

AGRICULTURAL EXTENSION SERVICES IN MANUS PROVINCE

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ABSTRACT

The types of Agricultural Extension Services in Manus Province are outlined. How the farmers are pursuing the developments to facilitate for the attainment of their basic minimum needs on a sustainable basis are examined. Emphasis is given to the past socio-economic trends and experiences, current situation and future forecast of socio-economic conditions. Active and interactive education and training component of agriculture extension services in Manus to build knowledge, skills and attitude of target farmers are discussed.

Key words: Manus Province, agriculture extension, socio-economic trends, forecasts.

INTRODUCTION

I am grateful indeed to the organisers of the Seminar for extending me the invitation to deliver this paper on agriculture Extension Services in Manus.

On this occasion, I will present to this seminar the type of Agricultural Extension Services that are available in Manus and how Manusian villages are pursuing these developments to facilitate the attainment of their basic minimum needs on a sustainable basis. This I hope will offer some insights into Agricultural Extension Services in Manus. More importantly, I hope to share the experiences of the Manus Government and her people on the subject to help in developing a national response in relation to the objectives of this seminar.

Before discussing the subject, I consider it important that the subject is properly defined right at the very beginning so as to enable us to set out with a common perception on the subject. I want now to look at the definition of Agriculture Extension and Village.

Agriculture. - I define this as the process of developing the knowledge, skills and extension attitude of farmers so as to enable them to meaningfully and effectively participate in the utilisation and management of their land, labour and capital resources to supply their basic minimum needs on a sustainable basis.

Village - A small group of houses in a country area and larger than a hamlet.

From these definitions, I take Agricultural Extension Services in Manus in the context of this seminar to mean:

The process of developing the knowledge, skills and attitude of Manus farmers in their small groups of communities so as to enable them to meaningfully and effectively participate in the Utilisation and Management of their Land, Labour and Capital Resources to supply their basic needs on a sustainable basis.

Prior to discussing the agricultural extension services, it is important that I provide a brief insight into the current state of natural resources development and village development in Manus.

NATURAL RESOURCES DEVELOPMENT

Major natural resources activities in Manus include smallholder cash crop development in coconut, cocoa, rubber and vanilla. In the food sector main staples include taro, sago, sweet potato, banana, fish and marine products, rice and can fish and meat and poultry. We have only in the last couple of years introduced sheep into Manus.

Other income generating activities include log exports in the West Coast of Manus and exports of live fish and other sedentary resources.

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Production of major cash crops have declined whilst the export of logs and fisheries and marine resources are increasing. Meanwhile the import of natural resources based products on the other hand have continued to grow.

The Division of Natural Resources is functionally responsible for Agriculture and Livestock, Fisheries and Forestry and has lead agency status for the basic minimum needs of food, shelter and money. It has an establishment Ceiling of 37 positions and a Staff Ceiling of 22 officers.

VILLAGE DEVELOPMENT IN MANUS

Village Development in Manus is as old as the Manus man and is a process that Manusians have shaped over time through the experience and interactions of their many generations in developing their social, economic and environmental resources.

The process has continued through the years until today, where it is being carried out by 32,840 people in 192 villages comprising of 31 islands, 126 coastal and 35 inland villages including Lorengau.

Some of the primary activities which people in these villages engage in are mainly subsistence food production, shelter production, cash production, family life, education, spiritual development, sports and recreation, traditional and cultural activities, land dispute settlement, village courts settlement, community work, communication and economic transportation.

The type, intensity and management practices used to perform these activities varies from village to village depending on the available social, economic and environmental resources and factors.

The performance of these activities are facilitated and implemented by the various population groups such as individual men, women and children, families, households, clans, village communities, social and economic interest groups, government and non government workers and organisations, leaders and many more.

These activities are performed either at different times or simultaneously depending on the situation which abounds to the facilitators and implementors of the respective activities. It is important to take

note of this time element for these reasons. Firstly, unlike the other resources time is finite in that every person and or organisation has been given the same number of hours in a day, weeks, months and year in which to perform their activities.

Secondly, it is the manner in which time is used by different population groups to perform their activities. For example, if three government departments carry out 3 separate extension patrols to a village in a week then the village people will have to forgo doing other activities and devote the three days to the Government Department.

