined. The lingering aftermath of the 1993 public service strike has further eroded public servants confidence and willingness to exercise leadership. The productivity of the Service is generally poor. Some people achieve little in their jobs. Rules and procedures are often not applied.
- the public service needs to develop a service oriented culture."

Parliament assented to Government Act No. 5 of 1998, which gives effect to Chapter 7 of the Constitution by providing for the role, effective management, and responsibilities of the Executive Government. The legislation specifies the functions of the Executive and the employment, function and responsibilities of political advisers. It also established a technical committee, the Development Committee of Officials (DCO) that initially comprised of all Director Generals (DGs) and the Director of the Department of Strategic Management (DSM) as an observer to review the Council of Ministers submissions.

The Public Service Act No. 11 of 1998 was passed by Parliament simultaneously with the Government Act No. 5 of 1998. Act No. 11 promotes the establishment of an independent Public Service that is efficient and effective in serving the Government, the Parliament and the Public. It also provides a legal framework for the effective and fair employment, management and leadership of employees, and establishes the rights and obligations of employee". The Public Service (Amendment) Act of 2000 requires the Government to provide the Public Service Commission with a sufficient budget to enable it to perform its functions.

Despite the legal changes, there still remains much to be done to ensure their enforcement and the effective operations of the Executive, public service and the DCO. The Public service is still weak, slow and cumbersome. Staff moral remains low. Attitudes need to change to focus on quality and timely delivery of services. The Public Service Commission (PSC) has developed a suitable legal framework, meant to improve the neutrality and effectiveness of the public service from political intervention. However, this has yet to be effectively implemented. As stated in the final report of the 1999-2001 AusAID funded Public Service Reform Project (PSRP), there is still a great need for skills transfer and capacity building within counterpart agencies by project technical advisors (AusAID, 2001). Timely and effective response from the Public Service Commission to other agencies and the wider

community also needs improvement.

#### 4.4 Civil Society

Vanuatu's civil society is comprised of various groupings, both traditional and those introduced from outside. Church institutions play an important role in binding people together, providing a sense of belonging and a strong form of social capital. Within the churches, related subsidiary organisations are formed for the interests of women, youth, men and whole families. However, despite the impact of religion in Vanuatu, some people continue to follow 'custom' as their faith. Interviews undertaken for the 1999 National Housing and Population Census show that only 1% of Vanuatu's population does not belong to any religion, 2% chose not to answer, and the rest belong to a 'particular' religion.

Traditional chiefs, although not formally legislated, play an important role in maintaining peace, law and order mainly in rural communities but also in urban areas. It is normal for members of a particular island community living in urban areas to refer to their 'chosen' elder and as their chief to solve disputes and conflicts. This is considered an alternative to taking the matter to police, a process which is often costly, cumbersome and involving a lot of paper work. A 1999 Vanuatu National Provident Fund<sup>37</sup> crisis in Port Vila was successfully solved with the help of the chiefs. Legislative and constitutional issues relating to the role of chiefs as peacemakers should be studied and resolved so the chiefs have clear and recognised roles, especially in remote rural villages and communities where government services may not be readily available.

The number of NGOs operating in Vanuatu has continued to expand in response to a demand in the community for increased attention to be given to issues such as human rights, environmental protection, health and education. There were over 70 NGOs affiliated to the Vanuatu Association of NGOs (VANGO) in 1995 (UNDP, 1996) but recent records do not exist as VANGO closed its doors in 2001.

NGOs complement and/or reinforce the work of the Government, offering additional services and often reaching more widely into the community. NGO activities can also be a stimulant or instigator for change, helping raise community awareness of issues as a prelude to promoting legislative change or revised government policies. The following are a few examples to highlight the variety of roles NGOs play in Vanuatu:

- The Vanuatu National Council of women (VNCW) works with women throughout the country to promote co-operation and development among them
- The Vanuatu Women's Centre houses and counsels women who have been abused by their husbands
- The Small Bag Theatre produces dramas advocating improved democracy, human rights, health and environment
- The Foundation for the Peoples of the South Pacific Vanuatu (FSP-Vanuatu) encourages ni-Vanuatu to create and develop project ideas that can be implemented and managed by rural communities (e.g. the forestry, health, artefacts and youth).

Many local NGOs carry out activities with financial assistance from aid development partners, with very few having access to adequate resources to be self-sustaining. Despite the lack of resources, NGO members generally show considerable commitment and initiative to meet agreed goals. In many isolated areas, without the efforts of NGOs the quality and

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<sup>37</sup> A crisis that saw members of the only 'savings' institution in the country looting the whole building and threatening to damage further facilities belonging to the government and members of the Board if queries were not answered. This looting resulted from what members considered as poor decisions on investment by Board Members.

provision of community services would be considerably poorer. However, there is scope for improving collaboration among NGOs as sometimes they work independently when a more integrated arrangements with either the Government or other NGOs might be beneficial. In the regard, the Government could take the lead by more systematically including NGO representatives in some key decision-making meetings and ensuring that NGOs are consulted when new program ideas or national policies are being formulated. Assistance by donor partners to help NGOs strengthen their management capacity would also help address shortcoming and enable them to play a stronger development role in providing quality, appropriate and sustainable programmes.

#### 4.5 Human Rights

For a country to achieve its development potential, it needs to employ all of its national resources in the most effective ways. This means that every individual must be able to enjoy his or her civil, political, social, economic and cultural rights in order to participate fully in his or her society. As with most Pacific Island countries, there are numerous situations in Vanuatu where people cannot exercise their fundamental human rights, either because they do not know about them, or because the government has not recognised them. Some leaders are also prone to treat ideas of human rights and democratic values as contradictory to traditional principles and beliefs. This impinges particularly on the rights of women and children.

The nature and distribution of islands can cause some rural communities to be more disadvantaged than others. ADB (2001) indicates that on a provincial basis Torba and Tafea Provinces (*see map 2 page ii*) suffer similar transport and trade problems<sup>38</sup>, which were worse than all other provinces. The relatively low level of agricultural production in these provinces exacerbates the low frequency of shipping operations particularly to the more remote, widely dispersed and lower populated islands of the Torres Group (Torba Province) and Aniwa, Aneityum and Futuna islands (Tafea Province). Poor shipping frequency and reliability is, in turn, a disincentive to the development of agricultural and other activities. The level of social services is also low compared with other provinces that are closer to towns. For example (see Table 4.2), there is only one hospital each for all provinces except Torba that has the best ratio of health centre or dispensary to population due to its small population. The worst ratios are in Shefa, and Tafea.

**Table 4.1: Health facilities and population served, Vanuatu, 1999.**

Province	Population 1999	Hospitals	Health Centre	Dispensaries	Total Health Centres and Dispensaries	Ratio to Population	Aid Posts
Malampa	32,705	1	6	20	26	1,258	41
Penama	26,646	1	5	18	23	1,159	35
Sanma	36,084	1	6	13	19	1,899	37
Shefa	54,439	1	3	15	18	3,024	33
Tafea	29,047	1	1	11	12	2,421	19
Torba	7,757	0	2	6	8	970	15
	186,678	5	23	83	106	1,761	180

Source: Marte, 1998.

Traditional and cultural factors also contribute to disadvantage. Many islands have quite diverse cultural and linguistic traditions. Some tensions still exist between cultural groups. The emphasis of all past governments on centralisation of services in Port Vila has worsened tensions among island, some of which are seeking a federal structure with distribution of power to the islands (Prior, 2001). In 2000, a Decentralisation Review Committee was established to review existing laws to examine whether their impacts on the people the

<sup>38</sup> 1999 Population Census shows that there are 29,047 and 7,757 people living in Tafea and Torba Provinces respectively or 15.5% and 4.1 % of the total.

provinces were established to serve. The Committee report has yet to be considered by the Council of Ministers.

Annex 2 (A) provides details of Vanuatu's position with respect to a range of International Covenants, Conventions and Declarations relating to Human Rights. However in summary the situation is as follows:

- Vanuatu has **ratified** the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC)
- Vanuatu has **taken no action to ratify** the International Covenant of Civil and Political Rights; the International Covenant on Economic, Social and Cultural Rights; the Convention on the Prevention and Punishment of the Crime of Genocide; the Convention Relating to the Status of Refugees; the International Convention on the Elimination of all forms of Racial Discrimination; the International Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; ILO Declaration on Fundamental Principles and Rights of Work; and the International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families.

#### a) Gender

Gender issues do not refer to 'women's issues' but to the relationships between men and women and their broad implications for society.<sup>39</sup> Over 48% of Vanuatu's human resources represent women. Family arrangements are changing and traditional arrangements no longer adequately protect women and children. There is a growing and significant number of women-headed households.<sup>40</sup> At the same time certain jobs as well as access to property, land, skills and other economic resources are in effect only open to men, (DWA, 2001). This places many ni-Vanuatu women in a precarious situation, they may be materially well supported by their families but do not have resources or entitlements to address their own needs adequately, or those of their families.

Many social obstacles limit adequate recognition of women's unpaid work and their indispensable contributions for the continuation of the entire society (DWA, 2001). Women still feel that their contribution in the economy is under-valued, and consequently there is too little attention paid to their special needs with regard to health care, education etc. For example, out of 368 senior positions in public service (legislature, senior officials and managers), women only hold 40 positions or barely 10% (DWA, 2001). They are excluded from the high levels of decision-making: currently there is no woman in Parliament out of 54 members, no Political Advisors and very few in senior public service management positions or on the boards of statutory corporations. A *Women in Politics* (WIP) political party was established in 1995 and contested the general elections of 1995 and 1998. WIP failed to capture any seats, an absence often said to be culturally determined. The number of cases (domestic violence, child maintenance, rape, child abuse and others) dealt with by the Vanuatu Women's Centre in 2000 has increased dramatically to 853 compared to 179 in 1993, an average annual increase of 25% (DWA, 2001).

Little has been said in government reports about Vanuatu women's contribution to national development through their participation in community activities, women's organisations and

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<sup>39</sup> "Gender describes the way men and women are raised differently to take on different responsibilities and roles. .. determined by customs, tradition, religion and education. ... Gender roles given by societies and families often lead women and men to have different expectations and experiences in life. These affect the way they see the world and the way they make decisions in the home, community and at work." (UNIFEM Pacific, 1998; definition from Forsec)

<sup>40</sup> 1999 Population Census shows that out of a total of 36,415 households, 13% were headed by females.

professional and entrepreneurial activities. Despite this, women have over the years played effective roles in both national and community development programmes that provide the basis for social cohesiveness, social security, and family life. Women have the potential to manage micro-enterprises in rural communities if they are provided encouragement and commitment at the appropriate planning and policy level (FSPI, 2001).<sup>41</sup> The current UNDP funded micro-credit project (VANWODS<sup>42</sup>) is a good model and micro-credit success story for Vanuatu with a 100% repayment rate.

Traditionally, women's roles are centred on household and small-scale food production. Since they were required to learn only the knowledge and skills required of a daughter, daughter-in-law, wife and mother, any formal education for most young women was limited. The gender division of roles and expectations is symbolised in the continuing practise of bride price in most islands. This separation of roles by gender was retained in the institutions set up by the church and the colonial administration, where males were trained for leadership in administration while women learned sewing, hygiene and other household skills. Vanuatu does not have a Human Rights Act, a Bill of Rights Act or a Family Law Act. It is within such Acts that discrimination is defined and grounds identified on which people cannot be discriminated against (Molisa, 2001). This situation contravenes both the Constitution of Vanuatu and the Convention on the Elimination of all Discrimination Against Women (CEDAW).

Women in Vanuatu are under-represented in higher-level politics<sup>43</sup> and administration. This together with their limited access to information and knowledge effectively reduces their options and choices. Molisa (2001) noted that after twenty-one years of political independence

*‘...the lack of recognition of women as partners in development is based on traditional norms and expectations of women's role. In traditional times the status of ni-Vanuatu women was secondary to that of men. It is throughout Vanuatu society that discrimination against women not only exists, but is also actively promoted by some politicians, pastors and chiefs.’*

The changing times require a reassessment by the government of Vanuatu of the effectiveness of the prevailing institutional processes and attitudes to women's involvement generally. The inclusion of women in community and national decision-making forums and women's equitable access to goods, services and entitlements are crucial development issues.

## **b) Youth**

The population structure of Vanuatu is young with 43% under the age of 15 (Vanuatu, 2000). In Vanuatu youth is defined in a variety of ways but it generally refers to a person between the ages of 15 to 25. Social problems within communities are often seen as youth problems, and the problems have been rising in the urban areas. The pressing issues affecting young people today involve identity and self-expression, uncertainty about their future, unemployment and underemployment, and education. In rural communities, older people rarely see law and order as an issue of particular relevance to young people (UNICEF, 1998).

Many school leavers do not have adequate or appropriate skills to secure one of the few waged jobs available or the skills needed for agricultural work or alternative livelihood

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<sup>41</sup> From a survey carried out by Island Consulting of the Foundation of the People of the South Pacific International (FSPI).

<sup>42</sup> Micro-Credit for Urban Poor Women.

<sup>43</sup> Only two women have been members of Parliament since Independence in 1980. No women MP since 1997 or even in the position of Political Advisors.

options. Approximately 81 % of youth commencing a life of subsistence farming have either not attended school at all or only reached as far as primary school<sup>44</sup>, with little opportunity to upgrade skills. The majority of ni-Vanuatu youth currently face a future of unemployment and underemployment, with little chance to experience the discipline, dignity and income which work brings.

Youth problems in Port Vila and Luganville are increasing. Youth migration to Port Vila is high from Tongoa and other Shepherd islands as well as Tanna and Paama due to land pressure and in the hope to find employment. Pressure on housing in the outskirts of Port Vila and Luganville is rising; it is typical for 5 to 11 people to share a family space, which also results in poor health and sanitation. Theft is increasing as a result of unemployment and youth related disorders. For every 10 pregnancies, 5 are teenagers<sup>45</sup>.

### c) Children

Access to good health care is the major national issue for children closely followed by access to good quality education. Vanuatu has been a leading campaigner for children's rights since 1990 when it participated in the United Nation's World Summit for Children. At this gathering the World Declaration on the Survival, Protection and Development of Children was endorsed and all participating countries committed themselves to the World Summit Goals for Children. Then Prime Minister Father Walter Lini proposed that a Pacific Summit for Children should be held. The South Pacific Commission adopted this theme for a 1992 Conference. In 1994 Vanuatu ratified the Convention of the Rights of the Child. A National Plan of Action (NPA) was formalised in September 1995. Unfortunately, little has been done to review or maintain the currency of the Plan or for ensuring that the NPA is effective and that Vanuatu's children have been protected as committed within the various national and international policies.

