

# **Vanuatu Kastom Governance Partnership**

## **Design Document**

**Final**

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## Executive Summary

Australia and Vanuatu share an interest in and commitment to good governance, recognising the value of governance to the achievement of poverty reduction and other positive development outcomes. Vanuatu has a unique history of kastom governance at community levels and since Independence in 1980 has operated with two co-existent systems of governance. The opportunity to support community governance and promote kastom governance in Vanuatu's development and change context arose when assistance was sought in 2004 by the Malvatumauri Vanuatu National Council of Chiefs (Malvatumauri VNCC), in cooperation with the Australian Centre for Peace and Conflict Studies (ACPACS). Pilot workshops for community leaders on topics associated with conflict resolution, community governance and community development were held in 2005. These workshops supported the achievement of certain aspects of the Malvatumauri VNCC's Corporate Plan and were funded and supported by AusAID.

This next phase activity is a partnership between Malvatumauri Vanuatu National Council of Chiefs (Malvatumauri VNCC), Australian Centre for Peace and Conflict Studies (ACPACS) and AusAID. The Partnership aims to contribute in the long term to the goal of strengthened national and community governance in Vanuatu. Its contribution to this goal will be achieved through strengthening and extending the contribution of kastom leadership to change and development processes, with particular focus on the prevention of conflict, community governance and community development.

The activity is innovative in a number of ways:

- apart from the pilot workshops run in 2005 and funded by AusAID, no other external assistance has been provided directly to the Malvatumauri VNCC
- the partnership approach is being used to undertake a series of activities, rather than a sub-contractor model, which means that partners are responsible for joint decision-making and implementation
- this phase of the activity is being funded for a 15 month period, as part of an expected 5 year activity, subject to further analysis of the drivers of change and governance by AusAID.

The Partnership will include four elements:

- research on the value of kastom governance systems, their contribution to national and community governance and their interaction with introduced systems and values, and on associated models of community governance
- workshops/dialogue (called *storians* in the Vanuatu context and in the rest of this document) which provide the opportunity for discussions among community leaders on the contribution of kastom leadership to change and development processes and to conflict prevention, for information sharing, skills development and problem solving in a variety of leadership and governance issues, including the role of women
- provision of support for community leaders and Councils of Chiefs to enable them to build linkages with other organisations and obtain assistance to implement their respective action plans
- provision of facilities for the Malvatumauri VNCC and support for building stronger management and office administration skills in the Secretariats for the National and Island Councils of Chiefs.

## 1. Introduction

The Australia Vanuatu Joint Development Co-operation Strategy 2005-2010 (VDCS) emphasises a commitment to strengthen governance. The VDCS identifies the “key role of a vibrant civil society in strengthening governance at all levels of society, and in creating demand for good governance”; and states AusAID’s interest in “building indigenous NGO, traditional authority and community capacity”. The VDCS recognises that “community partnerships have much to contribute towards strengthening governance systems and social capital.”

The activity described here is central to Australia’s commitment to support governance through cooperative partnerships. The activity aims to strengthen one element of governance in Vanuatu that has not previously been formally supported by donor agencies – customary governance. It is also an innovative activity for AusAID, as it is providing support for a partnership which has already begun between an Australian University Centre and the national level Council of Chiefs, known as the Malvatumauri Vanuatu National Council of Chiefs. This means that the 15 month activity described in this document will not be subject to tender but will reflect elements of the whole of Government agenda, which promotes the involvement of Australian government agencies, including Universities, in the delivery of Australian aid. A decision about implementation partners for any activity beyond December 2007 will be made by AusAID during 2007.

The activity responds to a request from the Malvatumauri Vanuatu National Council of Chiefs (abbreviated to Malvatumauri VNCC) for assistance in the implementation of its Corporate Plan 2004-2008. This Plan identifies priorities for the National Council, as well as Island Councils, Area Councils, Ward or District Councils and Village Councils and individual chiefs, both men and women in the villages. For these various groups and individuals, the Corporate Plan sets out “a new direction to take and follow to further improve their roles, responsibilities and images within their respective communities”.

The development of this activity is consistent with an increasing interest at national and regional levels in the role of community and customary (described here using the Bislama word *kastom*) governance in community and national life, particularly in Melanesian countries. Of particular interest is the interaction between kastom governance systems, broader community governance frameworks and introduced systems (Government of Vanuatu in this case). Also there is interest in the value and role of kastom governance in maintaining peace and community stability and contributing to “smooth” processes of development. In rural areas of Vanuatu, where 70-80% of the population live, kastom governance is particularly important for communities, and is responsible for many aspects of village life, including negotiating land and other disputes and coordinating service provision, such as water supply, health, education, law and justice.

There is conflicting evidence about the role of women in traditional Vanuatu society, but women’s current representation in formal and customary leadership is low. While the Government of Vanuatu has ratified the UN Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and gender equality is identified as

a government policy priority, it is important that this partnership recognise and comply with the obligation to advance women's equality in a way that is sensitive to current beliefs and supported by customary leaders and the broader society. A focus of the partnership will be on ongoing research, dialogue and active learning.

Analysis of Vanuatu governance issues, particularly focussing on the "drivers of change" will be undertaken by AusAID in late 2006 and early 2007. This analysis is expected to inform Australia's support for improving governance area in future. In the meantime, AusAID has agreed to provide interim funding (for the period 1 October 2006 to 31 December 2007) as part of an expected longer-term commitment to 31 August 2011.

## **2. Background**

### ***2.1 Pilot Activity***

In April 2004, a relationship between the Malvatumauri VNCC and the Australia Centre for Peace and Conflict Studies (ACPACS) commenced informally. Communications between the two organisations over the following year resulted in a decision to pilot a series of workshops on community governance issues within the broad context of conflict resolution. AusAID agreed to provide funding support for the initial workshops in three locations in Vanuatu – Pentecost, Tanna and Port Vila. The workshops were intended to provide an opportunity for participants, various community leaders including chiefs, to consider issues of community governance, community development and conflict resolution and to gain skills related to their interaction with introduced systems and development processes.

### ***2.2 Review of Pilot Activity***

A review of this pilot phase of workshops was undertaken in April 2006 by an independent reviewer and an AusAID official. The Review endorsed the value of the workshops, based on a participatory evaluation of 33 participants. Many participants indicated that their knowledge of key issues such as governance/administration, gender, law, youth, planning, problem solving and conflict management had increased and that the workshops had led them to initiate a number of changes. The Review found a number of issues related to the delivery and focus of the workshops that would need to be strengthened if future support were provided. It also made recommendations about the value of involving other organisations within Vanuatu and the Pacific which have relevant expertise and knowledge, the need to select participants carefully to ensure women and youth leaders are reached and the need to sustain the changes introduced by workshops.

### ***2.3 Chiefs Bill***

The passing of the National Council of Chiefs Act (known as the Chiefs Bill) in June 2006 by the Government of Vanuatu provides important context for this activity. The Act confirms the role of the Malvatumauri VNCC (which was included in the Vanuatu Constitution (1980)) and identifies a number of additional functions, particularly in relation to the establishment and support for 20 Island and two Urban Councils of Chiefs. The Act increases the formal responsibilities of the Malvatumauri VNCC. These new responsibilities are accepted by the Malvatumauri VNCC but it is recognised that some "organisational strengthening" is required for them to be able to undertake these tasks effectively. There is scope for increasing their capabilities in relation to

planning, organising, coordinating, advising, administering and monitoring, all aspects of administration and management that are implied by the new responsibilities. These changes may be considered within a context of “organisational change” whereby all aspects of the organisation could be reviewed and strengthened in synergy with each other – for example, staff, systems, skills, structure, strategy, leadership style and shared values.

### **3. Design process**

The design is the result of a participatory design process involving representatives from the three partners in July 2006. A design workshop was held in Port Vila at the Malvatumauri VNCC offices on 17 to 18 July, with a total of 12 participants (3 officials from Malvatumauri VNCC, 3 chiefs from Port Vila Council of Chiefs, a representative from the VKS, 2-3 AusAID officials, 2 representatives from ACPACS). The workshop used the “appreciative inquiry<sup>1</sup>” model to develop the framework for the design. This approach identified the strengths and past achievements within the context and the partnership which could be mobilised and used to achieve the objectives for the future. Then the approach identified the steps needed to achieve the objectives and details of the processes for managing these steps.

The time available for the design process was not sufficient for the development of detailed analysis and planning, but provided an opportunity for all parties to share ideas and reach general agreement about the broad structure of the design, including the development of an agreed management structure (Annex 1).

A further session on 21 July provided the opportunity to clarify certain aspects of the design, brainstorm lists of indicative activities and identify a short list of risks associated with the activity. At the end of this session, there was a good sense of common understanding about the activity, but an agreement that several key details still required further consultation, analysis and planning, particularly details about the specific workshop content and duration and details of research topics.

This design reflects a commitment by the three parties involved in the pilot phase - Malvatumauri VNCC, ACPACS and AusAID - to build on the foundation of the relationship and develop a longer-term and more formalised partnership. The design also responds to lessons learned to date within the partnership and findings of the independent review.

As noted above the review recommended that future activities should include greater interaction with other organisations in Vanuatu and the Pacific region with expertise and experience in kastom governance issues. The design team for this activity met representatives of many of these organisations and identified opportunities for cooperation. The Vanuatu Cultural Centre (VKS) is expected to play a significant role, given its expertise on kastom issues in Vanuatu, its long-standing relationship with Malvatumauri VNCC. Other organisations with an interest in participating in the development of workshop content included: the University of South Pacific’s Law School, Wan Smol Bag (WSB), Foundation for the South Pacific (FSP), the Vanuatu

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<sup>1</sup> <http://appreciativeinquiry.case.edu>

National Council of Women (VNCW), Youth Challenge International (YCI), Vanuatu Association of NGOs (VANGO) and the Vanuatu Women's Centre (VWC). Some of these organisations were also interested in the idea of being linked to the Malvatumauri VNCC for the purposes of providing follow up information and support to Councils of Chiefs and other governance groups after planned *storians*, for example through delivery of further meetings/workshops, provision of advice and information.