Many diverse activities are performed by individuals and organisations in almost all the 192 villages everyday and when one comes to think of it all, it is just like 192 assembly lines operating to produce quality and healthy people. The task of coordinating these processes is very difficult and challenging. Since development is all about process of peoples quality of life and in this instance the quality of life for 32,840 people, (Anonymous 1990), the task is extremely difficult.

Up till now I have limited my presentation to the subject of village development. We have seen from the definitions what village development means. Why do we talk about village development? What do we really talk about? What should be the focus of our attention? What should be our objective?

The people of Manus have attempted to respond to these questions in many ways. I want to look at how Manus Provincial Government has attempted to respond to this complex issue.

Manus Provincial Government was established in 1979 and the pioneering leaders then in working towards the goal of developing the province search for ideas to lead the province and her people at this infancy stage of the decentralisation process. Manus Local Government Council was abolished in 1982 and was gradually replaced by Community Governments commencing the same year.

The first community government was established in 1982 and the sixteenth in 1990. The establishment of community governments within 8 years demonstrates the Provincial Government's resolve in devolving further political authority to the people. Villages in Manus come under the political structure of community governments. The number of villages in each community government area var-

ies with an average of 12 villages. The distribution of villages within each community government area is duly recorded..

In Manus community governments are the lowest level of political government and consist of constituent assemblies made up of representatives elected by the people from villages in the community government area. Community governments are allocated annual budgets based on a current per capita expenditure of K13 broken down into K3 as administration grant and K10 for projects. Allocation of funds for projects is done by the constituent assemblies and villagers have an influence on this through their elected representative.

When Manus Provincial Government was established in 1979 the province already had extremely high level of social services but on the other hand had a very poor economic base. In consultation with the National Government, it received in 1980, under the National Public Expenditure plan less developed areas programme, funding for the Manus Integrated Rural Development Programme. The programme hired a team of foreign consultants who prepared the first Provincial Five Year Development Plan 1985 - 1989 which places priority on economic development. Since the province then had a very high level of social development, priority was given to economic development to work towards seeking an equitable balance between social and economic development.

The major objectives were:-

- i) increase rural income and equalize development opportunities throughout the province; and:
- ii) maintain existing standards of social services, currently enjoyed by Manusians.

In 1989 the Provincial Government instigated a review of the first five year plan to evaluate the performances and develop new plans and strategies for the second five year plan and the future. A week's planning seminar was organised for this review in 1989, attended by representative of village people, community government representatives, Provincial and National Government leaders and officers, and Non Government organisation representatives. One of the major findings of the seminar was that despite the large expenditure in economic development projects the quality of life of Manusians saw no real improvement.

The seminar was a turning point for development in Manus in that the cross section of Manus people who deliberated on the future development of Manus Province accepted the fact the "Man is the Object of Development".

It was generally accepted that the Principal Objective for development is **"TO ACHIEVE TOTAL DEVELOPMENT OF EVERY MAN, WOMAN AND CHILD OF MANUS TO THE MAXIMUM LEVEL THE PROVINCE'S RESOURCES CAN AFFORD"**.

Based on this principal objective other objectives accepted by the people were:-

"CONTROL THE RATE OF POPULATION GROWTH IN THE PROVINCE IN ORDER TO PREVENT FUTURE ASSOCIATED PROBLEMS".

"TO PROVIDE OPPORTUNITIES FOR EVERY MAN, WOMAN AND CHILD OF MANUS TO MEET HIS/HER BASIC MINIMUM NEEDS AS DETERMINED FROM TIME TO TIME".

"TO INCREASE RURAL INCOME AND EQUALISE DEVELOPMENT OPPORTUNITIES THROUGHOUT THE PROVINCE".

"TO INCREASE THE CAPABILITIES OF MANUS PROVINCIAL GOVERNMENT IN GENERATING AND ACCOUNTING FOR PUBLIC MONIES, EFFICIENTLY DELIVERING OF GOODS AND SERVICES TO THE PEOPLE, IMPROVING QUALITY OF EXTENSION WORK AND ESTABLISH AN EFFICIENT INFORMATION SYSTEM".

"TO IDENTIFY AND DECENTRALISE AUTHORITY, SERVICES AND RESPONSIBILITIES TO COMMUNITY GOVERNMENTS AND DISTRICT CENTRES TO BETTER SERVE THE NEEDS OF THE PEOPLE".