The poorest services for children are in rural areas, where children are more vulnerable and susceptible to diseases due to inadequate health facilities, relative poverty and generally poor knowledge on how to raise a healthy child. Deaths below 1-year result mainly from neonatal conditions, respiratory infections followed by diseases of the nervous system (such as meningitis, paraplegia and epilepsy) and infectious/parasitic diseases. For children 1-4 years old, the most common causes of death are infections and parasitic diseases, though these are also common in children aged 5 – 14 years. (UNICEF,1998). Only 22% of children attend secondary school each year and therefore 78% are dropping out of school without sufficient livelihood or vocational training (UNICEF, 2000). Growing numbers of ni-Vanuatu children born to unmarried parents are in danger of becoming landless (World Bank, 2000).

**Table 4.2: The situation of children in Vanuatu**

Situation	Indicator*
Children under 15 years as % of population	43
Infant mortality rate per 1000	25
Child (0-5) mortality rate per 1000	58
Children fully immunised (%)	-
Gross enrolment in early childhood education	34
Net primary enrolment (%)	90
Survival rate to Grade 5 (%)	65
Net secondary enrolment (15-19 years)	22

Source: UNICEF, Suva, 2001.

\* for most recent year

### d) Elderly

In rural communities, the family and community generally meet the needs of the elderly. There is no old age "village" system or old age pension. Low-income families find it hardest to meet the needs of their elderly relatives and as a consequence many older people in

<sup>44</sup> Census (1999)

<sup>45</sup> Port Vila Central Hospital -personal conversation with Ms. Meriam Abel, Director of Public Health, Department of Health (Nov. 2001).

Vanuatu have difficulties with inadequate housing, access to clean water, sanitation and everyday care.

**e) Disabled**

The most disadvantaged children, especially in rural areas, are the disabled (UNICEF, 1998). Overall, whatever their age, the disabled are among the most disadvantaged in Vanuatu. The Vanuatu Society for Disabled People (VSDP) tries to address the needs of this group. VSDP has a constitution, policies and a long-term plan. The ultimate aim is to facilitate the fullest possible integration of, and participation of, people with disabilities in all aspects of the life of their communities. In 1986 it set up a school in Port Vila for the disabled throughout Vanuatu. It has very limited resources but it operates as a resource and planning centre staffed by a director and eight others. VSDP requires better training of field workers and a curriculum for extension activities. There is a need for consistent support from the government. Funding comes from aid donors and through fundraising. The recently established Disabled People Association (DPA), though very small, stresses the need for legislation that addresses the needs of the disabled. Developing a National Disability Act is the immediate aim of the DPA (DPA, 2002).

**f) Prisoners**

Correctional institutions, systems and human rights conditions in Vanuatu need to be considered and improved considerably. In 1998, Amnesty International (AI) investigated allegations of police brutality against those suspected of involvement in the civil riots of January that year. AI heavily criticised both the physical condition of prisons and insufficient space to house inmates and suspects: "... the men were held in conditions amounting to cruel, inhuman and degrading treatment in a decaying overcrowded former colonial prison" (Ombudsman, 1999:11). An ESCAP POC (1995) report on prisons in Vanuatu stated that prisoners are often mixed and not separated according to categories. For example, untried mixed with convicted prisoners, medical services are not sufficient, no woman prison officer, and poor building conditions.

## CHAPTER 5 – ECONOMIC AND SOCIAL DEVELOPMENT

This chapter reviews the country's economic performance and by again linking it to the CRP identifies the success of the program in promoting private sector development and economic growth as a basis for ensuring social development. Population growth and the impact of urbanisation are also considered as well as an analysis of the performance of the health and education sectors in ensuring a reduction on poverty.

### 5.1 Economic Performance

Vanuatu's 80 islands cover a total of 12,190 square kilometres of land and extending over 710,000 square kilometres of sea. Of the 47 percent of the land area that is suitable for economic use, only 17 percent is currently being used, leaving significant room for agricultural expansion. The bulk of offshore marine resources remain to be exploited fully but wisely. The relative abundance of natural resources provides significant hope for future prosperity. Therefore, there are significant opportunities for increases in cash employment in the rural areas. The central and provincial governments need to work together to devise a system that for young school leavers to work the land and fish their seas.

Political uncertainty in Vanuatu is likely to continue as the Government of Vanuatu implements more elements of its ADB-funded CRP. Annual growth in real GDP for the decade to 2000 has averaged 3%, some 0.4 percentage points above the corresponding growth in population (ADB, 2001). As a consequence, per capita GDP has increased only marginally. The period beginning in 1997 has not provided the expected immediate outcomes that could be due to a multiplicity of factors and does not yet necessarily suggest a failure of reform activities.

National economic growth has been uneven. The slow growth of GDP during the second half of the 1980s subsequently picked up from 1989 onwards. However, by the end of 1990s growth had declined considerably. Real economic growth in 2001 is estimated to be negative around -0.5%. External grant aid forms a substantial part of foreign exchange receipts, representing 32 and 21 percent of current account receipts and GDP, respectively (ADB, 1997). Slow economic development can be attributed to a range of factors such as a continued dependence on a narrow range of agricultural exports; distance from world markets; limited capacity to utilise natural resources; the high cost of infrastructure; and vulnerability to natural disasters. There were also only limited training opportunities for ni-Vanuatu before independence in areas such as economics, medicine education and engineering creating problems after independence of shortages of skilled manpower in key parts of the public sector and private sector. In more recent times there has been an increase in poor governance and the misuse of public monies that has impacted on the efficiency of the public sector and reduced the potential for increased private sector led economic development.

Contrary to expectations of 'private sector dynamism' as a result of the CRP, with the 'right-sizing' of the public service in 1998 cutting public sector employment by 10% and corporatisation of some services, little change is evident in business activities. It is highly dualistic with nearly 80% of the population engaged in subsistence agriculture that contributes less than 20% of GDP.<sup>46</sup> The structure of production has changed over the last two decades; in 1983 the primary sector contributed 25% of GDP but by 1999 this had fallen to 18%

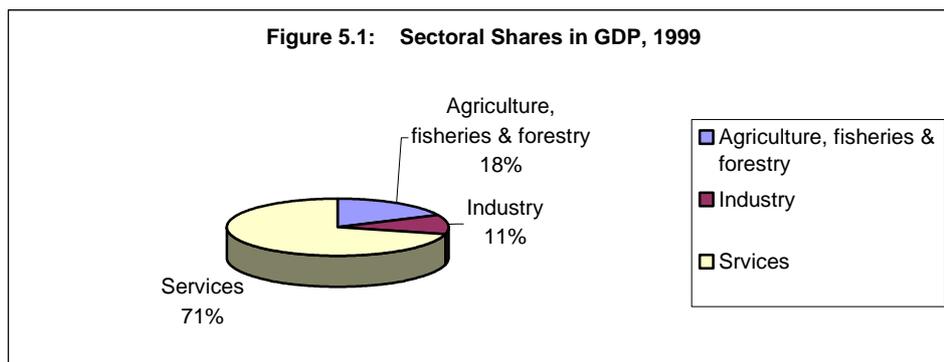
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<sup>46</sup> This implied disparity in income between rural and urban sectors is a minimum of a factor of 16; this is very large and may in part reflect the poor quality of data on rural income.

(ADB, 2001), while services increased to 70% by 2000 (World Bank, 2001) a figure similar to that of ADB (Figure 5.1). Domestic exports are low and remain constantly low, for example, a decrease from Vt185 million in April 2000 to Vt151 million in April 2001, a decrease of 18.4 %. This deterioration was attributable to decreases in copra (-0.8%), beef (19.5%), cocoa (-43.3%) and shell (-40.0%) production during the period (NSO, 2001).

The Government is forecasting economic growth of around 1% per year for 2002 and 2003, resulting mainly from higher tourist arrivals. However, the narrow revenue base, volatile nature of international commodities market, unstable weather conditions, political instability and failure to implement good governance as planned under the CRP all make such growth difficult to sustain. For example, a single cyclone together with excess rainfall in 1999 saw agricultural production fall by an estimated 11 percent. In the same year, tourist arrivals fell by 8 percent after damage from hailstorm to the sole Air Vanuatu aircraft, this followed an increase of 9 percent in 1998.

The ADB has reported in its most recent Economic Report (2001) that an assessment of economic growth potential in Vanuatu would have to rate the tourist sector as having very promising prospects. However, no matter how much the sector grows it will directly impact only a small proportion of the total population. The forestry sector is currently doing well but there are questions regarding its sustainability. Mineral exploitation is barely in the beginning stages. The fisheries resource may be too limited to promise significantly higher levels if return, with the possible exception of tuna stocks, but too little is known at present to accurately predict fisheries potential.



Source: ADB, 2001

## 5.2 Population Issues

Vanuatu's high population growth rate influences the effectiveness of every development initiative, whether this is at family, community or national level. Projections for population growth are alarming for Vanuatu (Cole ed. 1994; Marte, 1998). Population structure, density (15 persons per square kilometre; SPC, 2001), dispersion, migration and growth are all key factors in the demand for education, health, infrastructure and other services. Population growth is a major factor determining the future demand for jobs. Vanuatu's 1999 National Population Census revealed that its urban population grew more rapidly, both as a percent of the total and in numbers. These factors tend to place the country at greater risk, not only in terms of socio-economic, but of health development as well.

**Table 5.1 Changes in population characteristics**

Characteristic	1967	1979	1989	1999
Total Population ('000)	80.0	111.3	142.9	187.5
National population growth rate (%) per year since previous census	-	3.2	2.5	2.6
Percent of population under 15	44.8	45.8	44.1	42.7
Percent of population Over 65	2.9	2.9	3.6	3.4
Crude birth rate/1000	45	45	37	33
Fertility (lifetime children born/adult female)	6.8	6.5	5.3	4.5
Infant mortality less than 1 year (ratio/1000 live births)		94	45	25-26
Crude death rate/1000		-	9	6
Life expectancy Male (years)		56.0	61.5	67.0
Life expectancy Female (years)		54.0	64.2	70.0

Source: Ministry of Health, NSO 2000 and earlier census

The 1999 National Population and Housing Census provided substantial information on the national population and its characteristics. The majority of Vanuatu's population (78.5%) live in rural areas, and this proportion has decreased slightly since 1989 (81.8%). Table 5.1 shows a number of changes since 1967. However, apart from the rapid increase in population, the most notable features are the 'improvement' in social indicators: birth rate, fertility, infant mortality, death rate and life expectancy. Life expectancy for females is 70 years while 67 for males.

The pattern of migration is clearly shown in Table 5.2 by the increase in population both in Port Vila and Luganville, as a result of internal migration. This obviously places pressure on informal housing and squatter settlements as well as increased unemployment in and around the two towns.

**Table 5.2 Population growth by province 1979-99**

Province or urban location	Absolute growth			Annual growth rate	
	1979 ('000)	1989 ('000)	1999 ('000)	1979-89	1989-99
Torba	5.0	6.0	7.8	1.9%	2.5%
Sanma	19.4	25.5	36.1	2.7%	3.3%
Penama	18.9	22.3	26.6	1.6%	1.7%
Malampa	23.6	28.2	32.7	1.8%	1.4%
Shefa	26.9	38.0	54.4	3.5%	3.5%
Tafea	17.5	22.4	29.1	2.5%	2.5%
Vanuatu	11.3	142.4	186.7	2.5%	2.6%
Port Vila	10.6	18.9	29.4	5.8%	4.2%
Luganville	5.2	7.0	10.7	3.0%	4.2%

Source: NSO, 2000

Vanuatu's two main urban centres are growing fast, with Port Vila increasing in population by 4.2% per year over the inter-census period, down from 5.8 percent from the preceding 10-year period. Luganville's growth rate was 4.2 percent, up from 3.0% previously. If these growth rates are maintained, Port Vila will reach 46,000 and Luganville 17,000 by 2010.

The Australian National University projected a similar trend some years ago (Cole, 1994)<sup>47</sup>. Fast growth will place substantial additional pressures on urban services and infrastructure that are already inadequate.

The high proportion of the population between 0-14 years indicates that the rapid increase in population is likely to continue for at least the next 20 years. This highlights the pressure that will be placed on services, infrastructure and the labour market over the next 20 years at least. On the majority of islands in Vanuatu, the population is concentrated along narrow coastal strips or small offshore islands. However, the interior of Pentecost, Tongoa, Tanna and Santo in particular are all quite densely populated (1999 Vanuatu Census).

### a) Urbanisation

“Although the scale of urban developments in Melanesia is small by world standards, the problems faced by the municipal government in Port Vila is as severe as anywhere else in the world” (Cole, 1994:16). Towns and cities expand because they provide the ‘image’ of improved access to both physical facilities and employment opportunities. Port Vila could be best described (as stated by Naidu, 2000) as an ‘image’ that is a mere façade of bygone days with the current reality being urbanisation without the generation of employment and adequate facilities. For Vanuatu, the current major destinations for migrants are Port Vila and Luganville, making rapid urbanisation the single most important demographic development of recent years (Vanuatu, 1992).

The alarming acceleration in the number and the size of squatter settlements in Port Vila has brought a corresponding decrease in the capacity of health and sanitation facilities to provide even minimal facilities for these families. It is common knowledge that up to eight people share one room, and the rents for one room without water and electricity, but with access to a shared pit latrine, are frequently equivalent to 50% of the family income (UNDP, 1996). Income inequalities are growing, and poverty and vulnerability are evident in an increasing underclass of landless urban poor (World Bank, 2000). Fear has mounted since the 1990s as local landowners and illegal tenants’ clash to negotiate on land matters, for example those living in the areas of Blacksands, Eluck, and Pango. According to ADB (1999)<sup>48</sup>, Port Vila needs 3,000 additional houses, 100 primary school classrooms, and a further 3,400 jobs in the next ten years.

### b) Migration

International migration from Vanuatu is very low compared with Polynesian countries. However, rates of internal migration are very high with schooling and searching for financial security as prime factors. Families cannot generate sustainable incomes through rural resources (despite their abundance in some islands) due to lack of know-how, markets and initial capital. Land pressure, the lack of quality of services in rural areas, and the wish to experience city life are other factors causing migration to the towns. The bulk of the migrants, both males and females, are in the 20-39 years age group, followed closely by those aged 30-39 years. They are not a uniform group with some intending to be long-term residents while others better described as short-term visitors (UNDP, 1996).

## 5.3 Health

Good health is of central importance to sustainable human development. It is also closely related to the state of poverty, education, geographical location of the country (tropical

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<sup>47</sup> Pacific 2010 Project, National Centre for Development Studies, Australian National University, 1994.

<sup>48</sup> Asian Development Bank (1999) Urban Growth Management Strategy for Port Vila – Final Report, South Pacific Regional Office, Port Vila.

countries face different health challenges from those located in temperate climate); gender discrimination as well as the resources available to operate an effective health system. The First Health Development Plan (1992 – 1996) outlined the national strategy for primary health care, including the importance of a preventative rather than curative health focus; the equitable and regionally balanced distribution of health services, and the maximum participation of local communities in providing health care.

For the last three years, the Ministry has operated under a Corporate Plan and related Annual Business Plans that set out time-bound goals for the different health sections. As part of the annual planning process these goals are being systematically monitored. The considerable improvements in maternal and child health recorded reflect better overall hygiene and health understanding, as do the longer life expectancies (male 67, female 70 -1999). At the same time, the health of women and young children is a major concern as is the continuing disparity in the quality of health between rural and urban populations.