#### **4. Description of Activity**

This activity is intended to contribute in the long-term to strengthening governance in Vanuatu at national and community levels, recognising the significance of governance to the achievement of appropriate social and economic development outcomes. In particular, the activity will focus on strengthening knowledge of and skills in community governance, recognising the role of *kastom* governance in community and national development and the interaction between *kastom* governance, other community governance systems and introduced systems.

The focus of this partnership, consistent with the context described above, is the provision of support for the Malvatumauri VNCC to achieve its objectives in relation to the promotion and preservation of *kastom* governance, and for building capacity related to interaction with introduced systems and management of change at national and community levels. The activity is intended to assist community leaders involved in or connected with *kastom* governance systems and structures to be able to engage with and manage contemporary development and change processes more confidently. This means providing them with opportunities to consider governance issues relevant to their roles in dynamic and diverse contexts.

##### **4.1 Beneficiaries**

Primary beneficiaries of the activity are community leaders who will be invited to attend *storians* (see Section 4.3.2 below) at island and area levels and Secretariat officials in the Malvatumauri VNCC. Primary beneficiaries, those attending five-day *storians* will include men and women involved in aspects of community leadership, such as chiefs, heads of women's committees and youth leaders. Other community leaders, such as senior police, heads of business, church leaders, will be invited to attend shorter *storians*.

Secondary beneficiaries are intended to be the communities that are currently led by these chiefs and community leaders. The Review of the pilot workshops noted that an effort to include women and youth should be made in future activities. Care needs to be taken to ensure that women are not further disempowered by the strengthening of customary leadership, in which the role of women is not currently widely understood or documented. This partnership will need to proceed very sensitively and strategically to ensure that women are able to have access to and participate in partnership activities. AusAID has a particular interest in ensuring participation by women in its programs, and since all partners agree that women play an important role in community governance in Vanuatu, this next phase will ensure steps are taken to maximise women's participation and benefits.

Given the co-existence of *kastom* governance, broader community governance systems (e.g. women's committees, church leaders, youth groups) and introduced



systems of governance in Vanuatu, the activity is intended to promote positive interaction between these systems so that the outcomes are beneficial for communities and the country's development overall. The partners believe that there are benefits for the systems and for Vanuatu overall, if interaction between them is constructive rather than undermining of the other.

#### **4.2 Timeframe**

The activity will commence in October 2006 for a period of 15 months (to end of December 2007). It is envisaged that this activity will be the first phase of a longer term partnership of approximately 5 years (to September 2011), subject to review of this activity and analysis of Australia's engagement with broader governance issues.

#### **4.3 Focus areas**

##### **4.3.1 Research**

Joint research on kastom governance issues, some of which has already commenced through the Vanuatu Cultural Centre (VKS), will help to inform future directions of a longer term partnership between Australian and Vanuatu organisations with an interest in kastom governance.

The purpose of this research element is to assist the ongoing development of constructive relationships between state governance systems and customary governance (and community governance, which is significantly shaped by customary life forms). The main focus of the research, however, is on customary (and community) governance and how to support its potential to contribute to stable, peaceful and lively national life, with a responsive and effective governance system. This is partly in response to the relative lack of focus on the value of customary forms in the Pacific Island region.

The intended audiences for research are:

- The Malvatumauri VNCC and their network of customary leaders, the VKS
- Other community figures, and through both of them and the Malvatumauri VNCC, ni-Vanuatu more generally
- Those involved in policy and scholarly debate in the Pacific Island region
- Policy makers and practitioners in Australian and other agencies working in the Pacific

Research priorities have been negotiated by partners during this design process and will focus on the following themes:

- The contribution of customary governance (as a/the fundamental element of community governance for most people in Vanuatu) to peace, security and social well-being at the community level and at the national levels
  - For donors and policy-makers outside Vanuatu, the question is how might we support state-strengthening (understanding the 'state' here as the national community, rather than solely the institutions of government) as if customary mechanisms really mattered?
- The interaction between customary governance mechanisms, norms, values and expectations and 'introduced' governance mechanisms, norms, values and

expectations. There is already considerable fusion and overlap between customary and introduced approaches to social order, as well as areas of confusion and friction. This interaction is both a matter of systems or mechanisms, but also of values. It is a source of current and potentially intensifying conflict in Vanuatu. Tension is particularly evident around questions of land, management of justice and law, the place of young people, and changing gender roles.

- The partnership is working on a model of dialogue, seeking to support constructive interaction between the different approaches.

The following research topics have been agreed as priorities by the partners for the duration of this phase:

1. What are the values that communities and custom leaders see as underlying or motivating kastom governance? What values are widely shared across different kastom communities; in what ways are those values alive and important now? In particular, what is the meaning of 'respect' within different kastom systems? This would be an action research process within the workshop process (and possibly drawing on VKS research), to feed back into the workshops. It would also be written up as a paper to be presented and available for the Malvatumauri and others. (*Anne Brown*)
2. What are some of the difficulties or challenges faced by kastom leaders in local governance, in particular as they draw on kastom and on other values and processes, and as they have to respond to situations in which kastom and other norms and expectations are in play? This topic is similar to no.9 but nevertheless has a somewhat different focus. Rather than a detailed study of one or two communities, it would involve talking with (and careful interviewing of) a reasonable number of kastom leaders from different provinces, and perhaps also some others in the community. This topic could also be extended to look at how might kastom leaders respond pro-actively to these difficulties? Are there insights or processes that are already being used by some communities or leaders? Some of the domains of conflict could be around land, marriage disputes (including D/FV), interacting with committees (health, education), liaising with police and courts. Paper for presentation and publication, and possibly in other media. (*Peter*)
3. What is the role of women in kastom governance? (N.B Peter read the Dept. of Women Affairs publication on Women, Kastom and Domestic Violence (2004) on the flight home and this provides a useful starting point) (*Anne Brown*)
4. How do customary mechanisms contribute to conflict resolution and peacebuilding on a national or regional (sub-national) scale? This research would investigate a small number of notable case studies. This would be a paper prepared for presentation and publication. (*Volker*)
5. Is kastom evolving in urban areas to respond to the need to work across a variety of different traditions, and if so how? This would investigate and highlight the potential for customary mechanisms to evolve in ways that enable

it to manage creatively new conflicts within the new forms of community that are taking shape. Case studies. Paper for presentation and publication. (*Polly Walker*)

6. What are the tensions and challenges faced by young people caught between desires to hold ni-Vanuatu culture and the attraction of global youth culture (and the demands of changing economic expectations)? Paper for presentation and publication. (*Harriot and Peter*)
7. Is mediation, as a legally recognised conflict management process used to resolve disputes that might otherwise appear before the courts, more 'sympathetic' to kastom, and how feasible is its use in Vanuatu? This could involve a small number of case studies, focussing on land disputes in the Port Vila area. (These disputes repeatedly end up in the courts – why?) Paper for presentation and publication. (*Jo*)
8. What is the ni-Vanuatu model of community development? There are many different approaches to community development: focussing on needs, on economic growth, rights, self-reliance etc. What approaches are taken by relevant organisations in Vanuatu and what approaches do communities see as most consistent with their values and hopes? Paper for presentation and publication. (*Peter*)

A number of other topics have been proposed for future research or for research undertaken by partners outside the scope of this Partnership. The Partnership agreement also envisages that ACPACS will work with VKS to help bring out and disseminate some of its already assembled material, following further discussions.

Of the research topics prioritised above, ACPACS will aim to seek publication of five papers in professional journals (hoping that they will be actually published by mid 2008). ACPACS will also seek research from USP and elsewhere that can draw on material generated by the partnership or is relevant to the partnership goals.

Presentation of the research findings would be through seminars and other media. A small symposium is planned towards the end of 2007, possibly October, in Port Vila, while an earlier meeting is planned in Brisbane. A website for the publication of papers, perhaps shared between ACPACS and USP's Port Vila campus will be investigated and links to other papers of relevance could be made. Research outcomes could also be disseminated over radio or perhaps through Won Smoll Bag. All the research would feed into the *storians* and follow up processes.

#### **4.3.2 Governance discussions and skills development**

This phase will include the delivery of a series of *storians* for community leaders on issues such as community leadership, community development and conflict resolution. Topics included in the *storians* will be developed within the partnership and planning of details has already commenced. Five five-day storians are planned for Luganville, Tanna, Pentecost, Port Villa, and Malakula. Lessons learned from the *storians* will inform future activities.

*Storians* is a Bislama word which captures the concept of “dialogue” between people or groups, and avoids any negative connotations with the work “workshop” which implies greater emphasis on formal learning and skills development.

AusAID has a policy commitment to ensure gender and development objectives are addressed in all its activities, so proposes a number of ways to consider gender issues within this Partnership. Gender issues and case studies relevant to community governance will be included for discussion in *storians*.

This element also includes training for a small cadre of local facilitators, both men and women who would be able to facilitate future *storians* at local levels, either sustained locally or supported further from external sources. They will be trained early in 2007 and contribute to *storians* during 2007. This is intended to contribute to sustainability of benefits from the partnership.

#### **4.3.3 Action Plan implementation**

A lesson learned from the pilot workshops was that follow up was needed to support the implementation of new strategies by participants in their respective contexts. Therefore, this phase will include a mechanism to provide linkages to local organisations and individuals able to provide this follow up support, as well as some funds for travel and communications required for follow up support.