"TO ENSURE THAT THE RIGHTS AND WELL BEING OF EVERY MANUS PERSON TO LIVE AND WORK IN PEACE AND HARMONY IS RESPECTED AND PROTECTED".

The **TOTAL HUMAN DEVELOPMENT POLICY** became the principal development objective for the government for the second five year plan (1990-1994). This was the turning point because prior to this time the focus of development was directed at systems, goods and services such as

economic development, roads, hospitals, agriculture and livestock, forestry, fisheries, income generation and wage employment rather than man and his quality of life. In implementing this policy the government in 1990 adopted and identified this principal development as **INTEGRAL HUMAN DEVELOPMENT**. (Pokris 1990).

The integral human development policy maintained man as the object of development and went further to identify what his basic minimum needs were and since his continued existence depended on interacting with other people and organisations, how these needs can be facilitated on an integrated basis at all levels including each village of the sixteen electorates (community governments).

Thus in 1990 a province - wide basic minimum needs survey was designed and carried out randomly using thirty percent sample of the total 1,071 households in the province based on the 1980 census data. The survey was the first of its kind that was designed and administered by Manusians through one hundred and six leading and open ended questions. Most of the interviewers were staff of the Department of Manus while the respondents were heads of households.

Through the survey Manusians showed to the government that they had twelve basic minimum needs. These needs and need elements in order of priority on a provincial basis are:- (see Appendix 1):

NEED ELEMENTS

Need	Elements
i) Shelter	Improved Housing
ii) Spiritual Development	Self realization of the purpose of living
iii) Medical Care	Healthy person, family & community
iv) Family Life	Healthy/Happy marriage & family
v) Peace & Harmony	Self respect, caring & understanding of other people
vi) Population & Family Planning	Sustainable control & management of the population growth rate
vii) Water	Adequate supply of safe water

- viii) Food
- ix) Communication
- x) Money
- xi) Education
- xii) Land

Sufficient quality food
Improved communication network
Wise and careful use of money
Education for living
Rational & productive use of available land.

The priority ranking of needs varies on a community government basis as can be seen in Appendix 1 and the same is the case of other villages in Manus though there are variations as indicated by the respondents on a village, electorate (community government) and provincial basis. The variations and relationships depend on the social, cultural, economic, environmental resources, institutions, systems, values and forces that work from within and without the community of the respondents.

The basic minimum needs survey has brought about another system of planning for development. One that promotes the bottom up planning approach to development as compared to the conventional top down approach. The basic minimum needs approach provides the opportunity to Manusians living in their villages to participate and help to develop, direct and more importantly implement their own policies and plans.

The basic minimum needs identified here are not exhaustive and will be subject to review and change periodically. The next review is planned for 1994, the end of the second five year plan period.

The village, community government and provincial government institutions take on the role merely as facilitators.

IMPLEMENTATION OF BASIC MINIMUM NEEDS

The basic minimum needs and their need elements indicate to the village leaders, community government leaders, and provincial government leaders and planners alike the basic minimum development indicators of the people.

Leaders at various levels including the planners are then required to analyse the needs in the context of the particular situation, develop integrated strategies and translate these strategies into action programmes and projects to provide for

the basic minimum needs of the people.

For example, in the case of Improved Shelter, the Division of Natural Resources has developed a programme in which it trains people in their own environment in the operation of chain saws, production, treatment and drying of sawn timber and furniture production. On the other hand the Division of Works and Transport trains people on basic house profiling, house plans and house building. Village people having obtained the knowledge and skills then buy their own chain saws, produce treated timber from their own trees, purchase roofing iron and either with clan or hired labour build their own houses at relatively cheap prices. Three such model houses have been built to date.

For the outlying islands the villagers will be trained in sand brick production, coconut timber production and house profiling after which they will use their own resources to build their improved houses.

The emphasis is on using available resources on an integrated basis to satisfy a particular need.

Similar strategies will apply for the other needs.

In the case of money the responsible agencies including the Division of Finance, Commerce, Community Government and Natural Resources have to determine the amount of money required by households, clans, village or target groups and develop an integrated plan to enable the target group to utilise their land, labour and capital resources to generate the money to finance their basic minimum needs.

The emphasis on money in relation to Natural Resources is not to get the target groups into producing products to generate income but to educate and inform them on the options available along with the opportunities and constraints and let them (target group) to decide on what to do.