Vanuatu's health polices, like many other poor countries, must address the way in which the system's key functions are to be improved (WHO, 2000). Health problems place a major financial burden on families (not only on drugs but also on related transportation and communication) and the medical system and a high economic burden on the state. Lifestyle diseases are a concern and this is apparent by those with diabetes, heart disease or obesity. However, in some respects, Vanuatu's health system performs much better than its Melanesian neighbours.

**Table 5.3 Cross-country comparison of health indicators**

Indicator	Vanuatu	PNG	Solomon Islands	Fiji	Tonga*	Samoa*
Life expectancy at birth (years)	<b>68.5</b>	54.0	64.7	66.5	71.0	68
Population with access to safe water (%)	<b>87</b>	24	64	77	90	95
Infant mortality rate (%)	<b>2.6</b>	7.7	3.8	1.6	2.2	1.9
Underweight children (%) less than 5yrs	<b>23</b>	29	21	8	2	17
Population per doctor '000	<b>10.8</b>	17.2	7.3	1.6	3.2	2.2
Immunisation coverage (%)	<b>75</b>	60	65	97	95	92
People without access to health services (%)	<b>20</b>	5	20	0	0	0
Expenditure on health (% of GDP)	<b>3.0</b>	3.0	3.9	3.3	2.5	3.0
A\$/capita	<b>54</b>	46	68	106	110	120

\* Samoa and Tonga are in the Polynesian Group of the Pacific Islands.

Source: ADB, 2001 (data for most recent year)

Vanuatu is fortunate in that no HIV or AIDS cases have been reported so far (Vanuatu, 2000). However it was indicated by the Ministry of Health (1998) that its arrival in Vanuatu is only a matter of time, and ongoing vigilance and education programs are essential. Other common diseases that affect Vanuatu are diarrhoea, Acute Respiratory Infections (ARI), and hepatitis B infection. However, by 2000 the Expanded Program on Immunisation (EPI) has covered 90 percent of Vanuatu's population with hepatitis B being covered in the same schedule (UNICEF, 2001). Diabetes in Port Vila has prevalence higher than the incidence of malaria.

Health indicators and medical cases reported by provinces indicate that skin disease (22 percent of cases) is the major problem, followed by malaria (15 percent). Average reported cases of skin problems per person were the lowest in Shefa Province (0.8 cases per person) and highest in Penama (2 cases). Refer to map to see relative locations. Such large differentials need to be analysed for appropriate policy direction.

Non-communicable diseases risk factors associated with lifestyles – namely alcohol and tobacco use, physical activity and diet remain concerns though not serious. However, individuals in urban environment are likely to be more obese or overweight. More importantly, urban males and females were much more likely to undertake only light physical activity (11 times and 28 times more likely, respectively) than their rural counterparts (SPC, 1998). The Ministry of Health through its various programmes, advocates improvements to national health; including effective alcohol and tobacco use; physical activity and diet; improving malnutrition and oral health.

Communicable diseases that are of major concern to Vanuatu are: malaria, tuberculosis, HIV/AIDS (and other sexually transmitted infections (STI)) and other vector-borne disease. Though the prevention of malaria has improved lately, malaria remains a public health issue (UNICEF, 2001). A malaria mortality survey confirmed that Vanuatu has had no confirmed malaria deaths in 1999 and 2000 highlighting the strength of the prevention program. Annual bed nets program still ongoing in the communities with WHO providing a total of 107,939 treated bed nets since 1988. No dengue epidemics in 1999/00 while prevention and surveillance continues (WHO, 2001). Though it is reported that tuberculosis programs may prove successful in Vanuatu, and there are reasonable prospects for eradication following the introduction of DOTS (Direct Observed Treatment Strategy), these programs are facing difficulties particularly with laboratory weaknesses. Other mosquito borne diseases in Vanuatu include dengue fever and lymphatic filariasis.

The changes brought through the CRP have had an impact on the delivery of health services, with confusion caused with a move to devolve increased responsibilities to provinces without adequate resources or management capacity available centrally, confusion amongst donor programmes of best form of assistance to provide to the health sector along with inadequate donor coordination.

As a result key issues that need to be addressed to further improve the quality of health services in Vanuatu include:

- inadequacy of Government health budgets and donor coordination;
- improvements in overall health system and immaturity of health information system with improvements needed in recording and analysis of health data;
- limited numbers of specialised doctors with the health care system having to be maintained by nurses and midwives;
- difficulty of retaining trained local doctors (there are currently only nine ni-Vanuatu medical doctors);
- non-health issues such as education, sanitation ,housing and other issues which indirectly effect health; and
- need to address major reproductive issues such as persistent; teen pregnancies,<sup>49</sup> increase in numbers of STI's, the threat of HIV/AIDS, and the increasing incidence of cancers of the breasts and cervix (UNICEF, 2000).

#### 5.4 Food Security and Nutrition

Food security should not be an issue in agricultural economies such as Vanuatu, where family systems have customarily ensured that members have enough food. Quantity of food available nationally is sufficient; however there are significant differences also in food availability at household level and between urban and rural households, and also in the nutritional value of foods consumed. The major risk of food insecurity in Vanuatu occurs in the expanding urban

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<sup>49</sup> From 1997-1999 an average of 11.4% of all deliveries were recorded in the age group 15 –19 years (Marte, 1998).

communities where the adequacy and stability of food supply rely on market foods, cash incomes and the distribution infrastructure. As well, rapid urbanisation and alienation of fertile land to cash cropping have increased the demand for imported foods.

The declaration of Year 2001 by government as the '*Yia Blong Aelan Kaikai*' (Year of Local Food), indicated the importance of local food crops as being nutritious and also a source of income to rural dwellers. The importance of local food crops in the urban areas is also recognised and supported by the government, in particular by the extension of the 'Market House' in 2001, funded by the 'Agence Francaise de Development' (AFD). Nevertheless, there are also two particular concerns of food insecurity in some specific parts of Vanuatu. These concerns relate to *first*, the growing long-term deficit in domestic food production and its distribution to the general public, and *secondly*, the concentration of food insecurity among the poorest of the poor, who are overwhelmingly the unemployed, underemployed, low-income earners, land less and homeless. It is these people who suffer most from serious malnutrition, due to inadequate intake of kilojoules and other nutrients, because they lack land for cultivation of food crops and cash to purchase sufficient quantity of food items (Welegtabit, 2001).

The high prices of local food and changing food preferences contributes to families still depending on imported foods for their food security, in particular the availability of reasonably priced rice and bread made out of imported wheat. Families also have had to sell food crops for cash to support school fees and other needs. The local food which they could have eaten is sometimes substituted with cheap, often less nutritious purchased foods. Results from the National Food and Nutrition Policy Plan of Action<sup>50</sup> established in 1999 are yet to be analysed nation-wide.

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<sup>50</sup> This integrated plan also targets reduction in the prevalence of under weight children and anaemic pregnant women, and decline in breast-feeding, and the prevalence of obesity in adults.

## 5.5 Shelter, Water Supply and Sanitation

### a) Shelter

The majority (69.9%) of houses in Vanuatu were built between 1990 and 1999, followed by 18.2 percent between 1980 and 1989 and 8.0 percent 1970 and 1979. Only 3.8 percent of all houses were built before 1970 (Vanuatu, 2000). This reflects Vanuatu's susceptibility to cyclones and also that most houses in rural areas use local bush material and do not survive cyclones. Vanuatu's building code is only used on government and commercially authorised constructions, and is not being observed in the communities. This provides another perspective on how rural dwellers are more disadvantaged than most of those in urban areas, no adequate regulations and checks on the constructions of residential houses.

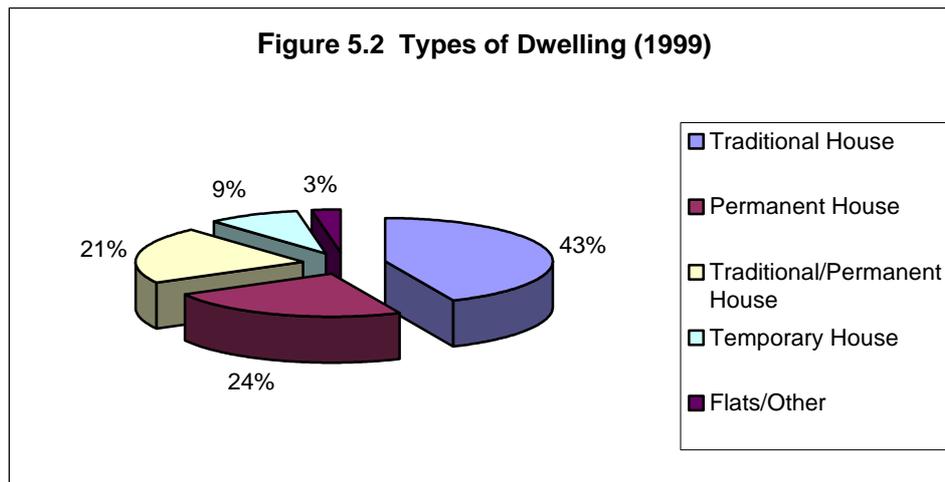
By 1999, 76.2 percent of houses in the rural areas of Vanuatu are made of traditional bush materials, compared to 69.3 percent houses in 1989. This could also suggest that there is less cash for 'modern' materials (basically cement, corrugated iron roofing and nail) for those in rural areas. The proportion of temporary houses in rural areas has risen from 2.5 percent in 1989 to 5.7 percent in 1999. Part of this reflects the increase of temporary dwellings (squatters) just outside the urban municipal areas of Vila and Luganville. The majority of dwellings in the urban areas were classified as Permanent houses (46.5%), followed by Traditional and traditional/permanent (23.9%) and Temporary houses (19.3%). The proportion of temporary house in the urban areas has decreased from 27.7 percent in 1989 to 19.3 percent in 1999.

#### Box 5.1 The Nutrition Fare<sup>51</sup>

The national focal point for nutrition education is undoubtedly the nutrition fares at Luganville Hospital, Santo (1986) and the next to the National Hospital in Port Vila (1990), under the regional UNICEF Family Food and Nutrition project. Each year over 1,000 visitors observe the fare project in action, including community workers on attachment from other Pacific countries. The fare programmes' aim is to improve the nutritional status and food supply of low-income families. The fare facilities consist of small teaching rooms equipped with low-cost cookers such as wood burning stoves and demonstration garden where centre staff teach gardening techniques which have proven viable for use in small, urban gardens, including the use of indigenous plants, and sustainable gardening patterns with low-input technologies, such as composting, crop rotation, companion planting and the use of natural insecticides.

Project activities target the families of malnourished children brought to the hospitals for treatment. Top priority is given to providing supplementary feeding for these malnourished children using foods produced from the demonstration garden together with other locally available food. At the same time, classes are held for the mothers and families of these children, where they learn the importance of nutritionally balanced diets and how this can be achieved; how to use the small sections of land, which is all many urban families have, to establish vegetable gardens and keep small animals; and ways of preparing low-cost nutritious meals for their families. In the second phase, fare staff monitor the progress of the children under their care when these return home from hospital; support family efforts to establish gardens, and generally support families as they try to create the home conditions necessary for good health. The fare's other activities include community outreach educational programmes already underway in eight Port Vila communities, and a proposed urban household gardening project that will be carried out in conjunction with staff from the Agriculture Extension Department. UNDP, 1996.

<sup>51</sup> 'Fare' is the traditional name for house in some islands of Vanuatu.



Source: NSO, 2000 (1999 National Census)

A study by ADB (1998) identified certain areas as 'Informal Housing Areas' (IHA) in and around Port Vila, and these were Elluk (Le-Lagoon), Nambatri – Upper, Nambatri – Lower, Seas-side Paama, Seas-side Tongoa, Seas-side Futuna, Melcofe, Simpolo, Ohlen, and Ohlen Matasso (ADB, 1998). However, the same report indicated growth in dwellings in other areas such as those in table 4.2, which may not be under the IHA, but are possible area of concern as far as urban sanitation is concerned.

**Table 5.4: Growth in Dwelling Numbers (1989- 97)**

Location	1989	1997	Change (%/year)
Bauerfield	179	769	+ 20%
Tagabe North	60	106	+ 7%
Namburu North	207	226	+ 1%
Nambatri West	98	200	+9%
Malapoa Res-Blacksands	499	947	+ 8%
Namburu Central	142	137	- 0%
Fres Wota	130	271	+ 10%
Malapoa Point	25	32	+3 %
Erakor – places 1,2,3, & 4	41	251	+ 25%

Source: ADB, 1998

While the critical concern regarding shelter in rural areas is that most are made of bush materials and could not stand cyclones; in the urban areas, they are issues relating to pressure on urban boundaries, social services, water and sanitation, and also the health of the residents, particularly women and children, that are worrying.

## b) Water Supply and Sanitation

Safe water is a national issue. The national level of safe water was reported by UNICEF (1998) to be 74% and the percentage of rural areas with installed water<sup>52</sup> has almost tripled in the last fifteen years to about 53% of the population (ESCAP/POC, 1995). National levels of adequate sanitation are estimated to be 45% for rural (UNICEF, 1998). Water in Port Vila and Luganville, which was privatised in December 1993, is expensive for urban dwellers. Sanitation ranges from pit, septic tank to flush toilets.

By 1999 the main sources of drinking water in rural areas are from rivers, springs and wells (26.0%), shared piped water (19.3%), community water tanks (18.5%) and household water

<sup>52</sup> Both from running source and bore-holes.

tanks (15.9%) (Vanuatu, 2000). Nevertheless, a survey by the Vanuatu National Council of Women (VNCW) (1995) shows that sanitation problems in urban areas include water pollution through human waste and inadequate disposal of household rubbish. There are inadequate sanitation facilities in the hastily erected and overcrowded squatter settlements. In some areas, up to twenty families share the communal standpipes, making the potential for the transmission of communicable diseases in these communities very high.

## 5.6 Human Resource Development

It needs a well, healthy and skilled population to plan, implement and manages appropriate services for its own people. A country's economic development requires an appropriately skilled and healthy populace, and the main purpose of economic development is to provide for the social well-being of people.

### a) Education

Education brings empowerment and allows the individual to make full use of his or her God-given talents. It is a the single most important tool for building an equitable society, but in Vanuatu the development of education has been hampered by the multiplicity of languages (80 – 100 vernaculars, two official languages and one national language - Bislama) and the dual language system (English and French) inherited from the colonial Condominium and which imposes severe cost penalties. Under the current CRP, an Education Master Plan is being prepared and tested to improve higher attainment of exam results, cost structure and access.

“Education is the key to development, the means to good health, economic security, wise use of natural resources and for acquiring the capacities which can be used in cultural, social or political activities”  
UNFPA, 1996.

Education quality is generally low in Vanuatu. A total of 101 primary schools are still classified as being remote with no access to basis services such as established roads, health, communication and commercial services (Vanuatu, 2001).