A principle of self-reliance is important in relation to this aspect of the activity – it is not intended that funds will be provided for chiefs to implement activities at the local level, but rather to facilitate local organisations to provide information, advice and opportunities for further learning about particular topics. Topics of interest noted during pilot workshops and the subsequent Review include issues specific to women leaders, issues specific to youth, community development processes, planning and developing a vision, understanding conflict, working with government agencies, community governance, transparency/accountability and administration skills. There are many organisations and individuals in Vanuatu with the skills to provide such information and support, in local languages and consistent with local resources and cultural contexts. There are also sources of funds such as Rural Economic Development Initiative (REDI), the European Union Non-State Actors program, funding from Australia’s Direct Assistance Program and New Zealand’s Small Aid Project.

#### **4.3.4 Management support for National and Island Councils**

While this phase of the partnership is unable to provide substantial funds to enable the Malvatumauri VNCC to implement all aspects of the Chiefs’ Bill, it was agreed that a number of initial steps could be taken to commence the process. The priorities agreed to by the partners included: the development of training plans for secretariat officials at national and island level Councils of Chiefs and the provision of support to meet initial and high priority training needs; and the provision of office equipment for the Malvatumauri Council of Chiefs office in Port Vila which would enable them to communicate more effectively with partners and other Councils of Chiefs. This will contribute towards the Malvatumauri VNCC office being able to commence the registration process for Councils of Chiefs, as set out in the Chiefs’ Bill.

## 5. Goal, purpose and outputs

**Goal:** To strengthen national and community governance in Vanuatu.

**Purpose:** To extend the contribution of kastom leadership to change and development processes, particularly through conflict prevention.

### Outputs:

1. Research produced on the value of kastom governance systems, their contribution to national and community governance and their interaction with introduced systems and values, and on associated models of community governance.
2. Dialogue (storians) held on: community leadership; community governance, including kastom governance; and conflict resolution. Storians will assist community leaders to manage change and development processes more confidently; and will provide support for the development of skills.
3. Support provided to community leaders and Councils of Chiefs for implementation of their governance action plans.
4. Improved facilities and stronger management and office administration skills in the Secretariats for the National and Island Councils of Chiefs.

Details of these outputs and indicative activities are included in Section 8 below.

## 6. Partnership principles and focus

This activity is a partnership between three organisations: the Malvatumauri VNCC, ACPACS and AusAID<sup>2</sup>. This means that the three partners are responsible for decision-making and for implementation of activities, though AusAID will play a lesser role in implementation than the other two partners.

### 6.1 *Respect for Kastom*

A key feature of this partnership is the emphasis on support that is consistent with values inherent in kastom governance such as respect for the role of the chiefs in Vanuatu society and the promotion of kastom as an important aspect of contemporary

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<sup>2</sup> In the aid context, this activity has some elements which are consistent with the “twinning” form of aid, whereby activities focus on the building of sustainable links between government agencies in Australia and partner countries within a whole of government context. However the activity described here is not entirely consistent with this form of aid, since the overall purpose is not to build sustainable links between agencies in Australia and Vanuatu. The activity also has some elements which are consistent with assistance delivered through civil society organisations, given the status of the Malvatumauri VNCC, which while legislated for, sits outside official Government processes and systems.

life in Vanuatu. The partnership is committed to support the strengthening of the role of kastom governance so that community leaders, both men and women, are able to more confidently engage with contemporary development processes and respond to contemporary challenges and issues, at both community and national levels. As noted in the Review, "the context in which chiefs now operate is much more complex and demanding than in the past and their role in the modern state is under question." One of the principles underlying this activity is that assistance should be provided to enable chiefs to meet the changing needs of men and women in their communities and to represent these needs to institutions, in a way which does not undermine the positive values of kastom governance.

Part of the challenge of working in this new area is that a great deal of information about the role of kastom governance in contemporary Vanuatu life is not readily accessible beyond the participants in this form of governance. It is certainly known that there is a great deal of diversity in kastom governance within Vanuatu, so one approach is not going to be relevant to the whole country. Therefore an important principle underlying this activity is that a better understanding of the context will maximise the likelihood of positive outcomes being achieved. In practice this means that the activity will need to commission and undertake various pieces of research. The intention is that this research will generate discussion on the various roles of kastom governance in Vanuatu as well as inform future activities. Research on kastom governance needs to be sensitive to the interests of chiefs, respecting any concerns some might have about documenting practises and beliefs that have previously remained oral, passed through generations through stories and a variety of unwritten methods.

Consistent with the need to increase discussion and inform future activities related to kastom governance, is the need to learn about what types of approaches and activities will be best suited to working in this area. The relative lack of previous experience of working collaboratively in kastom governance among all partners means that a great deal of emphasis should be placed on co-learning. That means that the partnership should include specific processes, such as regular meetings and monitoring processes which provide opportunities for partners to learn about what works well and what does not. While there are some lessons that can be learned from others' experiences, for example from previous work in rural Vanuatu, in capacity development, in conflict resolution, community leadership and gender equality, the coming together of such topics in the unique context of this partnership means that activities should be carefully monitored and scope provided for learning through action and research.

To ensure consideration of kastom perspectives during the implementation phase, the design includes a Kastom Reference Group. This Group will be tasked with identifying means to ensure there is appropriate consideration of key aspects of kastom governance. The Group for example will be asked to suggest the most appropriate means for storians, research and follow-up support activities to address gender and youth issues. This group will also be able to assist partners to identify ways in which gender and development issues are best managed in all elements of the partnership, recognising the sensitivity required and the critical nature of support and ownership by the chiefs.

## **6.2 Action research**

A key principle within this activity's approach is that "learning by doing", sometimes known internationally as "action research" is the most appropriate method for proceeding. This principle recognises that there is no "right" way to go about achieving sustainable outcomes in this context, but a group of organisations and people who are committed to working hard to find out the "best" way. This approach allows all partners to combine action with learning. It means that partners plan carefully together, try to deliver activities as appropriately and effectively as possible and make time for reflecting, learning and documenting the process and results. The approach recognises that appropriate solutions to local issues are most likely to be found through undertaking activities which are expected to achieve the "right" results and then taking time to reflect and learn about what actually works well, what does not work well and the factors which contribute to success. It recognises that understanding develops over time and through building knowledge of what happens in a particular context. Importantly, action research is usually best undertaken in a participatory way, because it is easier to achieve when those affected by the change are involved.

To assist with the implementation of the action-research methodology and overall performance assessment, an important element of this innovative partnership approach, a small Partnership Monitoring Team is also included.

## **6.3 Progressive engagement**

An approach to managing a partnership which is consistent with the action research approach is called "progressive engagement." This means that as more information is generated within the partnership about priorities, how each group operates and relates with the others and what works well, this information is used inform the way later stages of the activity are implemented. The approach acknowledges that a partnership is likely to strengthen over time through discussions, development of plans, co-learning and building of trust. This change over time is likely to bring increased clarity about the content and direction of activities and priorities for future cooperation. While the process will not be able to take significant hold in such a short period, it should lay the foundation for the longer term phase of cooperation.

## **6.4 Shared Responsibility and Management**

Also inherent within a partnership approach is the need to share management of activities. This means that members of the partnership are responsible for decision-making and for the delivery of activities. This is a departure from traditional approaches to aid management, whereby a contractor is appointed to manage and deliver activities on behalf of AusAID. The partnership approach offers greater opportunity for direct dialogue, and values interaction between donors, academic institutions and communities in developing countries. Details of the management approach are described in Section 9 below and a summary diagram is at Annex 1.

## **7. Approach to implementation**

The partnership approach described above has implications for the way the activity will be implemented. To ensure the Partnership operates smoothly and the chances of achieving quality outcomes are maximised, a great deal of communication is required between all partners during the implementation phase. This may be difficult when

one of the partners is not based in Vanuatu, so it is recommended that special efforts will be required to ensure regular and effective communications take place.

Another key aspect of implementation is the need to be flexible. While the duration of this activity is relatively short, there is likely to be more value for all partners and greater chances of sustainability of benefits if activities are carefully planned and jointly managed, than if they are simply completed for the sake of compliance. Flexibility also requires effective communications between all partners.

Consistent with requirements for AusAID in relation to performance management, risk management, quality and accountability for Government of Australia funds, agreements will be made between AusAID and ACPACS, and between AusAID and Malvatumauri VNCC in relation to implementation requirements. These are attached as Annexes 2 and 3.

## **8. Indicative activities**

Based on discussions during the design process, the following indicative activities have been proposed against each output. The indicative activities may need to vary, subject to agreement by the Partnership Leaders Group, depending on discussions between partners and experience during the early stages in implementation.

**Output 1:** Research produced on the value of kastom governance systems, their contribution to national and community governance and their interaction with introduced systems and values, and on associated forms of community governance.

NB This output is expected to both provide a sound knowledge base for ongoing partnership activities and to include broader research on kastom governance issues of interest to the Malvatumauri VNCC, other Vanuatu institutions and the region.

### *Indicative activities*

1. Prepare description of Kastom Reference Group and invite men and women members to join
2. Hold initial meeting of the Group to discuss their role and confirm procedures, meeting schedule, etc.
3. Confirm the agreed list of research topics between Malvatumauri VNCC, ACPACS, VKS and AusAID for this Phase and longer term partnership, taking into account the Kastom Reference Group's guidance (an initial list is included in Section 4 above, based on Partnership meeting in Sept 06)
4. Prepare a research implementation plan, listing responsibilities, timeframes, outputs and details of dissemination mechanisms (e.g. seminars)
5. Provide technical and finding support for documenting, validating, publishing, communicating and disseminating selected initial findings of VKS field worker research on traditional leadership
6. Undertake joint research on agreed topics and produce seven research papers, including approximately five which are suitable for submission to journals
7. Compile literature review and synopsis of existing materials on Vanuatu customary governance as a basis for all research activities
8. Recruit, appoint and manage a research officer in VKS (employed by VKS, funded by this Partnership) to support the research element of Partnership



9. Once defined and completed, provide funding for dissemination and promotion of research findings.

**Output 2:** Dialogue (storians) held on: community leadership; community governance, including kastom governance; and conflict resolution. Storians will assist community leaders to manage change and development processes more confidently; and will provide support for the development of skills.