It is insufficient to address just the generation of income. Target groups have to be educated further on the wise use of money to improve and sustain their quality of life.

AGRICULTURAL EXTENSION SERVICES IN MANUS

Numerous studies, seminars and other forums have been conducted or held either directly or indirectly relating to the delivery of agricultural

extension services. The results of these studies and proceedings of the seminars have been published and distributed for information and action. This seminar is the latest of such forums, the proceeding of which should significantly contribute to reforming agriculture and the delivery of agricultural services to our farmers into the year 2000 and beyond.

Recognizing the volume of information that is already available I will restrict my presentation to what Manus Province has and plans to go about delivering agricultural extension services to farmers in the 192 villages and or census unit in the Province.

Agricultural Extension Service in Manus is policy driven in that it is tailored to facilitate the implementation of the Government's fundamental development policy of Integral Human Development.

That is to say that it must contribute to the implementation of the Integral Human Development Policy by facilitating the total development of every target farmer, fishermen and forest owners and staff to the maximum level the organizational resources can afford. This is to enable them (farmers, fishermen and forest owners) to facilitate primarily the satisfaction of their basic minimum needs of food, shelter and money as well as contributing to the other needs.

The Division of Natural Resources which comprises Agriculture and Livestock, Forestry, Fisheries and Environment and Conservation has been assigned a lead agency role in facilitating the basic minimum needs of food, shelter and money and supportive roles in land, communication, water and education.

The Division's organization structure is designed to reflect this policy emphasis on the basic minimum needs of food, shelter, money, land, education, water and communication. In the structure the priority in manpower allocations is given to the Community Government sector where our extension officers are located to serve the target farmers, fishermen and forest owners in their respective villages and community government areas. The relationship between the Division of Natural Resources and the other Divisions of the Department of Manus and the political and bureaucratic linkage are shown in appendices 2, 3 & 4.

Major constraints affecting efficient and effective

delivery of extension services to farmers include the following;

- Lack of highly trained and skilled manpower (officers and farmers)
- Poor resources inventory and farm level data
- Poor and costly market access and infrastructure
- Lack of money.

In line with the IHD policy, the Division of Natural Resource has identified human capital development and institutional strengthening as the major long term strategies to address these constraints affecting the delivery of extension services.

HUMAN CAPITAL DEVELOPMENT

Since 1989 the Division has consolidated and strengthened the programme of building the knowledge, skills and attitude of the farmers, fishermen and forest owners and staff. In so doing there has been a move from passive and extensive education and training into an active and intensive education and training system in which relevant courses, study tours, field days are organized for farmers, fishermen and forest owners and staff throughout the Province.

Major emphasis on extension staff training has been geared to developing and improving their technical skills and knowledge in primary production.

Future strategy will seek to identify potential officers and provide them with specialized training with emphasis in working with people or community field work training and secondary and tertiary production and farm management training. The same strategy will be applied to the farmers.

The active and intensive training programme for farmers is focused on a small target group of farmers selected from each Community Government area who received training in aspects of crop production, animal husbandry and processing. These we hope will give birth to lead farmers who we will then concentrate on to become catalysts for natural resources development in their respective community government areas.

The Department currently has on strength seven District Rural Development Officers under the Division of Community Government. They make up the extension services delivery team in Manus. Our long term aim is to have 16 Rural Development Officers, in the 16 Community Government areas to deliver our extension services. At the Provincial Level we will recruit and develop specialist capacities in food technology, marketing, economics, environmental management, human resource management and information as well as subject specialists.

The Division of Natural Resources has no direct decision making role over the activities of the extension officers except playing an advisory role in policy and planning, technical, legal and regulatory functions, support services and technical and professional training of the officers.

POOR FARM LEVEL AND SOCIO ECONOMIC DATA

Lack of accurate and timely farm level and other relevant socio economic data has been and continues to be a major constraint and we have attempted to address this since 1989 through the compilation of Natural Resources Profiles for each of the 16 Community Governments in the Province. The profile identifies and categorizes farm level and socio economic data into households, clans, villages and community governments basis. As at 1993 only three Community Government profiles had been completed. The rest now have become the responsibility of the Division of Community Government and should be well complimented and supported by the villages profile project under the National Government Village Services Scheme Programme.