#### Literacy

“...a skill without which no man or women has access all that life has to offer.” - *The Hon Donald Kalpokas, 2000, then Deputy Prime Minister and Minister for Education.*

Primary enrolment for 2001 has increased by 4 percent from previous year's enrolment. A total of 36,482 primary students enrolled in 2001. While the male/female proportion of enrolment has improved in the last five years, male students still comprise 53 percent while female accounts for the rest, a proportion that suggests that there is male domination in primary schools.

Average pupil teacher ratio for 2001 is 23:1, however, this is much higher in urban areas of Vila and Luganville (42.8:1) that reflects less number of teachers to teach a total of 6,634 primary school children. Out of 1,537 primary school teachers in Vanuatu, 79 percent are qualified (Education, 2001). Many schools have poor building furniture, curriculum and essential material are often in short supply; teachers' housing is often poor.

**Table 5.5: Percentage of ni-Vanuatu children of school-going age attending schools**

Percentage of children within age group attending schools						
Age (years)	Male			Female		
	1967	1978	1989	1967	1978	1989
6	46	53	66	42	49	65
7	62	67	84	58	64	81
8	69	74	66	68	68	67
9	73	80	74	70	74	83
6-9	62	68	72	59	64	71
10-14	76	76	74	70	68	69
15-19	45	35	26	29	24	18
Total 6-9	62	61	60	54	53	55

Source: Statistics, 1991 (Vanuatu National Population Census, 1989 - Main Report).

Data compiled in the Ministry of Education's Annual Statistics Digest indicate that a number of children entering primary schools are under the age of six thus an increasing number are repeating class at the upper end to increase their chances of acceptance into junior secondary schools. The 1994 net enrolment rate, excluding that of underage children was 91 percent (ADB, 1997), a substantial increase on the 1989 rates of table 4.4 (above).

Improvements in primary school enrolment have not been matched at the secondary and tertiary levels, which have remained low. At the upper secondary level, enrolment rates for 15 to 19 year olds, declined for both boys and girls from 1967 to 1994 and this was mainly due to low achievement and lack of adequate facilities due to insufficient budget. Female enrolment progressively lags behind that of males at higher levels of post primary schooling. The provision of places at both secondary and tertiary levels fall far short of demand. This is mainly due to limited access for spaces in secondary schools as the population for school age children increases, as well as traditional factors, such as girls are treated as second priority to boys and that domestic responsibilities are seen to be their roles rather being invested upon. School fees at secondary schools and post secondary schools (technical colleges) also are contributing factors to this drop. Though schools at primary level are free, in most instances, 'special fees' and other accumulated costs relating to transport, consumable and household items and so forth keeps the family in search for cash income to keep the child in school.

Unfortunately it is at these primary levels that skills for personal livelihood and economic development are acquired, and knowledge for personal social development and adaptation to the modern world is gained. The lack of adequate and satisfactory provision of other educational services, such as technical and non-formal training programmes for primary and secondary school leavers, both by the formal and the non-formal education systems are a concern. In 1989, 74 percent of 12-15 year olds and 80 percent of 16-17 year olds were already out of school. Over 70 percent of children leave the education system at the end of primary school and this is a serious concern. These young people have neither employable nor other skills for survival in the modern sector. Further, the modern school system has distanced them from the way of life of their parents, and the children have not had the opportunity to acquire the values and skills for survival in the traditional village situation from their parents. Several local communities, church groups, individuals and NGOs offer limited opportunities for learning life skills through non-formal education (NFE) programs and centres.

Out of the 70 percent of young people leaving the education system at the end of primary and junior secondary school, the majority is absorbed into the rural sector without sufficient employable skills. Some join the growing number of unemployed youth in the two urban

centres. A widening gap between supply and demand for formal sector jobs is evident. Some 3,500 school leavers enter the workforce each year with less than 1,000 new jobs being created each year (ADB, 2001). The stagnant declining rural sector is not in a position to absorb most of the extra workers, hence many of the youth will continue to move to the urban centres in search of better education and employment opportunities. Given the constraints on finance, teacher training and geographical spread of the population, additional and vital demands place a real challenge on the Vanuatu education system. 77 percent of total students who complete urban-based primary schools pass to secondary schools, while only 29 percent from rural-based primary schools (Vanuatu, 2000). This situation requires specific attention by the government.

Improved educational planning and management is necessary in Vanuatu to help satisfy the demand for human skills in a modern economy with scarce resources. While the education system has been slow in producing university graduates and the equivalent, there is also a dearth of blue-collar skilled workers for urban industries, and persons with know-how required for a dynamic agricultural and rural sector.

The 1999 Census reported that of the population aged fifteen and above, 28.5 percent had no formal qualification and 35.5 percent had achieved a Primary School leaving Certificate as their highest qualification. The proportion that had a Year 10 certificate as the highest was 8.5 percent, Vocational Certificate was 1.5 percent, while only 1.4 percent held a Post Secondary Certificate (Teachers college/nursing school). Only 1.4 percent had attained a university qualification (NSO, 2000). The Government's policy statement recognises the need to encourage gender parity in educational enrolment at all levels. This is evident in enrolment data on young children commencing formal schooling both at pre-school and at primary school levels. The improvement in gender ratios of recent intakes to almost 50 percent is noted (NZ High Commission, 2001), and this is evident by an enrolment proportion of 48.3 percent for females in 2001 (Vanuatu, 2001). However, the disparity in education levels between males and females increases slightly at the secondary school level. Only one out of every four university scholarship holders in 1994 was female and by 1999, only 36 percent out of total tertiary-qualified ni-Vanuatu are women.

**Table 5.6: Ni-Vanuatu aged 15 years and above by qualification, 1999**

Highest Qualification	% of total
Never attended school	18.0
Kindergarten	0.6
Primary	55.5
Secondary	20.7
Vocational School	2.0
Post Secondary	1.9
Tertiary (university)	1.3

Source: NSO, 2000 (1999 Census Report)

The disadvantaged situation of girls has begun to be addressed but will take some time to show effect at the tertiary scholarships level. A small proportion of school leavers attend Rural Training Centres (RTCs). There are currently 44 RTCs, which were established and are funded by communities, churches and private interests. They offer vocational and technical training programmes to young people that offer skills for employment in the rural areas. The Vanuatu Rural Development Training Centres Association (VRDTCA) guides development and improvement of the rural training systems. However these centres are often faced with resources constraints to obtain appropriate training materials, tools and building facilities improve their programs. Teachers are often volunteers and not trained-teachers.

## 5.7 Poverty, Safety Nets and Special Protection Measures

### a) Poverty

While poverty, as known in other parts of the world, does not exist in Vanuatu (Welegtabit, 2001), it is the poverty of opportunity that is a more encompassing image in Vanuatu like in other PICs (UNDP, 1999). This is borne out in many ways, such as the high but disguised unemployment and a small but emerging subculture of youth crime and despair

(Box 4.2). A recently made youth documentary by the Vanuatu Cultural Centre '*Kilim Taem*', provides vividly the issues facing Port Vila's youth today. This includes unemployment, theft, teen pregnancies, inadequate shelters, and the pressure that these youth places not only on family homes they live in, but the social disorder, despair and shame that they cause on these families.

Food poverty measured in terms of affording the least expensive but sufficiently nutritious basket of food for survival is becoming prevalent in the Pacific particularly in urban and peri-urban localities. Poverty of housing as in the presence of overcrowded and substandard housing has become a feature of PICs (Naidu, 2001).

In the context of Vanuatu, though no poverty measures have been confirmed (ADB, 2001). However, there are two types of 'poor'. Firstly, there are those who are poor for structural reasons or those who are in the position of always having to struggle to meet basic needs. This is measured by the income they earn. Secondly, there are those who are poor in the sense of not having enough to fall back on in time of crises, such as a period of illness or crops failure. For example, family social supports, good health in the case of illness, or a sound education when there is a crop failure, so that people have the skills to look for alternative income generation projects.

#### Box 5.2: Emerging Definitions of Poverty

Poverty in the Pacific has been defined in terms of groups of people who do not have access to or the means to acquire knowledge, basic services and facilities that is their right. That is, they do not have the opportunity to attend school or they have never had the opportunity to evaluate the benefits of education and therefore do not attend school even through it is accessible (ODA 1995).

The National Workshop on *Poverty Alleviation and Women in Development* (November 1995) in Vanuatu, defined poverty in terms of the position of women and other disadvantaged groups, and their access to basic needs, infrastructure, employment, life expectancy at birth, mobility, freedom of expression, human rights, personal security, legal rights and protection of women and the needy, family health and welfare, land ownership rights and other factors including physical location, isolation and social-economic status of women and the poor and access to credit in the community.

Source: UNDP, 1996.

The Vanuatu Sustainable Human Development Report (1996) added another element to the dialogue of what contributes to vulnerability. Vulnerability includes a lack of ability to mobilise social resources, which could be used to address common problems. Disadvantage in the Vanuatu context refers to a more general handicap than income, namely the lack of opportunities in rural areas to improve one's lifestyle, to have access to social services to sufficient standard, or to be able to choose to take up paid employment (UNDP, 1996). Poverty reduction in the Vanuatu context would then mean reducing the gap between urban and rural standards of living, and between rich and poor urban residents. And like other PICs, the only other way to meet Vanuatu's material aspirations and prevent poverty is to stimulate the informal sector and increase opportunities for self-employment.

#### b) Safety Nets & Social Protection Measures

Gardening, fishing, animal farming, carpentry and handicraft making are the main avenues of activity of the rural population. These activities, together with the traditional kin-based economy, provide for an adequate lifestyle for most people. Absolute poverty may be unknown, but 'poverty of opportunity', however, is common, particularly among the young, women and those in the outer islands.

## CHAPTER 6 – RESOURCE MANAGEMENT AND THE ENVIRONMENT

Given the heavy reliance of the majority of the population on the use of the country's natural resources, this chapter concentrates on the management of resources including environmental sustainability and waste management.

### 6.1 Resource Management

Agriculture, fisheries and forestry combined accounted for 23% of GDP in 1999, with agriculture alone accounting for about 16%. At least 80% of the population depends directly on agriculture for their livelihood, with subsistence production the most important element. Most ni-Vanuatu people rely on the production from this sector to meet their basic needs for food and shelter, with sales of surplus commodities generating the cash income necessary to obtain daily essentials such as sugar, salt, matches and kerosene and to contribute to the cost of education and other services. Commercial agriculture is relatively small although it is important for facilitating the export of produce, generating employment and providing a market outlet for smallholder production such as copra, beef and cocoa.

The most recent ADB economic report (2001) indicates that agriculture will continue to provide the most potential for broad-based, equitable economic growth, but that this potential will only be realized if there continues to be reform, with some redirection of support to promote smallholder agriculture production along with increased emphasis on traditional food crop production and smallholder cattle production.

There is a need for national agricultural policy to help guide future development and increased support for extension work. With 80% of the population involved in agriculture there is a need for increased training to ensure that they can effectively move into improved commercial production and contribute to the private sector led growth that is a cornerstone of the CRP.

Vanuatu earns export revenue (Vt125 million or 3.5% of total exports in recent years) from the sale of marine products (primarily trochus shell products) as well licence and access fees from foreign fishing vessels fishing within the country's EEZ. Revenue from this latter source was worth Vt82 million in 2000, an increase on recent years. The domestic fishery, reef and coastal, plays an important role in the rural economy providing nutrition and income – earning opportunities. With management of the reef and coastal resources devolved to the provinces and traditional ownership with the communities there is a need for co-management and coordination to ensure the long-term sustainability of this resource.

Although forestry is of lesser economic significance in Vanuatu than in PNG, Solomon Islands and Fiji, it does make an important contribution to the national economy and the smallholder livelihood. Some 36 % of the total land area of the country is forested, although the majority of this is not suitable for commercial use due to the poor quality of the timber and difficulty of gaining access. As with agriculture there is a need for an updated forestry policy with an emphasis on promoting sustainability and maximisation of earnings for land owners. As part of the development of a revised policy is the need for an updated forestry inventory so there is a more accurate picture of the size of the resource.

While development of the mining and minerals sector is still at an early stage, geological surveys show that there is good potential in Vanuatu and some exploration efforts are already

underway. It will be important that ways are found for ensuring maximum ni-Vanuatu participation in the development of the mining sector as it occurs.

## 6.2 Environment & Waste Management

### a) Environment

The territory of Vanuatu is comprised by 80 islands, of which only 65 are populated. Total landmass is recorded at 121,244 km<sup>2</sup>, of which 41 percent is classified as 'cultivable land' although only 14 percent are utilised (Marte, 1998). Future generations of indigenous ni-Vanuatu are entitled to expect that their cultural and environmental heritage be handed on to them intact. There is a corresponding responsibility on the shoulders of every generation to respect this entitlement of their successors. Every island has its own variations on ni-Vanuatu custom and its relation to the environment thus there is always a need for a collective effort by leaders – traditional and modern, local and national – to reconcile custom with Vanuatu's changing needs and the changing global environment with which future generations must contend.

Vanuatu's natural environment is currently under threat by way of natural disaster, unsustainable development and climate change. Soil erosion has been a problem in small islands such as on Aneityum Island<sup>53</sup> and has worsened in recent years from a combination of continued logging and the extensive and uncontrolled use of fire to clear vegetation for gardens (Miller and Lambrechtsen, 2001). Landslides caused by heavy rainfall and earthquakes are also a concern<sup>54</sup>. Accelerated development, if unregulated, could cause irreversible environmental damage. The government's environment unit has encouraged and assisted rural communities to preserve their land and sea environment, such as underage coconut crap (*birguslatro*) and turtle. However, there must be continuous dedication by all agencies of the government and also the communities themselves for this effort to be sustainable. Even more, there is a concern that scientists, medical researchers, nutritionists and pharmaceutical companies are exploiting cultural knowledge of plant, animals and environment, without any benefit being returned to the indigenous people (Environment Unit, 2001).

The urban environments of Port Vila and Luganville are important for both residents and tourists. Both municipalities have embarked on environmental programmes such as beautification projects and cleaning campaigns; however, these need to be maintained. Critically needed is the improvement to sewage treatment and reduction of pollution in the harbours and lagoons near urban centres and the promotion of an attractive and safer environment. Other aspects meriting attention are footpath design and maintenance, public area enhancement and storm water management. Importantly, Vanuatu remains under threat over the loss of its biodiversity due to clearing of vegetation and agricultural activities and poor management of land and water systems, such as clearing of and over use of land within water catchments, over extraction of water, wild domestic stock fouling rivers, streams and springs and the impact of introduced species, and the *Tilapia* and *Gampusia* in particular, on the distribution and abundance of native fauna (Environment Unit, 1999).

Measures to protect coastlines such as the banning of coral and sand mining from beaches, and the preservation of mangroves and sea-grasses should be encouraged. Mangroves protect coast from erosion, serve as habitats for young fish species, buffer wastes discharged to the sea, etc. While coral and sand mining are not common, related legislation must be in place to

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<sup>53</sup> Aneityum Erosion Control Project funded by NZODA.