NB This output includes both the delivery of a series of customised storians in cooperation with other organisations with expertise in community and kastom governance and provision of training to ni-Vanuatu facilitators so they can deliver future storians and support participants' governance initiatives. Topics will include: community governance, conflict resolution and community leadership. A session will be included which teaches local kastom governance themes, values and principles, which will be facilitated by three local resource personnel (two men and one woman)

*Indicative activities*

1. Develop detailed plans for five storians of five-days with content to meet diversity of local needs in the areas associated with kastom and community governance. Plans need to include:
  - development of content by Malvatumauri VNCC and ACPACS with case studies input at least from some Chiefs, VKS, FSP, USP, TIV, VWC, VNCW and WSB
  - Identification of venues in each of five locations: Luganville, Tanna, Pentecost, Port Villa, and Malakula
  - consideration of approaches to delivery for 5-day storians
  - development of selection process to suit each location
  - development of process for training for local facilitators, including selection criteria, method, location, outcomes
  - allocation of responsibilities for logistical arrangements etc.
  - strategies for supporting the involvement of women in storians and their active participation

NB Plans have been developed during meetings between ACPACS and Malvatumauri VNCC in September 2006.

2. Negotiate venues for storians in each of five locations
3. Undertake selection process for around 35 participants per storian, including chiefs and other community leaders, specifically women leaders. Other participants to be invited should be those with responsibilities for supporting Area Councils of Chiefs, such as staff of Council secretariats
4. Identify women and men candidates and select an agreed number for training as workshop facilitators, including through discussion with other organisations that have trained trainers in governance and community development issues or conflict resolution and prevention issues or gender equality (e.g. Won Smol Bag, USP, FSP, VWC and VNCW). Training facilitators' workshop would be held in early 2007, with at least one participant included from each of five participating Provinces, five from Port Vila and 2-3 from the Malvatumauri VNCC and the Cultural Centre.
5. Develop materials, including case studies and other activities for storians for endorsement by the Kastom Reference Group
6. Develop materials for training facilitators

7. Confirm men and women facilitators, including local experienced and trainee facilitators and ACPACs facilitators and define respective roles
7. Deliver storians in agreed locations in cooperation with Island Councils of Chiefs and Area Councils of Chiefs
8. Assist with participants' action plans (see Output 3)

**Output 3:** Support provided to community leaders and Councils of Chiefs for implementation of their governance action plans.

NB This output includes the establishment of a coordination point within Malvatumauri VNCC for linking potential sources of information, technical support and/or funding within Vanuatu or the partnership, to support storian participants to be able to implement the action plans which they will develop during storians. Action plans are likely to include governance-related activities at organisational (e.g. Area, Ward or Village Council) level and in communities. This element of the partnership emphasises the importance of self-reliance, so no direct funding is expected to be provided. Building relationships at this national level is intended to assist the Malvatumauri VNCC to provide future support to other Councils of Chiefs consistent with its newly defined responsibilities in the Chiefs' Bill.

*Indicative Activities*

1. Ensure action planning approach is well integrated into storian approaches and activities
2. Develop and maintain referral list, including names, contact details and scope of potential assistance in Vanuatu organisations with expertise and capacity to assist Councils of Chiefs and other community governance issues
3. Organise meetings with Vanuatu organisations to share information of relevance to kastom governance and development issues and gather ideas for future activities
4. Provide assistance, when sought, to organise local events and capacity development processes related to kastom governance (between storians). This might include provision of information, introductions to other organisations, delivery of presentations by Malvatumauri VNCC, and support for writing funding proposals, for example to the Rural Economic Development Initiative (REDI).

**Output 4:** Improved facilities and stronger management and office administration skills in the Secretariats for the National and Island Councils of Chiefs.

NB This output recognises that the capacity of the National Council of Chiefs to support other levels of Councils of Chiefs and particularly to commence the implementation of tasks included in the Council of Chiefs Act 2006 is currently limited. While this Partnership can contribute towards strengthening this role, it is not in a position to fully fund the process.

*Indicative Activities*

1. Develop training plans for current Secretariat officials in National Council of Chiefs (Port Vila) based on the Corporate Plan, covering management and administration topics
2. Organise appropriate formal training for Secretariat officials depending on availability of local providers

3. Identify options for informal training for Secretariat officials, including participation in training provided by Government agencies and NGO organisations. Organise through negotiation
4. Supply office equipment (computer, printer, fax, phone, internet connection) for National Council of Chiefs Secretariat, to be allocated to Partnership Coordinator initially
5. Assist with development of plans for training for secretariat officials in Island Councils of Chiefs in cooperation with Island Councils of Chiefs. This should include training needs assessment and preparation of documents about key responsibilities and competencies required
6. Using local providers and officials of Malvatumauri VNCC, commence training for secretariat officials from Island Councils of Chiefs on their responsibilities in relation to supporting the work of their respective Councils (e.g. management and administration, organisational development) and maintaining links with different levels of Councils.

## **9. Partnership Management**

Overall coordination of the partnership will be centred in Port Vila at the Malvatumauri VNCC. Strategic oversight will be provided by a Partnership Leaders Group, comprising senior representatives from each partner. Implementation will be undertaken by two teams, one based at the Malvatumauri VNCC in Port Vila and another in Brisbane at ACPACS. Two Coordinators, one at each location will play the key role in ensuring delivery of all planned activities. Each Coordinator will work with their respective team, and take leadership from their respective management. Funding will be provided within the activity to the two implementing partners under two separate agreements and each will be responsible for their own financial management systems and accountability. In the case of the Malvatumauri VNCC, funds will be provided for one full-time Partnership Coordinator (Port Vila) position, with all on-costs. In the case of ACPACS, funds will be provided for the equivalent of one full-time position, to be split between a part-time Partnership Coordinator (Brisbane) (responsible for administrative, communications and financial aspects) and a part-time Workshop/Research Coordinator (responsible for the quality of workshop content and other research inputs), with all on-costs.

A management structure for the Partnership is included as Annex 1. This structure reflects the partnership model and the need to distinguish between a leadership team that is responsible for strategic direction and overall quality of delivery and an implementation group that is responsible for management and delivery of activities. The structure also includes a specialist reference group, intended to ensure the partnership's activities are consistent with kastom perspectives and reflect lessons learned from prior experience in Vanuatu with kastom governance issues and activities. Finally, a small team responsible for independently reviewing this first phase and facilitating the design of the next phase has been included in the structure.

Details on the role, composition, meeting frequency and other aspects of the respective groups are provided below:

### ***Partnership Leaders Group***

**Role:** To provide strategic oversight for Partnership and ensure consistency with policy context and relevant changes in the policy environment

**Composition:** Senior representatives from Malvatumauri VNCC (2), ACPACS (1) and AusAID (1)

**Frequency of meeting:** December 2006, June 2007 and December 2007

**Suggested Chair:** Rotated between meetings

### ***Kastom Reference Group***

**Role:** To ensure Partnership activities are consistent with and supportive of values and principles inherent within kastom governance in Vanuatu

**Composition:** Respected community leaders and representatives of Vanuatu organisations with recognised expertise and experience in kastom governance systems and issues (around 6-8 members, both men and women)

**Frequency of meeting:** Every two months

**Reporting to:** Partnership Leaders Group (minutes of meetings and personal report provided by the Chair at the Partnership Leaders Group meetings).

**Suggested Chair:** Co-chaired by Malvatumauri VNCC and VKS

### ***Partnership implementation group***

**Role:** To coordinate and deliver all activities agreed upon by respective partners within design framework, to the quality expected by partners

**Composition:** Two teams each comprising a Partnership Coordinator (one in Port Vila and one in Brisbane) and respective specialists involved in the implementation of Partnership activities, such as workshop designers and facilitators, those involved in planning, financial management and administration, and researchers. All team members will try to ensure their respective Coordinator is informed of all communications relating to Partnership activities.

**Frequency of meeting:** Face-to-face Coordinator meetings will occur at least 6-monthly, and visits from other ACPACS team members may occur more frequently. The VNCC coordinator and the ACPACS coordinator and/or other ACPACS team members would also meet at least once prior to each workshop for joint planning. Other communications between coordinators would be by phone (at least weekly) and by regular email.

**Reporting to:** Partnership Leaders Group

### ***Partnership review and design group***

**Role:**

1. To undertake review of this phase of Partnership against agreed objectives
2. To facilitate design of next phase of Partnership reflecting review findings, policy context in mid-2007 and recommendations included in AusAID's Drivers of Change analysis (due for completion in approximately March 2007).

**Composition:** One external facilitator with skills in review and design; representatives of each partner.

**Meeting:** It is expected that the review and design process will take place from July to September 2007. The process should allow adequate time for consideration of lessons learned and participatory review. The design process should include facilitation by an external facilitator and extensive participation by partners and other relevant Vanuatu and Australian individuals and organisations. The design process

should involve participation by Island Councils of Chiefs and therefore extend beyond Port Vila.

**Reporting to:** Partnership Leaders Group

### ***Other partners***

#### **Role:**

1. To participate in development of storians on governance issues for community leaders to the extent they are able, providing examples of issues which could be used as case studies for example.
2. To respond, to the extent they are able, to requests for assistance from community leaders as a result of storians. Requests may be for general information, facilitation of further storians or discussions or technical advice.

**Composition:** Vanuatu Cultural Centre, Wan Smol Bag, Vanuatu National Council of Women, Vanuatu Women's Centre, University of South Pacific Law School, Transparency International Vanuatu, Foundation for the South Pacific and others, as determined by the Partnership.