NATURAL RESOURCES INFORMATION CENTRE

The Division of Natural Resources has established and operated since 1992 along with its Provincial Information Centre. The Centre (library) is stocked with information in the form of books, publications, report, etc., and provides access for staff to enhance their knowledge and skills ensuring that they are kept abreast of developments taking place in the Natural Resources Sector. The Resource Centre is our humble beginning of what will become our Integrated Natural Resources Informa-

tion System that would also include the Commerce, Land and Minerals and Energy Sectors.

Capacity building for the information centre is on going. Two officers have so far received practical training in Library Management with a third officer scheduled for practical attachment with DAL Library this month.

From the Provincial Natural Resources Information Centre we will then move to actively help Community Governments to establish their own Resource Information Centres.

NATURAL RESOURCES FORUMS

As a means of getting the farmers and the community to become more involved and actively participate in the process of delivering agricultural extension services we commenced last year the staging of the first Provincial Natural Resources Forum. This is attended by District Rural Development Officers, District Managers, Community Government Leaders responsible for natural resources and a farmer representative from each of the sixteen Community Governments. Our second forum will be held this year from the 2 - 6 May 1994. Community Government and the village levels as well, establish their Village and Community Government farmer associations.

RADIO EXTENSION SERVICES

We have begun on a trial basis the delivery of extension services through the radio to educate and train target farmers. This trial programme will be based on a similar concept of high school education being used by our Manus School of the Air. We believe the radio extension system has the potential to make our extension delivery system more efficient in that it will be able to reach and cover more farmers with very little cost.

FINANCIAL RESOURCES

The delivery of extension services requires the outlay of money as an enabling means and Manus like all other provinces is no exception in that very little money is allocated to fund the delivery of extension services. Money for other services and credit is also in short supply. Given these situations of scarcity our strategy has been to concen-

trate our financial resources on the human capital development programme of farmers and officers.

PLANNING FOR NATURAL RESOURCES DEVELOPMENT

Manus Province's first five year plan 1985-1989 was prepared by a team of foreign consultants with very little involvement and participation by the provincial leaders, officers and people.

The second five year plan 1990-1994 was prepared by the Department of Manus with the participation of provincial leaders, community government leaders, national agencies and non government organisations (Illagi 1990). The third five year plan 1995-1999 will be prepared by the 16 Community Governments with the full participation of community and village leaders and people base on their basic minimum needs.

Associations and extension officers using their natural resources profiles will play an important role in planning for an improved extension services system as part of the province's third year plan.

Finally, I want to conclude by emphasizing that given the past socio - economic trends and experiences, current situation and future forecast of socio - economic conditions, agricultural extension services in Manus will continue to concentrate on building the knowledge skills and attitude of the target farmers through active and intensive education and training to enable them become the implementors of their own policy based on their basic minimum needs.

We believe that agricultural production can be improved and increased through direct inputs to develop the human capital of our smallholder farmers.

REFERENCES

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Appendix 1

THE NEEDS AND NEED ELEMENTS IN ORDER OF PRIORITY ON A PROVINCIAL BASIS.