<sup>54</sup> Example, dated 2 January 2002 (7.2), which caused landslides and damaging roads and bridges on Efate Island.

protect future large quantity extraction. Provincial governments should consider including such provisions in their bylaws, Port Vila and Luganville Municipalities to work with the central government to protect urban shorelines. Necessary institutions of the government should monitor and report on developments in global knowledge concerning greenhouse impacts including climate change and sea level rise. Communities should develop and implement risk reduction programs with support from National Disaster Management Office (NDMO) and other technical agencies. Priority needs have been identified lately by the World Meteorological Organisation (WMO) and these are: a) improved severe weather warning service and; b) seasonal climate information prediction services (WMO, 2001).

Community education about sustainable marine resource use is critical, particularly as community members (if they control access to the resource) can balance the cash now, against the longer term security of communal resources. Some leading communities, with good and strong leadership and community based organisations (CBOs) which advocate resource management, have been working with the Environment Unit to establish protected areas, such as the Big Bay Conservation Area. Chiefs have used their traditional authority to ban fishing for certain period of time, however, legislation are urgently needed to support their effort.

#### **b) Waste Management**

Water pollution in Port Vila Harbour and the nearby Erakor/Ekasuvat/Enten lagoon system is serious. The probable cause of the high pollution loads is the lack of a sewerage system and poor management of many individual septic tank systems, which empty into the lagoon. Town planning in Vila has been deficient. The pollution of Erakor lagoon near Port Vila is widely considered to be Vanuatu's most serious urban environmental problem, and requires early attention for reasons of health and tourism development. At present, uncontrolled nutrient discharges – nitrates and phosphates from sewage, septic outflows, siltation, industrial waste, etc. – combined with poor natural flushing of the lagoon are even more serious than bacterial contamination, which is nudging the limits of world standards (World Bank, 2000). Solid waste management is a serious problem in both main urban centres. A lack of land use planning is leading to future problems (i.e. forest clearing for cattle rather than rejuvenation of old pastures). Soil erosion is said (World Bank, 2000) to be serious in logged parts of Tanna, Tongoa, Pentecost and Paama.

The safe disposal of solid waste is a significant problem for many communities. In north-Ambae for example much of the waste is disposed of in a coastal lake where water is drawn for the community, as well as damaging the environment. Addressing solid waste disposal issues is a moderately high priority for many islands. Continuing health hazards from wastes is a concern, and already is from timber wastes (sawing sites and timber factories), the waste oils from power generation plants and landfills (municipal waste disposal) (SPREP, 2000).

#### **c) Natural Hazards and Disaster Management**

Located between 13 and 20 degrees South, Vanuatu is highly exposed to tropical cyclones. On average, one damaging cyclone passes through its waters every year, and periodic larger events like Uma (1987) and Prema (1993) cause extensive damage. Whilst usually killing relatively few, on the worst affected islands they render thousands homeless by damaging houses, schools and public buildings, flooding gardens and destroying most commercial and subsistence crops, and wrecking many of the small coastal vessels on which fishing and local transport depend.

The islands of Vanuatu lie along the New Hebrides Trench, an area of high tectonic activity along the eastern edge of the Indo-Australian tectonic plate, on the Pacific 'Ring of Fire'. The

country has nine active volcanoes and is subject to frequent earthquakes with on average five events of at least magnitude 6 occurring every year. Secondary effects of this seismic activity include landslides (also caused by rainfall) and tsunamis.

Finally, most communities also face hazards due to environmental degradation, caused by unregulated natural resource extraction and pollution of their land and water resources by logging and mining operations. The socio-economic impact of all these hazards is multiplied when overlaid by the high degree of vulnerability due to the small size of the country, the remoteness of some communities, the lack of infrastructure and fragility of their island environments, the degradation of traditional coping mechanisms, high population growth and low human development indicators.

During the ten years from 1990 to 1999 – the International Decade for Natural Disaster Reduction – Vanuatu experienced more cyclones than any other Pacific country, and more geophysical hazards than any country except Papua New Guinea. The estimated financial impact of the worst of these disasters is shown below:

**Table 6.1: Vanuatu Disasters (1991-2001)**

Event	Date	Islands Most Affected	Est. Cost (USD)
Cyclone TIA	Nov 91	Not known	Not known
Cyclone BETSY	Jan 92	Pentecost, Ambrym, & Efate	2 million
Cyclone FRAN	Mar 92	Efate	Not known
Cyclone PREMA	Apr 93	Ambrym, Paama, Epi, Shepherds, & Efate	60 million
Cyclone SARAH	Jan 94	Not known	500,000
Torba Earthquake	Apr 97	Malekula, Pentecost, Ambrym, & Epi	Not known
Cyclone YALI	Mar 98	Erromango, Tanna, & Aniwa	6 million
Cyclone ZUMAN	Apr 98	Banks Group, Santo	6 million
Cyclone DANI	Feb 99	Santo	7 million
Penama Earthquake	Nov 99	Pentecost, Paama, Ambrym & Epi	9 million
Landslides	Dec 99	Paama	Not known
Cyclone PAULA	Feb-Mar 01	Malampa & Shefa	Not known
Cyclone SOSE	Apr 01	Santo, Malampa, Shefa & Tafea	Not known
Lopevi Eruption	Jun 01	Paama & SE Ambrym	Not known

OCHA ranks Vanuatu twelfth in the whole Asia and Pacific Region, for the frequency and severity of its natural disasters. But the statistics do not show the multitude of often unreported small disasters such as localised landslides and floods, that have a disproportional impact on the poorest and most isolated communities. Cumulatively, these minor disasters are probably a greater impediment to sustainable development than the dramatic major calamities that affect the whole country periodically.

Having outlined the reasons for Vanuatu's vulnerability, it is also true that rural island communities do show remarkable resilience, and are able to survive serious setbacks without external assistance, by switching to alternative sources of food when their crops are destroyed, for instance. But recovery, especially in remote areas, is often slow and adverse effects can linger for years. Each disaster impacts upon national development, as scarce resources must be diverted into short-term disaster relief and subsequently into longer-term recovery efforts. They also have a perceptible effect on the economy, as agriculture, trade and tourism decline, and recover only slowly. For example, for several years after Cyclone Uma, Vanuatu had a growth rate of -9 %.

In spite of its high vulnerability and the obvious cost of disasters in Vanuatu, disaster management is not seen as a real development issue by senior public servants, and is not

accorded a high priority, except for the response after an event. This lack of importance and consequently, of resources and energy, has prevented the national disaster management system from moving beyond its response-based orientation, away from the direct provision of relief, damage assessment and a measure of relief coordination at national level, to a system primarily concerned with preparedness and mitigation.

This is not to ignore disaster response or preparedness, as the credibility of the NDMO and the rest of system rests on its performance in response, and in the provision of effective guidance and warnings before a disaster strikes. Communities, both rural and urban, may currently lack the knowledge or capacity to mitigate the impact of natural hazards, but they can get prepared, if they receive accurate and timely warnings. Any disaster warning system must therefore be coordinated nationally and closely integrated with regional and international warning systems. Above all, it must be able to disseminate a straightforward message quickly and comprehensively at local level.

Disaster management can help people meet their basic needs, if its emphasis is on community mitigation programmes. High population growth and development for tourism or industrial purposes are putting pressure on land. Scarcity of land can lead to unsuitable use of that land, accelerating environmental degradation and increasing the vulnerability of some groups in society. Priority for mitigation measures should thus be to reduce the vulnerability of these groups.

Based on this analysis the key issues to be addressed include:

- Need to update the National Disaster Plan. Vanuatu does have a disaster management system, with a National Disaster Plan and a National Disaster Executive Committee (NDEC). However, the NDEC meets only during disasters, and the capacity of the NDMO is weak due to poor management, insufficient funding and lack of influence. Operational Support Plans are needed for every major hazard, and every island facing a specific risk. Few have been prepared and, where they do exist, they are not useful because they are not disseminated to the communities that need them, or regularly exercised and updated. If there is any active disaster management, then the focus at every level is on response, to lesser extent on readiness, and hardly at all on reduction or recovery. Key implementing roles in response and readiness are given to the police force, the Red Cross, and to NGOs including the umbrella group, VANGO. Whilst they do not lack commitment, all have limited capacity – particularly outside the capital – to fulfil the roles assigned to them.
- To formulate and implement effective strategies to reduce the vulnerability of rural communities in transition. Although rural communities in Vanuatu are highly self-sufficient, with proven coping mechanisms for most natural hazards, the pattern of disasters is changing, along with people's lifestyles. Whilst no longer completely traditional, neither are they truly modern. As many people gravitate to more developed areas and patterns of life, their communities enter an almost perpetual transition phase between the two. In the process they lose their knowledge of traditional coping mechanisms as well as their incentive to maintain self-reliance, and are increasingly dependant on government assistance.
- To address management issues relating to the development process that is largely spontaneous and unguided, can make the country more, not less, vulnerable to natural and man-made hazards. For instance, in Port Vila and Luganville where development is largely unplanned and unregulated, building codes are not legislated or enforced, and the quality of construction materials and standards are variable, this lack of management may be creating a potentially fatal combination on the margins

of these growing urban areas.

## CHAPTER 7 - CONCLUSIONS

As was noted in the Chapter One, the CCA has several objectives including gaining a deeper knowledge of the development challenges and identifying the broad themes for priority development attention.

In the fourth annual meeting by the representatives of the people<sup>55</sup> of Vanuatu in November 2001, Port Vila, to discuss the progress made in the reform programme, the current Prime Minister Hon. Edward Nipake Natapei, a statesman with much dignity and respect, made clear observations of past trends and the challenges ahead:

*“Much has happened....changed since then. Some of our leaders have passed on. We have had cyclones, civil disturbances; elections; changes in governments; the 20 anniversary of our Independence; ups and downs in economic growth; many new aid projects; an acceleration in the growth for our population; and sometimes political crises, even some turmoil.....but some things we did not want, such as reducing political instability, have not improved. The standard of living of many of our population has not changed, position of many women still disadvantaged, nearly half of our population is now under 15 years of age, many youth have no prospects for education or of finding employment. Our private sector is still small and not yet able to realise its potential....our health and social indicators lag behind most Pacific Countries... So what does this mean for CRP?”*  
(Prime Minister’s Office, 2001)

This highlights the trend of development Vanuatu has had since its decision to embark on a loan-related reform programme in order to improve the lives of its people. The above extract indicates that it is now Vanuatu’s immediate priority to ensure that policy development is now truly ‘people-centred’ and that such policies are implemented accordingly. It is important that Vanuatu consider its course of action by defining its policies and targets for growth, and remedying areas that will only continue to impose costs (especially social costs) to its people and begin to address development from the perspective of disparities that exist within its own people.

Despite an initial period of relative political stability there have been a number of changes of government between elections over the last ten years. The last elections were held in 1998, with two changes of government since that time. The next elections are scheduled for 30 April 2002. Government changes between elections reflect shifts in party coalition loyalties and have often been linked to poor governance issues. There continues to emerge reports from the Ombudsman’s Office of corruption by politicians and senior civil servants.

### 7.1 Development Challenges

***Governance and CRP Implementation.*** As noted in the draft ADB 2001 Economic Report, the scarcity of data and social indicators at the commencement of the reforms, makes it difficult to assess achievements made so far on the reforms. It is also acknowledged that on broad aggregates as growth in private sector investment and GDP, the reforms have had limited success. Against this background it is clear that there needs to be a comprehensive and independent impact assessment of the CRP and its performance to date.

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<sup>55</sup> Key selected people from all sectors of development meet every year to monitor the progress of the CRP; Ministers of the government, Senior Government Officials, Leaders of Civil Society Organisations, Representative of Ni-Vanuatu Businessmen, Chiefs, Women and Youth Leaders.

**National Millennium Priorities.** Since 1997 the CRP has dominated development thinking in the country, with the CRP identifying five millennium priorities: (i) improving the lives of the people in rural areas; (ii) supporting private sector growth; (iii) restoring good governance; (iv) improving participation by civil society; (v) closing the gap between the rich and the poor and disadvantaged groups.

**Globalisation.** There are many diverse views regarding the social, cultural or economic costs and benefits of globalisation for various parties. For Vanuatu and other PICs the most important challenge is to develop a better understanding of its likely impacts, consider the most realistic options and adapt to its challenges.

**Data collection and analysis.** In Vanuatu the capacity for data collection and analysis is limited. There are pockets of good data, sufficient for 'snapshots' that indicate reasonably well the current development situation at the national level. However, there are few consistent time series datasets, which allow accurate indication of trends, and there are extremely limited breakdowns of available data of all sorts by sex, age, geographic location or income group. Vanuatu has a huge task ahead to ensure that data collected from the country, and used for analysis, is more consistent.

**Population growth.** Rapid population growth, youth unemployment, urbanisation, poverty and other pressures are also reflected in the growth in youth gangs and street kids in urban centres in parts of the region. The issue of disaffected and unemployed youth is increasingly coming to public and government attention as an issue that must be addressed.

**Population Distribution.** Nearly 80 percent of the population reside in rural areas and live off the land. Limited economic opportunities in the rural sector together with the lack of cash income and the widening income disparity between the urban and rural population has led the population to drift into the major urban centres.

**Squatter settlements.** The alarming acceleration in the number and the size of squatter settlements in Port Vila has brought a corresponding decrease in the capacity of health and sanitation facilities to provide even minimal facilities for these families. It is common knowledge that up to eight people share one room, and the rents for one room without water and electricity, but with access to a shared pit latrine, are frequently equivalent to 50% of the family income. Income inequalities are growing, and poverty and vulnerability are evident in an increasing underclass of landless urban poor.

**Income Distribution.** Disparities in income distribution and access to services are widening between the rural and urban population and within urban areas for Vanuatu. According to the Household Income and Expenditure Survey (HIES) conducted in 1999, the average monthly income of all households in the country is Vt52,900 of this salaries and wages account for Vt34,200 with the remainder being made up of income from home-grown food. Port Vila households had an average monthly income of VT102,200 compared with that for rural households of Vt19,300; a difference of more than 40%. Even though data on income distribution within Port Vila are limited, anecdotal evidence suggests income variability of similar magnitudes, if not more, within these two groups.

**Income Base.** The economic and social situation in Vanuatu reflects a narrow income base, with almost 65% of GDP being generated by the service sector; just under 25% from agriculture; and 10% from manufacturing. Tourism is the main foreign exchange earner but is still largely centered on Port Vila. The majority of the rural population is engaged in agricultural production for subsistence with limited cash cropping. There is an offshore financial centre in Port Vila, which contributes significantly to the economy.

**Poverty.** In the context of Vanuatu, though no poverty measures have been confirmed. However, there are two types of 'poor'. Firstly, there are those who are poor for structural reasons or those who are in the position of always having to struggle to meet basic needs. This is measured by the income they earn. Secondly, there are those who are poor in the sense of not having enough to fall back on in time of crises, such as a period of illness or crops failure. For example, family social supports, good health in the case of illness, or a sound education when there is a crop failure, so that people have the skills to look for alternative income generation projects.