**Meeting:** No formal meeting schedule is proposed during this phase. When storians are being planned, the Port Vila Coordinator should contact each organisation and seek suggestions for case studies to be used during storians and discuss workshop contents, seeking relevant materials as appropriate and maximising complementarity between their activities and Partnership activities for respective communities and leaders. These organisations may also be invited to attend research seminars organised under Output 1. Occasional visits by Partnership members to these organisations should include the provision of information on progress to date with activities, including discussion of workshop feedback on case studies and opportunities for future participation.

## **10. Monitoring**

Monitoring of this activity will be based on the "action research" model<sup>3</sup>. This model is "a family of research methodologies which pursue action (or change) and research (or understanding) at the same time. In most of its forms it does this by: using a cyclic or spiral process which alternates between action and critical reflection." This means that the Partnership will not simply undertake to deliver the indicative activities listed in this design, but will start the process and then make time to reflect on the process at each step to ensure that it is the right process. This approach is intended to ensure that the Partnership is continuously refining its "methods, data and interpretation in the light of the understanding developed in the earlier cycles"<sup>4</sup>.

This links well with the research element of the activity, providing the opportunity for detailed consideration of particular issues related to the content and impact of activities in kastom governance.

One of the key elements of "action research" is the element of understanding why particular actions or approaches are working well or not working well. This means that partners and beneficiaries will need to spend time together not only reflecting on

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<sup>3</sup> Dick, Bob (1999) *What is action research?*

Available on line at <http://www.scu.edu.au/schools/gcm/ar/whatisar.html>

<sup>4</sup> as above

what is working well and what is not working well, but also identifying the factors which have contributed to this situation and ways to improve future activities. This is particularly important because activities in this area are relatively new and there are important sensitivities involved.

### **10.1 Monitoring levels**

As this activity is only 15 months in duration, it is important that the partners are not burdened with excessive monitoring procedures. However, as noted above, there is much value in finding out what approaches will work well and why, in this relatively new and sensitive context for development cooperation. It is proposed that the following levels of monitoring be used in this Partnership:

Level 1	Quality of delivery of activities and outputs
Level 2	Quality of partnership interaction and relationships with other stakeholders
Level 3	Lessons learned about content, approach and follow-up processes
Level 4	Contribution of partnership to the overall purpose

#### **10.1.1 Monitoring of activities and outputs**

The Malvatumauri VNCC and ACPACS will be responsible for monitoring at Level 1. This will include:

- at least weekly email and phone contact between Coordinators
- exchange of brief written reports on a monthly basis summarising progress against each of the Outputs from each team
- joint preparation and submission of a quarterly report to the Partnership Leaders Group which:
  - reflects on progress and lessons learned during the quarter
  - identifies achievements against each output
  - notes any changes in the environment which might affect the delivery of outputs
  - includes a plan for the following quarter

#### **10.1.2 Monitoring of partnership and relationships**

Monitoring at Level 2 will be largely undertaken by all three partners at the Partnership Leaders Group. An agenda item on the relationships issue should be included in each meeting. The Group will seek input from the two Coordinators and other stakeholders, including the Kastom Reference Group members, through phone calls, email communications and face-to-face meetings during occasional visits. A simple format for monitoring relationships between the partners and with stakeholders should be developed during the first meeting so there is some consistency of approach over this Phase of the Partnership. The intention of this level of monitoring is to ensure that the Partnership is contributing to effective delivery of activities, maximising the likelihood of quality outcomes and meeting the respective priority needs of all partners.

### **10.2.3 Collecting and applying lessons learned**

The action-research approach, whereby all partners are involved in learning about what works well and what could be better, is relevant in particular to Level 3 monitoring and requires participation by all partners. ACPACS has particular skills in the practical use of this approach and has researchers who are able to participate in setting up a simple action-research plan and system. Therefore ACPACS will be responsible for coordinating this aspect of the monitoring plan, which of course involves all partners. Wherever possible, action research activities should be included in storians, visits, meetings and other activities, rather than organised separately. This will help to reduce costs, build local capacity in the use of the approach and maximise participation in the processes involved. Given the strong element of research in this partnership, it is appropriate that the action-research approach to monitoring could result in some research outcomes worthy of broader publication and dissemination, subject to approval of all partners.

### **10.2.4 Monitoring at purpose/outcomes level**

While all parties are interested in monitoring at Level 4, the time-frame for this activity means that it is inappropriate to allocate significant resources to specific evaluation at this level. It is proposed that the Facilitator engaged for the Review and Design task between July and September 2007 would develop an appropriate evaluative approach to elicit information about the contribution of partnership activities to the achievement of the overall purpose and other outcomes to date. The process will draw on findings produced by the action-research model and may use a variety of evaluation methodologies relevant to participatory activities such as this. Examples include the Most Significant Change technique or some application of a Contribution Analysis.

## **11. Risk management**

The pilot phase of this activity has helped partners to develop a good understanding of the risks involved. The design process identified a number of risks for this next phase of the partnership and other risks have been added to the analysis. Annex 4 provides details of these risks using the standard AusAID Risk Management Matrix format.

### **11.1 Key risks**

The nature of this partnership is a risk in itself which is well understood by partners. The ability of external organisations, particularly a donor agency, to work effectively within the context of kastom governance and traditional beliefs and practices has not been well-tested previously in the Vanuatu context. Government aid donors generally operate within formal government systems and procedures. They usually sub-contract organisations which are expected to manage activities within strict controls and systems or provide funds to non-government agencies under tightly-defined accountability regimes. There is a risk that an external Government donor agency, while working within bilateral relationship with the Government of Vanuatu, will not be able to work in a way which respects traditional values and beliefs or responds sufficiently flexibly to lessons learned during implementation. For example, some currently-held beliefs about the role of women in governance may clash with AusAID's

commitment to gender equality in its programs. There is also a risk that the Government of Vanuatu will not support some aspects of the Partnership, as they may perceive that AusAID is supporting an organisation which may at times be critical of Government.

Another risk relates to the potential tension or difference of perspectives in relation to the two concepts of community governance and kastom governance. The Partnership's focus is fundamentally about providing space for the two issues to be considered openly, but there may be varying views on each of these concepts that could affect the ability of the Partnership to work effectively in this way. The quality of communication amongst partners, and their capacities to continue to work with what will at times be real differences of perspective, is critical here. The quality of communication is itself a fundamental part of the 'process' at the core of the partnership.

There is also risk that an external Government donor agency will encounter difficulties in dealing with the relatively "loose" constituency which forms the various Councils of Chiefs. The Malvatumauri VNCC, while recently described in more detail in the Chiefs Bill, is naturally not formalised to the same extent as Government agencies and NGOs. The "constituents" of the Malvatumauri VNCC are hundreds if not thousands of community leaders, labelled as chiefs by foreigners, but operating in a multitude of ways and with multiple titles throughout Vanuatu. They have not been formally categorised, registered or "counted" in the past, although it is expected that this process will commence now that the Chiefs' Bill has been passed. Chiefs reflect a diverse and complex history and geography and were first brought together at the national level during the Independence process. This means that representatives from the various islands of Vanuatu have only met twice a year for 26 years at national level. Defining the Partnership's "beneficiaries" as well as identifying their various interests in participating in activities which are externally facilitated is therefore a difficulty.

There is risk that this partnership could inadvertently undermine some aspects of traditional leadership or threaten some perspectives about kastom governance. Traditional leaders' views of the world are based on hundreds of years of tradition and belief and their experience of managing community life through many generations, events and influences. Views of kastom governance have largely been communicated verbally, reflecting the critical nature and dominance of storytelling as the means of communication between generations. Influences during the colonial period, including through missionaries, as well as changes since independence have affected these views and therefore the nature and role of kastom governance in the lives of ni-Vanuatu. The diversity of views and experiences among traditional leaders means that it will be difficult for beneficiaries of the activity to share consistent views of the role of the Partnership – some may consider that any external participation in kastom governance issues is inappropriate or even threatening. The partners need to tread a fine line between avoiding negative influences on traditional beliefs and practises and assisting traditional leaders to manage contemporary changes at all levels of economic and social life in Vanuatu.

There is a risk that this Partnership's focus may be seen as excluding women from community governance roles, although this is certainly not intended and activities are



designed to include women and men involved in community governance roles. The role of women in community governance in Vanuatu is not widely documented, and perceptions about women's status vary widely according to gender, location, level of education and political persuasion. Partnership activities, including research, storians, follow-up support and institutional strengthening will all pay deliberate attention to the differential roles of women and men in community governance, paying particular attention to women's leadership perspectives. The Partnership's sensitive, staged but deliberate promotion of women's participation in kastom governance is an important element in managing this risk.

The following additional risks are also noted in the Risk Matrix:

- Raised expectations about what the activity can deliver
  - this could be significant and may require particular management and restraint on the part of the Malvatumauri VNCC
- 2007 Election in MVNCC
  - this could result in a change in leadership and the level of interest in the Partnership
- Change in key personnel in MVNCC (for reasons other than the election)
- Jealousy among other agencies
- Duplication with other agencies
  - on the other hand, complementarity and reinforcement can be strengths. The Partnership, however, is framed within a somewhat different set of references – to support the role of customary leaders in contributing constructively to development processes, and within a conflict prevention context. Some aspects of the activities (such as conflict management work) are rarely undertaken, and the interaction of conflict management, community governance and community development is also not common
- Conflict within the Kastom Reference Group.

### ***11.2 Risk management strategies***

A number of strategies are included in this design in order to manage this risk as carefully as possible, including:

- the centralising of activity coordination in Port Vila at the Malvatumauri VNCC
- the inclusion of all partners in decision-making
- the use of an action-research approach to monitoring
- the establishment of the Kastom Reference Group and close engagement with the VKS
- flexibility in workshop design, enabling facilitation teams and storians to respond to problems as they arise.