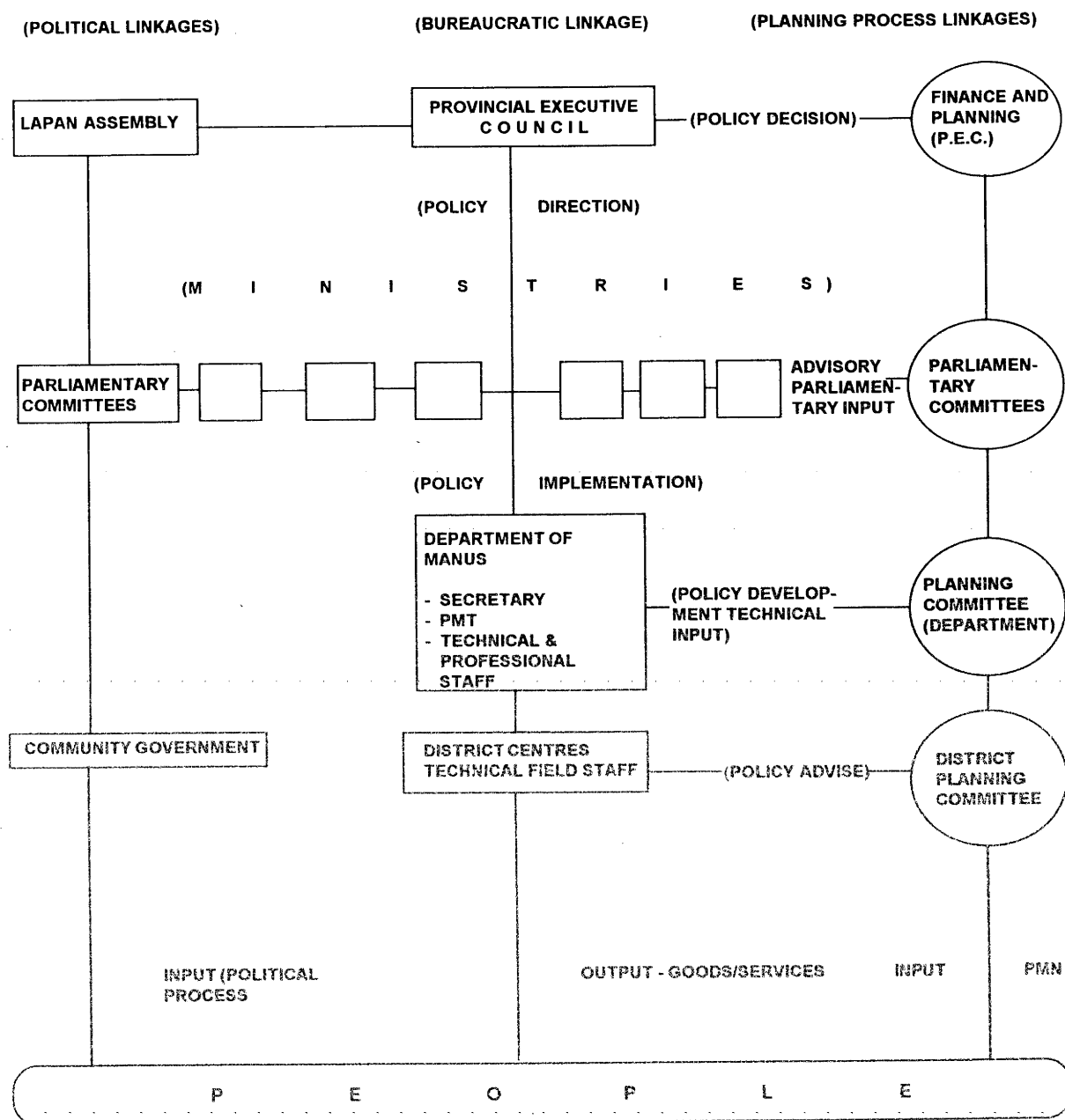
BASIC MINIMUM NEED												
Province/ Electorate:	Shelter	S/Dev	Med/Dev	Family Life	Peace& Harmony Plan.	Family	Water	Food	Comm.	Money	Educ.	Land
Province :	1	2	3	4	5	6	7	8	9	10	11	12
NWWestern	3	10	2	4	9	5	1	8	7	6	11	1
Kali Bipi	1	2	5	11	3	12	6	4	8	9	7	10
Soparibau	2	9	7	5	1	4	6	3	8	12	11	10
Tulu Ponam	1	2	9	4	6	3	12	11	10	8	5	7
Kurti Andra	1	3	4	5	2	12	9	7	11	10	8	6
Bupi Chupeu	1	5	9	11	8	4	3	10	6	2	7	12
Lelemasih	2	6	3	5	11	8	7	1	9	4	10	12
Los Negros	1	7	2	3	8	6	5	4	10	9	11	12
Nali	3	5	1	2	10	7	4	9	8	6	11	12
Pere MBunai	1	3	8	2	4	6	12	9	10	7	5	11
Ere Kala	4	1	10	7	3	2	8	9	5	6	12	11
S/Malai Bay	3	4	6	7	2	5	1	8	9	10	11	12
Balopa	1	3	5	2	4	9	10	6	7	8	11	12
Repatoana	2	3	10	4	7	9	6	8	5	1	12	11
S/Western	3	11	2	7	4	1	6	10	8	5	9	12
Lorengau	10	2	9	3	6	5	4	8	11	1	7	12
Lombrum	6	1	7	2	8	4	9	10	12	3	5	11

NOTES:

1. Lorengau and Lombrum are urban areas.
2. Provincial priority ranking of the BMNs for the Province starts with shelter and ends with land.
3. Electorates priority ranking of the BMNs are as numbered accordingly.