Gardening, fishing, animal farming, carpentry and handicraft making are the main avenues of activity of the rural population. These activities, together with the traditional kin-based economy, provide for an adequate lifestyle for most people. Absolute poverty may be unknown, but 'poverty of opportunity', however, is common, particularly among the young, women and those in the outer islands.

**Vulnerability.** Establishing what factors contribute to "vulnerability" in Pacific countries is part of the ongoing development debate among government, donors and NGOs. The subsistence nature of Vanuatu's economy and the enduring importance of the customary ways mean that income is not a sufficient indicator of poverty or vulnerability. Most transactions still occur outside the formal market sector, goods are shared among family members, and families have customary rights to land, which may not be enshrined in modern law.

**Health care.** Good health is of central importance to sustainable human development. It is also closely related to the state of poverty, education, geographical location of the country (tropical countries face different health challenges from those located in temperate climate); gender discrimination as well as the resources available to operate an effective health system. The First Health Development Plan (1992 – 1996) outlined the national strategy for primary health care, including the importance of a preventative rather than curative health focus; the equitable and regionally balanced distribution of health services, and the maximum participation of local communities in providing health care.

For the last three years, the Ministry has operated under a Corporate Plan and related Annual Business Plans that set out time-bound goals for the different health sections. As part of the annual planning process these goals are being systematically monitored. The considerable improvements in maternal and child health recorded reflect better overall hygiene and health understanding, as do the longer life expectancies (male 67, female 70 -1999). At the same time, the health of women and young children is a major concern as is the continuing disparity in the quality of health between rural and urban populations.

Vanuatu's health polices, like many other poor countries, must address the way in which the system's key functions are to be improved (WHO, 2000). Health problems place a major financial burden on families (not only on drugs but also on related transportation and communication) and the medical system and a high economic burden on the state. Lifestyle diseases are a concern and this is apparent by those with diabetes, heart disease or obesity. However, in some respects, Vanuatu's health system performs much better than its Melanesian neighbours.

**Nutrition.** The high prices of local food and changing food preferences contributes to families still depending on imported foods for their food security, in particular the availability of reasonably priced rice and bread made out of imported wheat. Families also have had to sell food crops for cash to support school fees and other needs. The local food which they could have eaten is sometimes substituted with cheap, often less nutritious purchased foods.

Results from the National Food and Nutrition Policy Plan of Action<sup>56</sup> established in 1999 are yet to be analysed nation-wide.

**Education** quality is generally low in Vanuatu. A total of 101 primary schools are still classified as being remote with no access to basic services such as established roads, health, communication and commercial services (Vanuatu, 2001). Primary enrolment for 2001 has increased by 4 percent from previous year's enrolment. A total of 36,482 primary students enrolled in 2001. While the male/female proportion of enrolment has improved in the last five years, male students still comprise 53 percent while female accounts for the rest, a proportion that suggests that there is male domination in primary schools.

Average pupil teacher ratio for 2001 is 23:1, however, this is much higher in urban areas of Vila and Luganville (42.8:1) that reflects less number of teachers to teach a total of 6,634 primary school children. Out of 1,537 primary school teachers in Vanuatu, 79 percent are qualified. Many schools have poor building furniture, curriculum and essential material are often in short supply; teachers' housing is often poor.

Some 3,500 school leavers enter the workforce each year with less than 1,000 new jobs being created each year. The stagnant declining rural sector is not in a position to absorb most of the extra workers, hence many of the youth will continue to move to the urban centres in search of better education and employment opportunities. Given the constraints on finance, teacher training and geographical spread of the population, additional and vital demands place a real challenge on the Vanuatu education system. 77 percent of total students who complete urban-based primary schools pass to secondary schools, while only 29 percent from rural-based primary schools. This situation requires specific attention by the government.

**NGO Contribution.** Despite a lack of resources, NGO members generally show considerable commitment and initiative to meet agreed goals. In many isolated areas, without the efforts of NGOs the quality and provision of community services would be considerably poorer. However, there is scope for improving collaboration among NGOs as sometimes they work independently when a more integrated arrangements with either the Government or other NGOs might be beneficial. In the regard, the Government could take the lead by more systematically including NGO representatives in some key decision-making meetings and ensuring that NGOs are consulted when new program ideas or national policies are being formulated. Assistance by donor partners to help NGOs strengthen their management capacity would also help address shortcoming and enable them to play a stronger development role in providing quality, appropriate and sustainable programmes.

**Human Rights.** As with most Pacific Island countries, there are numerous situations in Vanuatu where people cannot exercise their fundamental human rights, either because they do not know about them, or because the government has not recognised them. Some leaders are also prone to treat ideas of human rights and democratic values as contradictory to traditional principles and beliefs. This impinges particularly on the rights of women and children.

**Contribution of Women.** Over the years women have played effective roles in both national and community development programmes that provide the basis for social cohesiveness, social security, and family life. There is a need to reassess the effectiveness of the prevailing institutional processes and attitudes to the broader involvement of women in the economy and government. The inclusion of women in community and national decision-making forums and women's equitable access to goods, services and entitlements are crucial development issues.

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**Youth.** The population structure of Vanuatu is young with 43% under the age of 15 (Vanuatu, 2000). In Vanuatu youth is defined in a variety of ways but it generally refers to a person between the ages of 15 to 25. Social problems within communities are often seen as youth problems, and the problems have been rising in the urban areas. The pressing issues affecting young people today involve identity and self-expression, uncertainty about their future, unemployment and underemployment, and education.

**Children.** Access to good health care is the major national issue for children closely followed by access to good quality education. Vanuatu has been a leading campaigner for children's rights since 1990 when it participated in the United Nation's World Summit for Children. A National Plan of Action (NPA) was formalised in September 1995. Unfortunately, little has been done to review or maintain the currency of the Plan or for ensuring that the NPA is effective and that Vanuatu's children have been protected as committed within the various national and international policies.

**Resource management.** Agriculture, fisheries and forestry combined accounted for 23% of GDP in 1999, with agriculture alone accounting for about 16%. At least 80% of the population depends directly on agriculture for their livelihood, with subsistence production the most important element. Commercial agriculture is relatively small although it is important for facilitating the export of produce, generating employment and providing a market outlet for smallholder production such as copra, beef and cocoa.

Vanuatu earns export revenue from the sale of marine products as well licence and access fees from foreign fishing vessels fishing within the country's EEZ. The domestic fishery, reef and coastal, plays an important role in the rural economy providing nutrition and income – earning opportunities. With management of the reef and coastal resources devolved to the provinces and traditional ownership with the communities there is a need for co-management and coordination to ensure the long-term sustainability of this resource.

Some 36 % of the total land area of the country is forested, although the majority of this is not suitable for commercial use due to the poor quality of the timber and difficulty of gaining access. As with agriculture there is a need for an updated forestry policy with an emphasis on promoting sustainability and maximisation of earnings for landowners. As part of the development of a revised policy is the need for an updated forestry inventory so there is a more accurate picture of the size of the resource.

**Ecosystems.** Vanuatu's fragile ecosystems and social environment are under stress due to factors such as natural disasters, rapid population growth, changing lifestyles and consumption patterns (e.g. more western type food), and the effects of industrial development, such as on the shoreline of Port Vila. Large-scale resource depletion activities are likely to increase in the future through logging and mining. Depletion of reef resources and concentrated near-shore fishing can cause severe damage to community-based seas resources.

**Coastal fisheries.** There is a need for a more sustainable approach in the management of coastal fisheries and empowerment of local communities that have custodial rights to coastal and reef fishing resources.

**Climate Change.** There is evidence that the climate of Vanuatu is changing. In particular, it is notable that the dry season is less dry than in earlier years, with the possibility of heavy storm rains at any time, particularly during the La Nina period (between El Nino events). Cyclones also appear to be increasing in severity in parallel with global warming, causing concern in relation to future damage and loss of life.

**Urban environments.** The urban environments of Port Vila and Luganville are important for both residents and tourists. Both municipalities have embarked on environmental programmes such as beautification projects and cleaning campaigns; however, these need to be maintained. Critically needed is the improvement to sewage treatment and reduction of pollution in the harbours and lagoons near urban centres and the promotion of an attractive and safer environment.

**Loss of Biodiversity.** Vanuatu remains under threat over the loss of its biodiversity due to clearing of vegetation and agricultural activities and poor management of land and water systems, such as clearing of and over use of land within water catchments, over extraction of water, wild domestic stock fouling rivers, streams and springs and the impact of introduced species, and the *Tilapia* and *Gamposia* in particular, on the distribution and abundance of native fauna. Measures to protect coastlines such as the banning of coral and sand mining from beaches, and the preservation of mangroves and sea-grasses should be encouraged. Mangroves protect coast from erosion, serve as habitats for young fish species, buffer wastes discharged to the sea, etc. While coral and sand mining are not common, related legislation must be in place to protect future large quantity extraction.

**Natural Disasters.** Vanuatu is ranked twelfth in the whole Asia and Pacific Region, for the frequency and severity of its natural disasters. But the statistics do not show the multitude of unreported small disasters such as localised landslides and floods that have a disproportional impact on the poorest and most isolated communities. Cumulatively, these minor disasters are probably a greater impediment to sustainable development than the dramatic major calamities that affect the whole country periodically.

Vanuatu does have a disaster management system, with a National Disaster Plan and a National Disaster Executive Committee (NDEC). However, the NDEC meets only during disasters, and the capacity of the National Disaster Management Office is weak due to poor management, insufficient funding and lack of influence. Operational Support Plans are needed for every major hazard, and every island facing a specific risk. Key implementing roles in response and readiness are given to the police force, the Red Cross, and to NGOs including the umbrella group, VANGO. Whilst they do not lack commitment, all have limited capacity – particularly outside the capital – to fulfil the roles assigned to them.

### 7.3 Summary of Themes for Possible UN Support

The following key development themes and associated issues and challenges have evolved from the above process and have become the key chapters in this document:

- **Governance, society, human rights**

Since 1997, Vanuatu has been implementing a comprehensive reform programme (CRP) designed to address key governance issues, with an emphasis on improving the transparency and accountability and performance of the public sector. There remains much to be done to strengthen the key institutions of governance to promote community participation in the decision-making processes and a rights-based approach to development. Key issues are:

- advocacy, accountability and transparency of Parliament and improved participation by the community in policy making processes
- neutrality and effectiveness of public service, including better data collection and analysis, to deliver high quality services to all sections of the community, regardless of geographic location

- access to justice, addressing the interface between formal legal systems and customary law, including the role of Chiefs, and the needs of vulnerable groups, including women
- improved social protection systems, including an effective provident fund and protection for formal and informal sector workers

- **Economic and social development: equitable access to quality services**

The national development strategies for Vanuatu, as outlined in the CRP, in addition to better governance, emphasises economic reform for sustainable private sector-led growth for ensuring an improvement in the access to and quality of basic social services. There is an emphasis on the importance of equity of access with the need to ensure increased opportunities for education, improved health care and employment for girls and women. There is increased recognition in Vanuatu that there are vulnerable groups in the population, in both rural and urban settings, which face a poverty of opportunity. The high number, more than 40% of the population, falling in the under 14 years age group amplifies the pressure being placed on basic education, health, water and sanitation service delivery. Key issues are:

- macroeconomic uncertainty, the impact of globalisation and the prominence of an urban elite in most major economic activities limit wider community participation in private sector development
- disparity in education quality and access because of inadequate facilities, teacher qualifications, curriculum development, differences between urban, rural and outer island schools and traditional values which limit educational opportunities for young girls
- inadequate health and nutrition services, particularly in the rural areas with malaria a serious national concern along with increasing incidences of non-communicable diseases and reproductive health issues
- internal migration placing pressure on informal housing and squatter settlements, access for some to stable food supply and high but disguised unemployment and a small but emerging sub-culture of disaffected youth involved in crime
- equitable treatment of men and women under the law as well as access to employment and broader issues of workers rights

- **Resource management and the environment**

Vanuatu possesses significant land and marine resources. However, it also is vulnerable to natural disasters that can affect sustainable future management and rational use of natural resources. There is also evidence of environmental degradation through the over-exploitation of land-based resources such as timber. The future management and use of the country's resources requires careful planning and particular attention being paid to ensuring environmental conservation. Key issues are:

- legislation and community education to shift toward the sustainable use of marine and terrestrial resources
- threat of loss of biodiversity due to such things as inappropriate use of land in water catchment areas and impact of introduced species
- serious pollution of the lagoon and marine waters near Port Vila
- solid waste management is a serious problem in both urban centres and a moderately high priority for many islands
- Development and implementation of a new National Environmental Management Strategy, including supporting legislation.



**ANNEX 1: VANUATU & THE UN'S GLOBAL AGENDA:  
PROGRESS IN MEETING COMMON CHALLENGES**

**A) The Millennium Declaration Goals for 2015**

The Millennium Declaration is a balance sheet of international human development goals, which was adopted by the United Nations in 2000. The table below summarises the Solomon Islands achievements in these areas.

<b>Global Goals</b>	<b>Global Achievements</b>	<b>Vanuatu: Goals, Achievements &amp; Notes (Probably/Potentially/Unlikely)</b>
Halve the proportion of people living in extreme poverty.	Between 1990 and 1998 the proportion of people living on less than US\$1 (1993 PPP) a day in developing countries was reduced from 29% to 24%.	Potentially Poverty of opportunity, strong traditional culture & community/family support growth in cash employment is far less than labour force growth.
Halve the proportion of people suffering from hunger.	The number of undernourished people in the developing world fell by 40 million between 1990-92 and 1996-98.	No data.
Halve the proportion of people without access to safe water.	Around 80% of people in the developing world now have access to improved water sources.	Probably More than 74% population has safe drinking water.
Enrol all children in primary school. Achieve universal completion of primary schooling.	By 1997 more than 70 countries had primary net enrolment ratios over 80%. In 29 of the 46 countries with data, 80% of children enrolled reach grade 5.	Potentially 91% net enrolment in 1994 for all children, Education for All (EFA) policy established.
Empower women and eliminate gender disparities in primary and secondary education.	By 1997 the female enrolment ratio in developing countries had reached 89% of the male ratio at the primary level and 82% at the secondary level	Potentially 53:47 (male/female) in enrolment ratio (2001) though reduction in female at higher secondary still persists.
Reduce maternal mortality ratios by three-quarters.	Only 32 countries have achieved a reported maternal mortality ratio of less than 20 per 100,000 live births.	?
Reduce infant mortality rates by two thirds	In 1990-99 infant mortality was reduced by more than 10%, from 64 per 1,000 live births to 56.	Potentially Infant mortality rate 25.7/1000
Reduce under-five mortality rates by two-thirds.	Under-five mortality was reduced from 93 per 1,000 live births to 80 in 1990-99.	Child mortality rate under 5 yrs. old 58/1000
Halt and begin to reverse the spread of the spread of	In a few countries HIV/AIDS prevalence is showing signs of	No data.