The partners consider that the establishment of the Kastom Reference Group is a particularly important risk management strategy. While members of this Group may well have differing opinions about kastom governance issues, beliefs and practices, they are likely to be able to inform the implementation team through the Partnership Leaders Group about strategies which will be most appropriate and effective, i.e. the "least risky."

## **12. Reporting**

### ***12.1 Monthly internal reports***

To ensure the partners are able to maximise the likelihood of effective delivery and sustainable benefits, regular communications will be required, particularly between the Coordinator (Port Vila) and Coordinator (Brisbane). Regular email and phone contact will be appropriate and funded by this activity. A monthly internal report by each Coordinator will cover: progress to date in each of the four outputs; problems arising and suggested solutions; expected priorities for next month.

### ***11.2 Quarterly report***

A Partnership Quarterly Report will be prepared jointly by the two Coordinators for submission to members of the Partnership Leaders Group. These reports will: summarise progress to date and reflection on achievements and lessons learned; identify issues arising and propose solutions; identify activities for the next quarter and seek approval for planned them and relevant expenditure. Given AusAID's particular policy interest in gender equality, it seeks reports which include details of representation and participation of women in Partnership activities and developments in awareness about gender and development issues.

A financial acquittal will be prepared by each Coordinator according to requirements specified in the respective agreements with AusAID, at least quarterly.

### ***11.3 Other reports***

A detailed implementation plan for all Partnership activities will be submitted by the two Coordinators to the Partnership Leaders Group by the end of November 2006.

A simple audit process is required for both partners (funding will be provided to MCC for costs involved).

The facilitator for the Review and Design process would be required to submit a detailed evaluation report and design document for the longer term activity, subject to the TORs approved by all partners at the time.

## **13. Review and further design**

This phase of the activity is considered to be the first in a longer-term commitment to July 2011. It has been agreed by the partners that from July to September 2007, a review and design process will take place to develop the plan for the longer-term activity.

An external facilitator will be appointed to undertake the process. This facilitator will work with representatives from all partners and stakeholders to develop the design, using similar principles to those described in this document.

## **14. Budget**

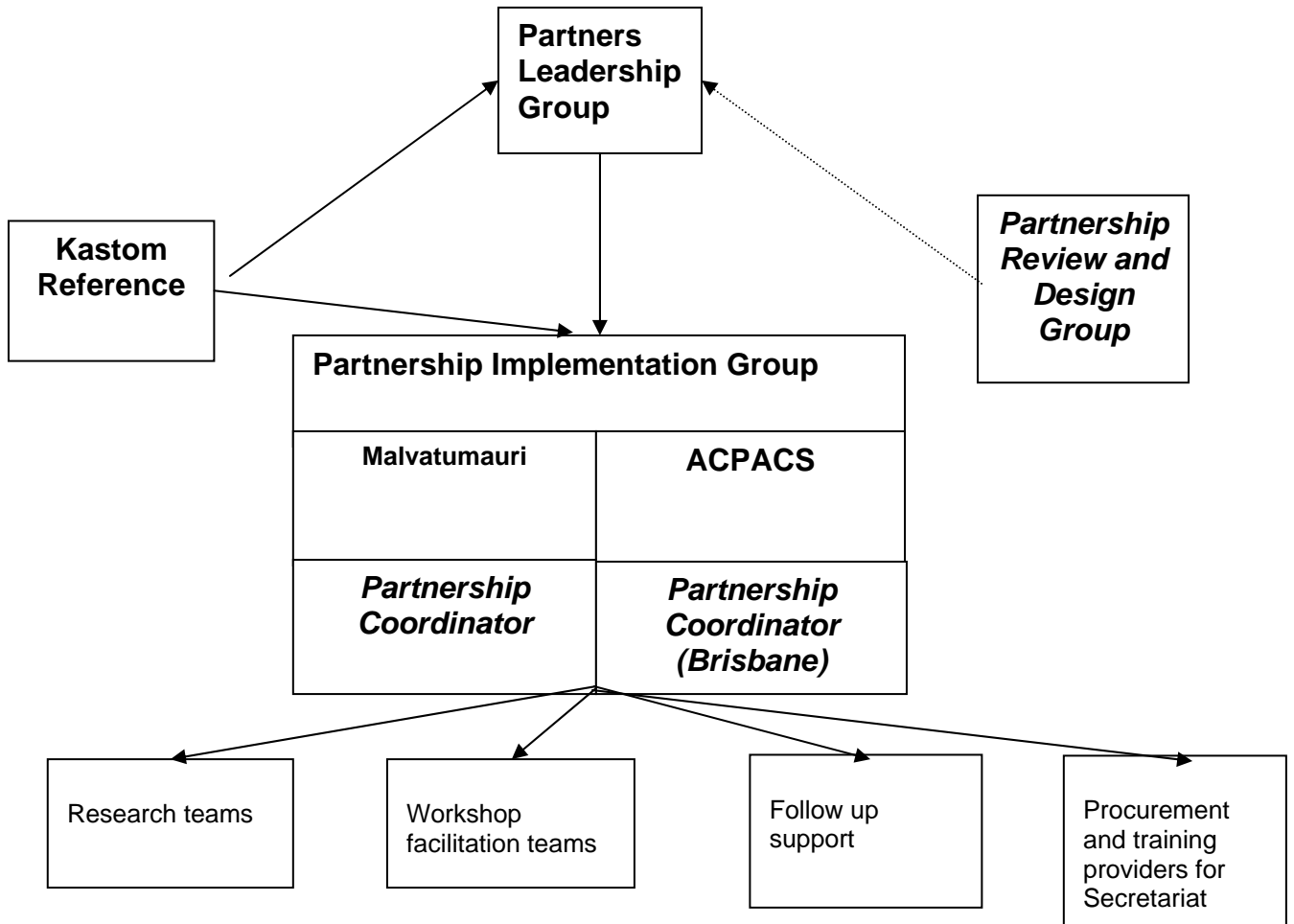
AusAID has allocated up to AUD500,000 for this activity. An indicative budget is attached as Annex 5, based on input from the Malvatumauri VNCC and ACPACS.

The major costs involved in this activity include:

- Salaries and on-costs for 3 full-time positions(including the VKS position)
- Travel and accommodation expenses for visits to Provinces and between Brisbane and Port Vila for all relevant activities
- Meeting costs for Partnership Leaders Group and other meetings
- Workshop expenses – including venues, meals, freight, transport, fees for facilitators, accommodation, certificate ceremonies
- Office equipment
- Research field visits, fees, editing, publishing
- Funds to support follow-up visits for workshop participants by other agencies and/or Malvatumauri VNCC officials
- Language training for ACPACS staff

The partnership approach means that the two agencies responsible for implementation will be given separate agreements covering relevant financial management and accountability issues. A spirit of transparency is encouraged within the partnership approach, but ACPACS and Malvatumauri VNCC will be separately responsible for acquittals of their own funding.

**Proposed Management Structure  
for Vanuatu Kastom Governance Partnership**



## DRAFT SCOPE OF SERVICES

### for Australian Centre for Peace and Conflict Studies (ACPACS)

#### Vanuatu Kastom Governance Partnership

#### 1. BACKGROUND

- 1.1 Australia's Pacific Regional Aid Strategy 2004-2009 reflects Australia's overall commitment to poverty reduction and sustainable development. The strategy identifies the importance of nation-building in the face of continued demographic change and pressure on traditional authority; and of the importance of a vibrant civil society in promoting good governance. It particularly notes the need to identify opportunities to provide targeted support for those organisations engaged with women, young people and vulnerable groups to strengthen their effectiveness to contribute actively to governance and development at community, national and regional levels.
- 1.2 Reflecting the key development challenges of the region, and Vanuatu's own medium term development policies articulated in the Priorities and Action Agenda (PAA), the goal of the Joint Vanuatu-Australia Development Cooperation Strategy is to support long term stability for Vanuatu by accelerating development, including broad-based growth, and improving the welfare of the general population. Australia has identified three focus areas in its program, the third of which is "improved governance through strengthening the stability and reach of key institutions." The strategy identified that AusAID intends to shift its focus on governance to assist the Government of Vanuatu extend the benefits of capacity building to people in rural areas, through support for stronger links between central, line and provincial systems; and to the "demand" side of Governance with support to NGOs and civil society. Key areas of assistance, noted in this strategy, include:
- continued reform in central agencies with enhanced outreach programs to support line agencies to improve management of assets, finance and budgets, human resource management and corporate planning;
  - stronger links between line agencies and provincial systems of service delivery, particularly in the health and education sectors;
  - expanding current assistance to achieve a more professional, accountable and community-oriented police force (building links with other Australian government programs, and harmonization and coordination with New Zealand and France) and stronger legal systems, supporting the rule of law; and
  - enhanced support for transparency, accountability and reducing corruption, through support for accountability mechanisms of government, machinery of government processes and engagement and selected partnerships with civil society (including the Council of Chiefs, NGOs and Council of Churches).