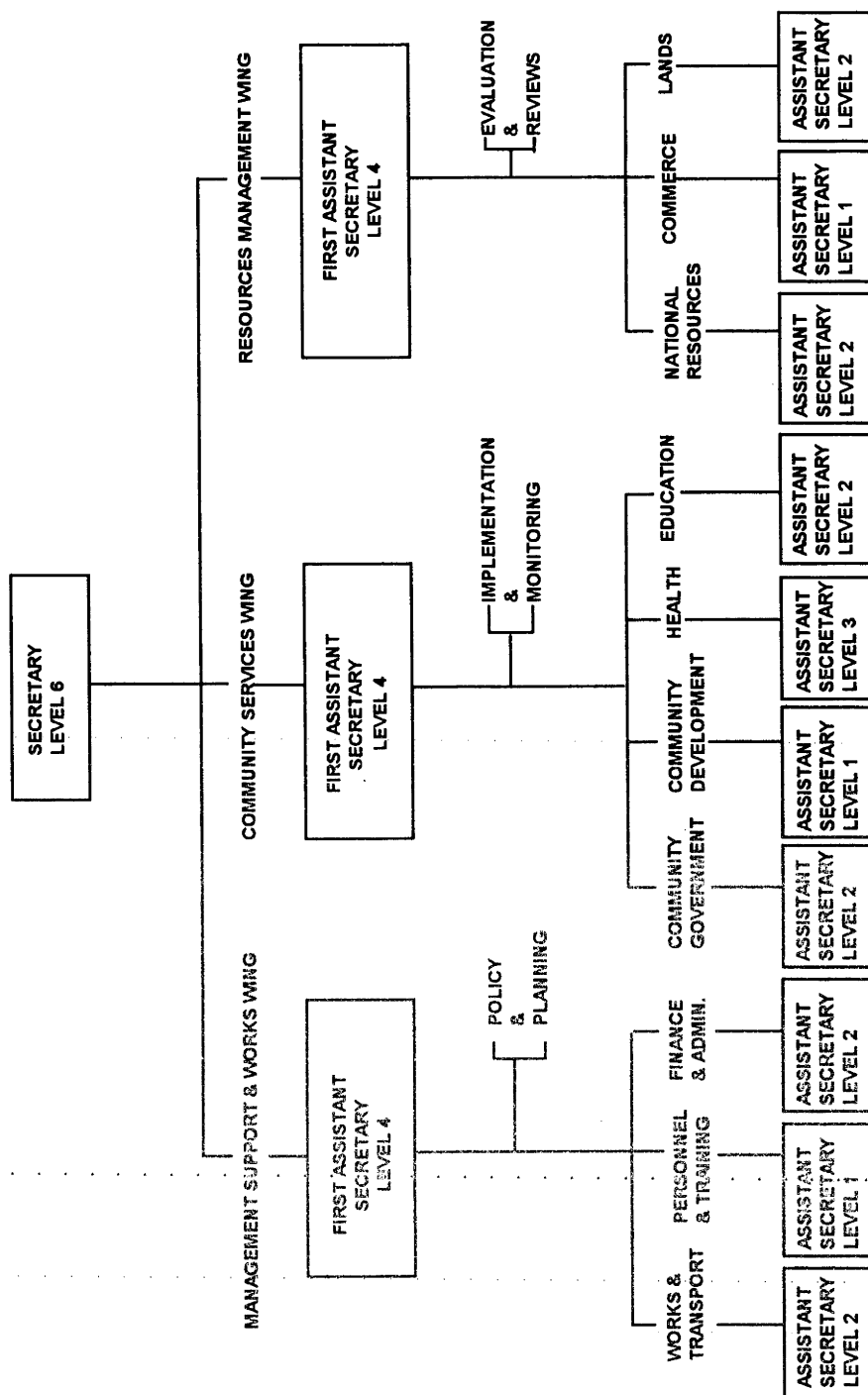
Appendix 2. MANUS PROVINCIAL GOVERNMENT

POLITICAL/BUREAUCRATIC LINKAGES



Appendix 3. APPROVED ORGANISATION AND MANAGEMENT STRUCTURE

DEPARTMENT OF MANUS



Appendix 4. DEPARTMENT OF MANUS

EFFECTIVE 20 TH MAY 1992

DIVISION OF NATURAL RESOURCES