HIV/AIDS	decline.	
Provide access for all who want reproductive health services.	Contraceptive prevalence has reached nearly 50% in developing countries.	Potentially One of the main programs under the Ministry of Health.
Implement national strategies for sustainable development by 2005 to reverse the loss of environmental resources by 2015.	The number of countries adopting sustainable development strategies rose from fewer than 25 in 1990 to more than 50 in 1997.	Potentially Vanuatu has est. National Conservation Strategy and currently working on a legislation to protect environment.

Notes: 1) Annex 2A adapted from Reporting on the Millennium Goals at the Country Level (UNDP, Oct. 2001).

**(B) CONFERENCE GOALS AND INDICATORS TO ASSESS PERFORMANCE****International conferences convened by the United Nations during the decade of the 1990s:**

- 1 World Conference on Education for All ..... Jomtejn 1990
- 2 World Summit for Children ..... New York 1990
- 3 UN Conference on Environment and Development ..... Rio de Janeiro 1992
- 4 International Conference on Nutrition ..... Rome 1992
- 5 World Conference on Human Rights ..... Vienna 1993
- 6 International Conference on Population and Development ..... Cairo 1994
- 7 World Summit for Social Development ..... Copenhagen 1995
- 8 Fourth World Conference on Women ..... Beijing 1995
- 9 Ninth Congress on the Prevention of Crime and Treatment of Offenders ..... Cairo 1995
- 10 Second UN Conference on Human Settlements - Habitat II ..... Istanbul 1996
- 11 World Food Summit ..... Rome 1996
- 12 Ninth Session of the UNCTAD - UNCTAD IX ..... Madrid 1996
- 13 UNGA - 20th Special Session on the World Drug Problem ..... New York 1998
- 14 Intergovernmental Conference on Cultural Policies ..... Stockholm 1998

**A set of Core Goals and Indicators:** A concept of 'People-centred Development' based on the collective findings of these conferences is emerging. There are many common development goals and objectives articulated at these conferences. Therefore, it may be useful to consider them as a group and identify those that typify the core values of the emerging concept. The following list has been prepared with this purpose in mind. Selected indicators that could be used to measure country performance in relation to each goal / objective are also suggested. Corresponding data for Vanuatu is shown in column 3.

Goal	Indicators	Vanuatu during 1990's
<b>1. Economic well being</b>		
1.1 The proportion of people living in extreme poverty should be reduced by at least one half by 2015	a) Incidence of poverty: Population below \$1 a day b) Poverty Gap Ratio(Incidence times depth of poverty) c) Inequality: Poorest fifth's share of national consumption	
<b>2. Social Development: There should be substantial progress in primary education, gender equality, basic health care and family planning as follows:</b>		
2.1 There should be universal primary education in all countries by 2015 2.2 Progress towards gender equality and the empowerment of women should be demonstrated by eliminating gender disparity in primary and secondary education by 2005. 2.3 The death rate for infants and children under the age of five years should be reduced in each developing country by two thirds of the 1990 level by 2015.	d) Net enrolment in primary education e) Children not reaching Grade 5 in primary school f) Literacy rate, 15 to 20-yr-olds g) Ratio of girls to boys in primary & secondary education h) Ratio of literate females to males 15 to 24 year olds i) Infant mortality rate j) Under five mortality rate k) Child malnutrition: Percentage of underweight	

2.4 The rate of maternal mortality should be reduced by three fourths between 1990 & 2015.	children under 5 years l) Maternal mortality ratio m) Births attended by skilled health personnel	
2.5 Access should be available through the primary health care system to reproductive health services for all individuals of appropriate ages, including safe and reliable family planning methods, as soon as possible and no later than 2015.	n) Contraceptive prevalence rate o) HIV prevalence rate in 15-24 year-old pregnant women	
<b>3. Environmental Sustainability and Regeneration</b>		
3.1 There should be a current national strategy for sustainable development in the process of implementation in every country by 2005, so as to ensure that the current trends in the loss of environmental resources including forests, fisheries, fresh water, climate, soils, biodiversity, stratospheric ozone are effectively reversed at both global and national levels by 2015.	p) Countries with national sustainable development strategies q) Intensity of fresh-water use r) Land area protected s) GDP per unit of energy use t) Carbon dioxide emissions	
<b>4. Social Integration</b>		
4.1 Nations should commit themselves to foster societies that are stable, safe and just and are based on the promotion and protection of all human rights as well as non-discrimination, tolerance, respect for diversity, equality of opportunity, solidarity and participation of all people.	u) Periodicity of free and fair elections v) Changes in government through an electoral process w) Voter participation in elections x) Recognition in law of the right to freedom of expression, association and assembly y) Effective legislative framework, law enforcement, prosecutions, legal profession in conformity with international standards	
<b>5. Overall Development (General Indicators)</b>		
	z) GNP per capita aa) Adult literacy rate ab) Total fertility rate ac) .....	

Source: UNDP - Human Development Report 2001

**(C) INTERNATIONAL CONVENTION AND DECLARATIONS: VANUATU POSITION IN RELATION TO GOALS AND TARGETS**

<i>UN treaty bodies currently operating:</i>	<i>Monitors the implementation of</i>
Human Rights Committee (HRC)	International Covenant on Civil and Political Rights
Committee on Economic, Social and Cultural Rights (CESR)	International Covenant on Economic, Social and Cultural Right
Committee Against Torture (CAT)	Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
Committee on the Elimination of Racial Discrimination (CETRD)	International Convention on the Elimination of All Forms of Racial Discrimination
Committee on the Rights of the Child (CRC)	Convention on the Rights of the Child
Committee on the Elimination of Discrimination Against Women (CEDAW)	Convention on the Elimination of All Forms of Discrimination Against Women

Details of the above (and other) instrument and the status of action to implement them is summarized below as reported.

<b>Name of Instrument</b>	<b>Content Highlights and Goals to Achieve</b>	<b>Status of Ratification / Signature</b>	<b>Remarks</b>
Internal Covenant of Civil and Political Rights [A: 1966, F: 1976]	<b>Rights</b> to Self Determination (people freely determine their political status and freely choose their economic, social and cultural development), <b>Equality</b> of rights of men and women, <b>Right</b> to life, Freedom from torture, cruel, inhuman or degrading treatment, slavery, compulsory labour, arbitrary arrest and detention. Equality before the law, Right to a fair trial if accused plus several other human rights. States which are party to the Covenant promote, protect, observe and take all other steps to this end.	No action yet by Vanuatu on the covenant or its protocols	No action yet by any other Pacific Island Country (PIC)
(a) First Optional Protocol	Enables <b>the Human Rights Committee</b> set up under the Covenant (HRC) to receive and consider communications from individuals in countries which are party to the Covenant who claim HR violations after all domestic remedies of HR have been exhausted.		
(a) First Optional Protocol	Abolition of the death penalty. No one within the		

	jurisdiction of a State party to the Protocol may be executed. HRC is competent to receive and consider communications from individuals unless the State party opted out of this concession at the time of ratification.		
(b) Second Optional Protocol (1989)	Abolition of the death penalty. No one within the jurisdiction of the State party to the Protocol may be executed. HRC is competent to receive and consider communications from individuals unless the State party opted out of this concession at the time of ratification		
<b>2) International Covenant on Economic, Social and Cultural Rights</b>			
[A: 1966, F:1976]	<p><b>Rights to Self Determination</b> (people freely determine their political status and their economic, social and cultural development),</p> <p><b>Equal rights</b> of men and women. Without discrimination on any ground whatsoever enjoying the following rights among others:</p> <p><b>Right to work</b>, just and favorable conditions of work, fair wages, decent living conditions, healthy working conditions, rest, leisure and social security.</p> <p><b>Right to form and join trade unions</b>, to freely pursue economic, social and cultural development. States which are party to the Covenant promote, protect, observe and take all other steps to this end.</p>	No action yet by Vanuatu	No action yet by any PIC except the Solomon Islands
<b>3) Convention on the Prevention and Punishment of the Crime of Genocide (1948)</b>		No action yet by Vanuatu.	
<b>4) Convention Relating to the Status of Refugees(1961)</b>		No action yet by Vanuatu (or any other PICs)	See note 1 below
<b>5) International Convention on the Elimination of All Forms of Racial Discrimination (1995)</b>		No action yet by Vanuatu	
<b>6) Convention on the Elimination of all Forms of Discrimination Against Women (1979)</b>		Ratified by Vanuatu	
<b>7) Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984)</b>		No action by Vanuatu (or any PICs)	
<b>8) Convention on the Rights of the Child (1989)</b>		Ratified by Vanuatu.	

<b>9) ILO Declaration on Fundamental Principles and Rights at Work (1998)</b>			
Declaration comprises the eight Conventions listed below:	All members of the ILO even if they have not ratified the conventions in question, have an obligation to respect, promote and to realise in good faith and in accordance with the constitution, the principles concerning fundamental rights which are the subject of those conventions, namely:  Freedom of association and the effective recognition of the right to collective bargaining Elimination of all forms of compulsory labour Effective abolition of child labour Elimination of discrimination in respect of employment and occupation	Not yet signed or ratified by Vanuatu	
Convention 87 (1948) Freedom of Association & Right to Organise			
Convention 98 (1949) Right to Organise & Collective Bargaining			
Convention 29 (1930) Forced Labour			
Convention 105 (1957) Abolition of Forced Labour			
Convention 100 (1951) Equal Remuneration for Men & Women for work (1951)			
Convention 111 (1958) Discrimination: Employment & Occupation			
Convention 138 (1973) Minimum Age for Work:			
Convention 182 (1999) Worst Forms of Child Labour			
<b>10) International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families [1990]</b>			
	<b>Rights and freedoms</b> including freedom to migrate for work, Freedom from forced labour, torture, practice of any religion, unlawful arrest/detention <b>Right to equality</b> before the law as citizens of the receiving country, <b>Right</b> against arbitrary expulsion, <b>Right</b> to equal pay, conditions of work, social security as citizens of receiving State, <b>Right to transfer funds.</b>	No action yet by Vanuatu.	

Notes: 1) In late 2001, there was increased pressure on PIC to sign this (and other) conventions related to refugees following several boatloads of refugees who attempted to reach Australia. Australia has offered assistance to PICs in understanding and ratifying agreements.

**D) KEY REGIONAL CONVENTIONS AND TREATIES: STATUS IN VANUATU.**

There are a number of agreements among members of the Pacific Islands Forum (16 countries plus Australia and New Zealand) and several restricted to the 14 Forum Island Countries. The status of key agreements is summarised below. The Convention on the Law of the Sea (CLOS) is, of course, not a Forum agreement but is important to the island countries. Most FICs (including Vanuatu) following the British legal system: treaties do not necessarily enter into force when ratified; entry into force requires a specific law passed by the Parliament.

Convention or Treaty	Status Overall	Vanuatu Status
<b>1. Trade &amp; Economic Co-operation</b>		
South Pacific Agreement on Regional Trade and Economic Co-operation (SPARTECA; 1980) <sup>57</sup>	Entry into force: 01 January 1981*	Ratified 24 Feb 1981; in force 26 March 1981
Pacific Island Countries Trade Agreement (PICTA; 2001)	Not in force; Signed by 9 of 14 FICs and ratified by three*	Signed 18 August 2001
Pacific Agreement on Closer Economic Relations (PACER; 2001)	Not in force; Signed by 13 of 16 Forum members and ratified by four*	Signed 18 August 2001
<b>2. Environment &amp; Resource Management</b>		
South Pacific Nuclear Free Zone Treaty (Treaty of Rarotonga; 1985) <sup>58</sup>	Entry into force: 11 December 1986; Signed, ratified & in force in 11 of 14 FICS and 13 of 16 Forum members*	Signed 16 Sept. 1995; Ratified 9 Feb 96; in force 9 Feb 1996.
Convention for Protection of Natural Resources *** Protocol on dumping Protocol on pollution emergencies	Entry into force: 22 August 1990 Entry into force: 22 August 1990 Entry into force: 22 August 1998	No action No action No action
Waigani Convention on Hazardous and Radioactive Wastes (1995) <sup>59</sup>	Not in force; Signed by 14 Forum members and ratified by ten*	Signed 16 Sept 1995; Not Ratified
United Nations Convention on the Law of the Sea (UNCLOS)****  Agreement for the implementation of the provisions of the Convention relating to the conservation and management of straddling fish stocks and highly migratory fish stocks	Entry into force: 16 November 1994; Ratified by 13 of 16 Forum members  Entry into force: 11 December 2001; Ratified by 11 of 16 Forum members	Signed by Vanuatu; ratified 10 Aug 1999.  Signed by Vanuatu; not ratified
Convention for the Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific Ocean (2000)	Not yet ratified ** Signed by 15 of 16 FFA members	No action.

\* Information from Forum Secretariat as of 28 November 2001

\*\* Requires ratification by three signatories north of 20 degrees North and seven south of 20 degrees S.

\*\*\* Convention and protocols signed and ratified by most Forum members plus France, UK and USA.

\*\*\*\* Information from Law of Sea website [www.un.org/Depts/los](http://www.un.org/Depts/los) as of 12 November 2001.

<sup>57</sup> The South Pacific Agreement on Regional Trade and Economic Co-operation (SPARTECA) is a non-reciprocal trade agreement under which the two developed nations of the Pacific Islands Forum, Australia and New Zealand offer duty free and concessional access for virtually all products originating from the developing island member countries of the Forum.

<sup>58</sup> The South Pacific Nuclear Free Zone (SPNFZ) Treaty seeks to ban all forms of nuclear testing by the Parties. Under the Protocols, the nuclear weapon states agree not to use or threaten to use nuclear explosive devices against any Party to the Treaty, and apply the basic provisions of the Treaty to their respective territories in the zone.

<sup>59</sup> The Waigani Convention was adopted by Forum Leaders in Madang, Papua New Guinea, in 1995 to Ban the Importation into Forum Island Countries of Hazardous and Radioactive Wastes and to Control the Transboundary Movement and Management of Hazardous Wastes within the South Pacific Region.

## ANNEX 2: ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
CRP	Comprehensive Reform Program
CCA	Common Country Assessment
CSOs	Civil Society Organisations
DESD	Department of Economic & Social Development
DPA	Disabled People Association
DWA	Department of Women's Affairs
ECREA	Ecumenical Centre for Research, Education and Advocacy
ESCAP	Economic and Social Commission for Asia and the Pacific
EPOC	ESCAP Pacific Operation Centre
FAO	Food and Agricultural Organisation
FICs	Forum Island Countries
ILO	International Labour Organisation
IA	Amnesty International
LDCs	Least Developed Countries
NDMO	National Disaster Management Office
NGO	Non-Governmental Organisation
NSO	National Statistics Office
OCHA	Office for the Coordination of Humanitarian Affairs
PCRC	Pacific Centre for Resource Concerns
PICs	Pacific Island Countries
RTCs	Rural Training Centres
UN	United Nations
UNCOCHA	United Nations Office for the Co-ordination of Humanitarian Affairs
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VANGO	Vanuatu Association of NGOs
VNCW	Vanuatu National Council of Women
VNPF	Vanuatu National Provident Fund
VRDTCA	Vanuatu Rural & Development Training Centres Association
VSDP	Vanuatu Society for Disabled People
WHO	World Health Organisation
WWF	World Wildlife Fund

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\* Tables only.