- 1.3 The Joint Country Strategy contains a mix of activities to ensure that Australian assistance continues to actively address key constraints to poverty reduction, development and potential instability, including targeted support for Community Partnerships.
- 1.4 AusAID considers that “focused and strategic support for Community Partnerships (between NGOs, Council of Chiefs, Council of Churches, women’s and other civil society groups and Government) should positively contribute to all of the Joint Country Strategy Objectives (and thereby have a positive impact on long-term stability) by:
- **Contributing to a focus on strengthening governance**, recognising the key role of a vibrant civil society in strengthening governance at all levels of society, and in creating demand for good governance. Ultimately, an active and engaged community sector is a key pathway to poverty alleviation;
  - **Complementing the strategic focus of the development relationship**, with the particular contribution civil society makes in the areas of productive capacity, service delivery, governance and demands for these;
  - **Providing potential strengthening of other programming** through innovative programming links and supporting the reach of community organisations (eg, support for youth, engagement with Council of Chiefs and Council of Churches, equity in governance, leveraging opportunities through the private sector etc); and through these links can strengthen sustainability of other programming;
  - **Bringing new players into the development program**, broadens experience of participation in the development process and, particularly in the context of a small nation, allows scope to draw on earlier Australian investment in skills development across a broader range of players;
  - **Complementing bi-lateral programs** in strengthening identified areas such as civil society, service delivery, and productive capacity as well as building indigenous NGO, traditional authority and community capacity. Community partnerships have much to contribute towards strengthening governance systems and social capital”.
- 1.5 The Australian Government, through AusAID recognises the key role of traditional authority structures in promoting peace and stability and in positively affecting the development outcomes of activities in service delivery, governance and productive sectors. AusAID also recognises the important role that the Centre can play in developing a long-term relationship with the Council of Chiefs both in terms of outcomes for the Chiefs; but also in terms of improved research and analysis on traditional stability mechanisms.
- 1.6 AusAID provided funds to the Centre for a pilot series of workshops in 2005. These workshops successfully achieved their objectives and were reviewed positively by an independent reviewer and an AusAID official. The Review made a number of recommendations about future activities which have been incorporated into this new phase.

- 1.7 AusAID has decided to provide funding and other support through a Partnership with the Malvatumauri National Council of Chiefs and the Australian Centre for Peace and Conflict Studies at the University of Queensland for a further 16 month period. The name of this activity is “Vanuatu Kastom Governance Partnership.”
- 1.8 The activity is consistent with a five year plan developed by The Malvatumauri Vanuatu National Council of Chiefs (Malvatumauri VNCC). As part of their plan, the Malvatumauri VNCC has identified the need for capacity building that would enable the chiefs to reflect on and define their roles, increase their participation in the development process, and help manage the rapid social and economic changes taking place within their communities.
- 1.9 This next phase of activity is described in detail the Partnership Design Document.

## 2. **VANUATU KASTOM GOVERNANCE PARTNERSHIP**

- 2.1 The partnership between AusAID, the Malvatumauri VNCC and the Centre is intended to contribute in the long term to the goal of strengthened national and community governance in Vanuatu. Its contribution to this goal will be achieved through extending the contribution of kastom leadership to change and development processes.
- 2.2 The major role of the Centre in this context is to work closely with officials from the Malvatumauri VNCC to facilitate a variety of processes which provide an opportunity for reflection and learning within community and organisational contexts for people involved in kastom and community governance. This means that the Centre’s role is to design a process whereby groups of people with experience in kastom governance and community leadership are able to better understand the contemporary environment they operate within, to build confidence so they can interact with “introduced” systems and structures, and build skills to negotiate through increasingly more complex challenges and issues. The three broad themes within which this takes place are: community development, community governance and conflict resolution. Topics within these themes include: mediation, contemporary development processes and the interaction between kastom and introduced systems of governance.
- 2.3 The Partnership will be managed cooperatively, with all three partners playing roles in decision-making and planning at the strategic level and two partners responsible for delivery. While the Partnership focuses on the delivery of a series of workshops and the training of local facilitators to be able to run such workshops in future, a number of related and supportive activities are also included. These other activities are: research, follow-up support between workshops, and initial support in building the administrative capacity of secretariats for Councils of Chiefs at the national and island levels.
- 2.4 Research included in this Partnership is intended to have practical, policy-oriented and scholarly outcomes – improved workshops and training, input into region-wide work on culturally sensitive and conflict sensitive development and conflict prevention, and research papers. Details of the research topics and

processes are to be confirmed through negotiation with the other partners and the Vanuatu Cultural Centre (VKS).

- 2.5 Follow-up support for participants will be largely facilitated by the Malvatumauri itself, and the Centre may be asked for advice, information and other support as deemed appropriate.
- 2.6 The role of identifying training needs and supporting initial capacity development/training activities for secretariat officials, will also be managed primarily by the Malvatumauri. The Centre may be asked for advice, information and other support.
- 2.7 The Partnership is built on a commitment to regular dialogue, effective participation and mutual respect.

### 3. **PARTNERSHIP ELEMENTS**

- 3.1 The Partnership is expected to deliver the following outputs over the 16 month period commencing 1 September 2006 and finishing on 31 December 2007:
  5. Research produced on the value of kastom governance systems, their contribution to national and community governance and their interaction with introduced systems.
  6. Information shared and support provided for skills development of customary leaders.
  7. Support provided to community leaders and Councils of Chiefs for implementation of their governance action plans.
  8. Improved facilities and stronger management and office administration skills in the Secretariats for the National and Island Councils of Chiefs.

### 4. **IMPLEMENTATION APPROACH AND PRINCIPLES**

- 4.1 The Centre will apply the following principles and approaches in all its work with the Malvatumauri Council of Chiefs:
  - participatory approach in relation to planning, delivery, monitoring and reporting
  - professional approach to administration and communications and all other aspects of activity delivery
  - respect for kastom values and beliefs
  - the use of interactive, dialogic, participative and elicitive approaches in workshops
  - recognition of the need for and value of mutual cross-cultural learning
  - development of skills and confidence among ni-Vanuatu facilitators and workshop leaders through co-facilitation of workshops and dedicated train the trainer activities
  - recognition of the diversity of views and experiences among stakeholders



- recognition of the need to address gender issues throughout Partnership activities, including through deliberate efforts to offer opportunities to women and to highlight gender issues for women and men
- recognition of the need to include reference to gender and violence issues (particularly affecting women and children in Vanuatu)
- maximisation of opportunities for interaction with other AusAID programs including the Law and Justice Project, the Pacific Children's Program and the Vanuatu Women's Crisis Centre

## 5. **MANAGEMENT ARRANGEMENTS**

- 5.1 This activity will be jointly managed by all three partners at the strategic level and jointly implemented at the operational level by the Centre and the Malvatumauri VNCC. A senior representative of the Centre will attend Partnership Leaders Group meetings in December 2006, June 2007 and December 2007 (check dates) to participate in discussions about the overall direction of the Partnership, progress to date against high level objectives, quality of the Partnership, problems arising at the strategic level and solutions. This Group will make decisions about future directions of the Partnership, drawing on information provided by the respective implementation organisations and advice from a Kastom Reference Group which will meet every two months in Port Vila.
- 5.2 The Centre will be responsible for appointing, supporting and supervising a part-time Partnership Coordinator (Brisbane) for the duration 1 September 2006 to 31 December 2007. A Partnership Coordinator (Port Vila), based in the Malvatumauri VNCC Secretariat office will be the direct counterpart for this role. The role of these two positions is to ensure all Partnership activities are implemented and administered in a cooperative, professional, timely and appropriate manner, paying particular regard to the interests and needs of the local organisational and cultural context. Decisions about logistical arrangements and the content of workshops need to be jointly made, so communications between the Partnership Coordinators are particularly crucial to the success of this activity. Early discussion between the two Partnership Coordinators is likely to result in decisions to allocate particular responsibilities, which have not been pre-empted in the design. The two Partnership Coordinators will be responsible for drafting monitoring reports. They will seek input from each other and from their respective teams prior to finalising each report and submission to AusAID in Port Vila. Each Partnership Coordinator is also responsible for their own organisation's financial management and acquittals, based on two separate budgets. The Partnership Coordinator (Brisbane) will report to and be supported by the Workshop/Research Coordinator (see 5.3 below).
- 5.3 The Centre will be responsible for providing a part-time Workshop/Research Coordinator for the duration 1 September 2006 to 31 December 2007. This Coordinator will be responsible for the quality of workshop and research content and processes, ensuring that all inputs are sensitive to cultural and organisational contexts as well as consistent with academic and international development practice standards. This Coordinator will work closely with the

Partnership Coordinators on logistical arrangements and will contribute to monitoring reports to ensure they adequately reflect “higher level” workshop and research content issues.

- 5.4 The Centre has a budget which is intended to cover all its own expenses (Annex 5 of the Partnership Design Document). The budget covers the costs of personnel, development of workshop materials, travel to and within Vanuatu, accommodation, facilitation and arranging for translation of workshop materials. While some flexibility is appropriate in the use of these funds, any significant variations (+ or – 20% for a category) should be communicated to and approved by the other Partnership members.
- 5.5 The Centre will be responsible for liaison with the Malvatumauri in relation to all monitoring and reporting tasks (see Section 7. below)

## **6. RISK MANAGEMENT**

- 6.1 The Centre will share risk management responsibilities with the two other partners in this activity, according to the Risk Matrix at Annex 4 of the Partnership Design Document.
- 6.2 The following risks are particularly important for the Centre to monitor carefully and manage if they arise:
- the potential tension or difference of perspectives in relation to the two concepts of community governance and kastom governance
  - the risk that the constituency for the activity “chiefs” and other community leaders involved in kastom governance issues is so loosely defined that the selection of participants for activities becomes problematic and the beneficiaries are not those who can make a substantial difference
  - undermining some aspects of traditional leadership or threaten some perspectives about kastom governance
  - raised expectations about what the activity can deliver
  - duplication of activities with other agencies.