## ANNEX 4: TABLES OF DETAILED INFORMATION AND DATA

**Table A 1: Summary of Population of Vanuatu in 1999.**

POPULATION	1967	1979	1989	1999
Resident Population	77,988	111,251	142,419	186,678
Male	41,371	59,074	73,384	95,682
Female	36,617	52,177	69,035	90,996
Ni-Vanuatu ethnicity	72,243	104,371	139,475	184,329
Resident of other ethnic groups	5,745	6,880	2,944	2,349
Port Vila	5,208	10,601	18,905	29,356
Luganville	2,564	5,183	6,965	10,738
Rural	70,216	95,467	116,549	146,584
Malampa	17,407	23,567	28,174	32,705
Penama	13,968	18,937	22,281	26,646
Sanma	12,785	19,423	25,542	36,084
Shefa	17,633	26,860	38,023	54,439
Tafea	12,436	17,506	22,414	29,047
Torba	3,481	4,958	5,985	7,757
Percent of Population				
Under 15 yrs old	44.8%	45.8%	44.1%	42.7%
65 yrs old and over	2.9%	2.9%	3.6%	3.4%
Occupied Households	14,937	22,621	28,252	36,415
VITAL STATISTICS	1967	1979	1989	1999
Ni-Vanuatu Crude Birth Rate per 1,000	45	45	37	33
Ni-Vanuatu Total Fertility Rate	6.8	6.5	5.3	4.5
Ni-Vanuatu Infant Mortality Rate	123	94	45	25-26

Source: 1999 Population Census.

**Table A 2: Situation of Women in Vanuatu**

Situation	Most Recent Year
Women's Life Expectancy	70 <sup>60</sup>
Contraceptive prevalence rate	15
Total Fertility Rate	5.0
Births attended by trained health worker (%)	79
Literacy of women as % of males	81
Primary Schools enrolment for females in 2001 <sup>61</sup> .	48.3%
Secondary Schools enrolment of females (15-19 yrs old) <sup>62</sup>	55; (note: 1967, 54%); (1978, 53%).
Women as % of labour force	47
Women as % of paid employees	46

Source: UNICEF, Suva (2001); otherwise as indicated in footnote below.

<sup>60</sup> 1999 Population Census

<sup>61</sup> 2001 Educational Statistical Report, Ministry of Education, Port Vila

<sup>62</sup> 1989 Population Census.

**Table A 3: Public Service Employment by Department, by gender August 1992**

DEPT.	MALES	FEMALES	TOTAL	DAILY	EXPATS.
<u>CONSTITUTIONAL BODIES.</u>					
President.	6	6	12	6	-
Parliament	45	10	55	10	-
National Council of Chiefs	3	2	5	3	-
National Audit Office	9	4	13	-	1
<u>JUSTICE</u>					
Justice Cabinet.	7	2	9	1	-
Women's. Affairs	-	9	9	-	-
Public Prosecutor's Office.	4	2	6	-	1
Public Solicitor's Office.	2	2	4	-	-
Judiciary	12	7	19	1	1
<u>PRIME MINISTER'S OFFICE.</u>					
Prime Min. Cabinet	13	9	22	5	-
Attorney General.	7	7	14	1	-
National Planning.	10	6	16	1	3
Statistics.	14	8	22	7	-
Media Services.	28	10	38	5	1
Language Services.	6	6	12	2	1
Public Service Dept.	13	17	30	5	-
<u>MIN. OF HOME .AFFAIRS.</u>					
Cabinet.	12	6	18	6	-
Local Government.	31	4	35	1	-
Mobile Force	240	2	251	3	-
Police	284	38	322	11	-
Labour	19	8	27	3	-
Youth .& Sports.	17	3	20	15	-
Electoral Office.	4	3	7	3	-
Civil Status.	-	2	2	1	-
<u>MIN. OF FOREIGN AFFAIRS.</u>					
Cabinet	7	3	10	-	-
Dept. of Foreign .Affairs	14	5	19	2	-
Dept. of Immigration.	20	10	30	-	-
<u>MIN. OF AGRI. LIVESTOCK, FORESTRY &amp; FISHERIES.</u>					
Cabinet.	7	5	12	4	-
Dept. of Agriculture	185	32	217	114	2
Department of Fisheries	32	12	44	14	1
Department of Forestry	28	9	37	14	3
<u>MIN. OF EDUCATION</u>					
Cabinet.	31	7	38	21	-
Primary Education.	697	499	1196	72	1
Secondary .&Tertiary	172	104	276	6	12
Curriculum Development	30	17	47	11	2
Vanuatu Teachers College	1	1	3	-	-
Training & Scholarships Unit	3	2	5	-	-
<u>HEALTH &amp; RURAL WATER SUPPLY.</u>					
Cab.	5	5	10	3	-
Health Dept.	270	352	622	170	11
<u>MIN. OF LAND &amp; NAT. RESOURCE</u>					
Cabinet	7	4	11	2	-
Department of Lands	34	12	46	8	-
Department of Land Records	4	5	9	3	-
Department of Land Survey	36	5	41	7	-
Lands Referee Unit	1	2	3	1	-
Energy Unit	2	1	3	-	-
Environment Unit	2	1	3	-	-
Geology, Mines & Rural Water Supply	51	3	54	34	2
<u>PUBLIC WORKS, PORTS &amp; MARINE</u>					
Cabinet.	7	4	11	2	-
Department of Ports & Marine.	64	8	72	3	-
Department of Public Works	410	22	432	315	6
Department of Civil Aviation	84	17	101	46	4
<u>POSTAL SERVICES, TELCOM.&amp; MET</u>					
Cabinet.	5	5	10	3	-
Department of Postal Services.	31	12	43	3	-
Department of Meteorology	30	3	33	-	1
Conting. & Cent. Pro	8	-	8	-	-
<b>TOTAL</b>	<b>3244</b>	<b>1409</b>	<b>4653</b>	<b>991</b>	<b>63</b>

NB: These figures include only the expatriates on the government payroll. About 200 TA have been omitted. SOURCE: Department of Finance

**Table A 4: Gross domestic product per capita (Australian \$).**

Country <i>Pays</i>	1994	1995	1996	1997	1998	1999
Cook Islands	7 007	7 245	6 629	6 778	6 374*	6 509*
Federated States of Micronesia	2 705	2 782	2 617	2 608	3 062	3 051
Fiji Islands	2 608	2 789	2 926	3 138	–	–
Guam	28 324	26 795	–	–	–	–
Kiribati	731	726	756	657	718	–
Marshall Islands	2 283	2 402	2 140	2 022	2 435	2 470
Nauru	–	–	4 300	–	–	–
Niue	–	–	–	–	–	–
Nouvelle-Calédonie	21 642	24 209	22 454	21 031	–	–
Palau	–	8 143	8 889	9 530	10 921	–
Papua New Guinea	1 904	1 716	1 517	1 478	1 441	1 104
Polynésie française	22 497	23 925	22 253	21 028*	25 360	23 949
Samoa	1 172	1 294	1 361	1 838	2 142	–
Solomon Islands	1 193	–	–	–	–	–
Tonga <sup>(a)</sup>	1 957	1 989	2 331	2 149	2 259	2 437
Tuvalu	1 611	1 586	1 624	1 905	–	–
Vanuatu	1 856	1 944	1 882	1 956	2 012	–

\* Provisional figures *Données provisoires*

(a) Financial year is 1 April to 31 March *L'année financière est du 1er avril au 31 mars*

Source: SPC, 2001

**Table A 5: 1999 Population by Urban/Rural and Gender**

Location	Female	Male	Total
Urban	19,368	20,726	40,094
Port Vila	14,167	<b>15,189</b>	29,358
Luganville	5,201		10,738
Rural	71,628	5,537	146,584
		74,956	
<b>Total</b>	<b>90,996</b>	<b>95,682</b>	<b>186,678</b>

Source: 1999 Population Census, National Statistics Office

**Table A 6: Total population by gender in Vanuatu, various years**

	Persons			Percent		
	male	female	Total	male	female	total
1979	59,074	52,177	111,251	53.1	46.9	100
1989	73,384	69,035	142,419	51.5	48.4	100
1999	95,682	90,996	186,678	51.2	48.7	100

Source: 1999 Population Census, National Statistics Office.

**Table A 7: Leading causes of death in health institutions, all ages, 1988 & 1991.**

Cause	1988	%	1991	%
Respiratory	21	7	59	17
Neonatal	25	9	54	15
Cardiovascular	52	18	52	15
Senility	na	-	49	14
Malignancies	43	15	40	11
Malaria	32	11	32	9
Renal Failure	na	-	18	5
TB	27	10	16	5
Congenital Defect	na	-	15	4
Cerebrovascular	na	-	14	4
Liver Disease	21	7	na	-
COAD/Asthma	21	7	na	-
Meningitis	21	7	na	-
Diarrhoea	19	6	na	-
<b>Total Recorded Deaths</b>	<b>282</b>	<b>100</b>	<b>349</b>	<b>100</b>

Source: UNDP (1996) from Epidemiological and Statistical Summary, 1989-1991, and First National Health Development Plan 1992 - 1996,

**Table A 8: Percentage of population depending on the various natural environment for their livelihood.**

Environment	Area Coverage (percentage)	Population (percentage)	Population Density
Littoral*	0.3	0.5	19
Coral Terraces	5.0	26.0	48
Riverine Plains, Swamps and Lakes	4.0	11.0	23
Terraces and Plateaux	28.0	33.0	12
Terraces and Plateaux strongly dissected	14.0	9.0	6
Hills	6.0	2.0	3
Mountains	25.0	4.0	1
Volcano (alluvial plains)	1.0	3.0	21
Volcanic foot slopes	10.0	13.0	12
Volcanic cones and domes	8.0	1.0	1.5

Notes\* Includes Mangroves, Tidal Flats and Beach Ridges

Source: UNDP (1996) Compiled from the Vanuatu Resource Information System (VANRIS)

Table A 9: Population by economic activity, by sex (1999)

Type of Activity	Males		Females		TOTAL	
	Number	%	Number	%	Persons	%
<b>Population 15-64 yrs. old.</b>	<b>49,234</b>	<b>100</b>	<b>48,408</b>	<b>100</b>	<b>97,642</b>	<b>100</b>
<b>Economically active</b>	<b>42,072</b>	<b>85.4</b>	<b>34,298</b>	<b>70.9</b>	<b>76,370</b>	<b>78.2</b>
employed <sup>63</sup>	12,647	30.1	6,801	19.8	19,448	25.5
help family business (no pay)	821	2.0	383	1.1	1,204	1.6
Other work (no pay)	1,463	3.5	1,686	4.9	3,149	4.1
looking for work	2.0		428	1.2	1,260	1.6
Subsistence farmers	26,305	62.5	25,004	72.9	51,309	67.2
<b>Not economically active</b>	<b>6,923</b>	<b>14.1</b>	<b>13,904</b>	<b>28.7</b>	<b>20,820</b>	<b>21.3</b>
Not stated	239	0.5	206	0.4	445	0.5

Source: NSO, Vanuatu National Population Census (1999)

Table A 10: Students on Scholarship by level and Field of Study and Gender, 2000

Field of Study	Gender	Level of Study			Total
		Certificate/ Diploma	UG-Degree	PG-Degree	
Science	M	1	29	1	30
	F		7		8
Arts	M		13		13
	F		9	1	10
Education	M		26		26
	F		13		13
Agriculture	M	1	6		7
	F	1	4		5
Health Professions	M	3	9	1	13
	F	1	11	1	13
Engineering	M	7	1	1	9
	F	1	5		6
Business	M	7	29	1	37
	F	12	12	1	25
Law	M	1	32	-	33
	F	-	12	-	12
Architecture	M	3	3	-	6
	F	1	-	-	1
Other	M	-	8	-	8
	F	2	5	-	7
<b>TOTAL</b>		<b>41</b>	<b>234</b>	<b>7</b>	<b>282</b>

Source: Education (2000,) Annual Report of the Ministry of Education, Youth &amp; Sport.

<sup>63</sup> Work for pay/salary/profit.

**Table A 11: 1997 Scholarship Program Graduates by Current Occupation and Gender**

Sector	Male	Female	% Female	Total
Government	20	7	26	27
Teaching Service	9	6	40	15
Private Sector	5	6	55	11
NGO	0	3	100	3
Further	5	1	17	6
Other	3	0	0	3
Unknown	0	2	100	2
<b>TOTAL</b>	<b>42</b>	<b>25</b>	<b>37</b>	<b>67</b>

Source: Education (2000), Annual Report of the Ministry of Education, Youth & Sport.

**Table A 12: Population by province and sex**

Province	Female	Male	Total
Malampa	16,052	16,653	32,705
Penama	12,922	13,724	26,646
Sanma	17,408	18,676	36,084
Shefa	26,320	28,119	54,439
Tafea	14,474	14,573	29,047
Torba	3,820	3,937	7,757
Total	90,996	95,682	186,678

Source: NSO, Vanuatu National Population Census (1999)

**Table A 13: Cyclones affecting Vanuatu, by date, island and damage, 1991–2001**

Event	Date	Islands most affected	Number killed	Number affected	Homes lost	Est. Cost (US\$)
Cyclone TIA	Nov 91	Not known	1	Not known	50	Not known
Cyclone BETSY	Jan 92	Pentecost, Ambrym, & Efate	1	8,000	1,000	\$ 2 million
Cyclone FRAN	Mar 92	Efate	-	6,000	1,000	Not known
Cyclone PREMA	Apr 93	Ambrym, Paama, Epi, Shepherds, & Efate	4	20,000	3,000	\$ 60 million
Cyclone SARAH	Jan 94	Not known	-	Not known	Not known	\$ 500,000
Torba Earthquake	Apr 97	Malekula, Pentecost, Ambrym, & Epi	-	50+	10	Not known
Cyclone YALI	Mar 98	Erromango, Tanna, & Aniwa	-	9,000	900+	\$ 6 million
Cyclone ZUMAN	Apr 98	Banks Group, Santo	-	8,000+	200+	\$ 6 million
Cyclone DANI	Feb 99	Santo	-	Not known	Not known	\$ 7 million
Penama Earthquake	Nov 99	Pentecost, Paama, Ambrym & Epi	10	23,000	Not known	\$ 9 million
Landslides	Dec 99	Paama	-	1,600	90	Not known
Cyclone PAULA	Feb-Mar 01	Malampa & Shefa	1	Not known	Not known	Not known
Cyclone SOSE	Apr 01	Santo, Malampa, Shefa & Tafea	1	Not known	200	Not known
Lopevi Eruption	Jun 01	Paama & SE Ambrym	-	1,000+	Not known	Not known

Source: United Nations Office for the Coordination of Humanitarian Affairs, Suva (2001).