## **7. MONITORING**

- 7.1 The approach to monitoring in this Partnership is based on the “action research” model. The Centre will be expected to take a lead on the use of this approach, developing a straightforward plan to ensure that as activities are implemented, there is adequate attention paid to the process of reflection and learning. This approach is intended to ensure that the Partnership is continuously refining its “methods, data and interpretation in the light of the understanding developed in the earlier cycles”<sup>5</sup>.
- 7.2 As this activity is only 16 months in duration, it is important that the partners are not burdened with excessive monitoring procedures. However, there is much value in finding out what approaches will work well and why, in this

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<sup>5</sup> as above

relatively new and sensitive context for development cooperation. It is proposed that the following levels of monitoring be used in this Partnership:

- Level 1 Quality of delivery of activities and outputs
- Level 2 Quality of partnership interaction and relationships with other stakeholders
- Level 3 Lessons learned about content, approach and follow-up processes
- Level 4 Contribution of partnership to the overall purpose

- 7.3 The Malvatumauri VNCC and ACPACS will be responsible for monitoring at Level 1. This will include:
- at least weekly email and phone contact between Coordinators
  - exchange of brief written reports on a monthly basis summarising progress against each of the Outputs from each team
  - joint preparation and submission of a quarterly report to the Partnership Leaders Group which:
    - reflects on progress and lessons learned during the quarter
    - identifies achievements against each output
    - notes any changes in the environment which might affect the delivery of outputs
    - includes a plan for the following quarter
- 7.4 Monitoring at Level 2 will be largely undertaken by all three partners at the Partnership Leaders Group. The Centre's representative on this Group will be expected to participate in discussions about the relationships issue at each meeting. The Group will seek input from the two Coordinators and other stakeholders, including the Kastom Reference Group members, through phone calls, email communications and face-to-face meetings during occasional visits. A simple format for monitoring relationships between the partners and with stakeholders should be developed during the first meeting so there is some consistency of approach over this Phase of the Partnership. The intention of this level of monitoring is to ensure that the Partnership is contributing to effective delivery of activities, maximising the likelihood of quality outcomes and meeting the respective priority needs of all partners.
- 7.5 The action-research approach is particularly relevant to Level 3 monitoring and under the Centre's leadership, requires participation by all partners. ACPACS will set up a simple action-research plan and system. Wherever possible, action research activities should be included in workshops, visits, meetings and other activities, rather than organised separately. This will help to reduce costs, build local capacity in the use of the approach and maximise participation in the processes involved. Given the strong element of research in this partnership, it is appropriate that the action-research approach to monitoring could result in some research outcomes worthy of broader publication and dissemination, subject to approval of all partners.
- 7.6 The Centre will be expected to contribute to monitoring at Level 4 during an external review process commencing in July 2007 which will lead to the potential design of a longer term activity in the area of Kastom Governance.

The process will draw on findings produced by the action-research model and reports during the previous 9 month period.

## **8. REPORTING**

- 8.1 The Centre will need to ensure that regular communications between the Coordinator (Port Vila) and Coordinator (Brisbane) are prioritised. A monthly internal report by each Coordinator will cover:
- progress to date in each of the four outputs
  - problems arising and suggested solutions
  - expected priorities for the following month.
- 8.2 The preparation of a detailed implementation schedule should be an early priority for the two Partnership Coordinators. This schedule should include travel and workshop dates and all meeting dates, as well as other Partnership events. The production of the schedule will require careful planning and negotiations between the three partners. The completed schedule should be submitted to AusAID by 30 October 2006.
- 8.3 A Partnership Quarterly Report will be prepared jointly by the two Coordinators for submission to all three members of the Partnership Leaders Group, no later than 2 weeks after the end of each quarter (i.e. quarter 1 commencing on 1 September and ending 30 November.) One Coordinator may draft alternate reports for the other to complete and finalise, subject to negotiation between the Coordinators. These reports will:
- summarise progress to date against each output
  - reflect on achievements and lessons learned (based on action-research approach)
  - identify issues arising and propose solutions
  - identify activities for the next quarter.
- 8.4 An ACPACS quarterly financial acquittal will be prepared by the Partnership Coordinator (Brisbane) and submitted to AusAID in Port Vila, no later than 2 weeks after the end of each quarter (i.e. quarter 1 commencing on 1 September and ending 30 November 2006). The final acquittal can be submitted no later than 31 January 2008, covering the period 1 September 2007 to 31 December 2007.
- 8.5 A Final Joint Partnership Report should be submitted to AusAID in Port Vila by 15 December 2007, in lieu of the last quarterly report.
- 8.6 The Centre and AusAID should keep each other informed of any other relevant issues (including any issues affecting implementation of the agreed workshops or irregularities in financial management) during meetings, via e-mail and/or through written Exception Reports.

- 8.7 The Centre is responsible for organising an audited statement in relation to funds spent on this activity, to be submitted to AusAID in Port Vila no later than 6 weeks after the end of the phase, i.e. no later than 15 February 2008.

## **9. REVIEW AND FURTHER DESIGN**

- 9.1 This phase of the activity is considered to be the first in a longer-term commitment. It has been agreed by the partners that from July to September 2007, a review and design process will take place to develop the plan for the longer-term activity. The Centre will be expected to participate in this process to the extent determined in the TORs, agreed to by all partners.

## DRAFT SCOPE OF SERVICES

### for Malvatumauri Vanuatu National Council of Chiefs

#### Vanuatu Kastom Governance Partnership

## 1. BACKGROUND

- 1.1 Australia's Pacific Regional Aid Strategy 2004-2009 reflects Australia's overall commitment to poverty reduction and sustainable development. The strategy identifies the importance of nation-building in the face of continued demographic change and pressure on traditional authority; and of the importance of a vibrant civil society in promoting good governance. It particularly notes the need to identify opportunities to provide targeted support for those organisations engaged with women, young people and vulnerable groups to strengthen their effectiveness to contribute actively to governance and development at community, national and regional levels.
- 1.2 Reflecting the key development challenges of the region, and Vanuatu's own medium term development policies articulated in the Priorities and Action Agenda (PAA), the goal of the Joint Vanuatu-Australia Development Cooperation Strategy is to support long term stability for Vanuatu by accelerating development, including broad-based growth, and improving the welfare of the general population. Australia has identified three focus areas in its program, the third of which is "improved governance through strengthening the stability and reach of key institutions." The strategy identified that AusAID intends to shift its focus on governance to assist the Government of Vanuatu extend the benefits of capacity building to people in rural areas, through support for stronger links between central, line and provincial systems; and to the "demand" side of Governance with support to NGOs and civil society. Key areas of assistance, noted in this strategy, include:
- continued reform in central agencies with enhanced outreach programs to support line agencies to improve management of assets, finance and budgets, human resource management and corporate planning;
  - stronger links between line agencies and provincial systems of service delivery, particularly in the health and education sectors;
  - expanding current assistance to achieve a more professional, accountable and community-oriented police force (building links with other Australian government programs, and harmonization and coordination with New Zealand and France) and stronger legal systems, supporting the rule of law; and
  - enhanced support for transparency, accountability and reducing corruption, through support for accountability mechanisms of government, machinery of government processes and engagement and selected partnerships with civil society (including the Council of Chiefs, NGOs and Council of Churches).

- 1.3 The Joint Country Strategy contains a mix of activities to ensure that Australian assistance continues to actively address key constraints to poverty reduction, development and potential instability, including targeted support for Community Partnerships.
- 1.4 AusAID considers that “focused and strategic support for Community Partnerships (between NGOs, Council of Chiefs, Council of Churches, women’s and other civil society groups and Government) should positively contribute to all of the Joint Country Strategy Objectives (and thereby have a positive impact on long-term stability) by:
- **Contributing to a focus on strengthening governance**, recognising the key role of a vibrant civil society in strengthening governance at all levels of society, and in creating demand for good governance. Ultimately, an active and engaged community sector is a key pathway to poverty alleviation;
  - **Complementing the strategic focus of the development relationship**, with the particular contribution civil society makes in the areas of productive capacity, service delivery, governance and demands for these;
  - **Providing potential strengthening of other programming** through innovative programming links and supporting the reach of community organisations (eg, support for youth, engagement with Council of Chiefs and Council of Churches, equity in governance, leveraging opportunities through the private sector etc); and through these links can strengthen sustainability of other programming;
  - **Bringing new players into the development program**, broadens experience of participation in the development process and, particularly in the context of a small nation, allows scope to draw on earlier Australian investment in skills development across a broader range of players;
  - **Complementing bi-lateral programs** in strengthening identified areas such as civil society, service delivery, and productive capacity as well as building indigenous NGO, traditional authority and community capacity. Community partnerships have much to contribute towards strengthening governance systems and social capital”.
- 1.5 The Australian Government, through AusAID recognises the key role of traditional authority structures in promoting peace and stability and in positively affecting the development outcomes of activities in service delivery, governance and productive sectors.
- 1.6 AusAID provided funds to the Australian Centre for Peace and Conflict Studies (the Centre) at the University of Queensland for a pilot series of workshops with the Malvatumauri Vanuatu National Council of Chiefs in 2005. These workshops successfully achieved their objectives and were reviewed positively by an independent reviewer and an AusAID official. The Review made a number of recommendations about future activities which have been incorporated into this new phase.

## 2. VANUATU KASTOM GOVERNANCE PARTNERSHIP

- 2.1 Further to the successful pilot series of workshops in 2005, AusAID has decided to provide funding and other support through a Partnership with the Malvatumauri Vanuatu National Council of Chiefs (Malvatumauri VNCC) and the Australian Centre for Peace and Conflict Studies (ACPACS) for a 16 month period commencing 1 September 2006. The name of this activity is "Vanuatu Kastom Governance Partnership."
- 2.2 The activity is consistent with a five year plan developed by the Malvatumauri VNCC. As part of the plan, the Malvatumauri VNCC has identified the need for capacity building that would enable the chiefs to reflect on and define their roles, increase their participation in the development process, and help manage the rapid social and economic changes taking place within their communities.
- 2.3 This next phase of activity is described in detail the Partnership Design Document.
- 2.4 The partnership between AusAID, the Malvatumauri VNCC and the Centre is intended to contribute in the long term to the goal of strengthened national and community governance in Vanuatu. Its contribution to this goal will be achieved through extending the contribution of kastom leadership to change and development processes.
- 2.5 The Malvatumauri VNCC plays a key role in the management of this activity within a partnership context. The major role of the Malvatumauri VNCC is to work closely with officials from ACPACS to facilitate a variety of processes which provide an opportunity for reflection and learning within community and organisational contexts for people involved in kastom and community governance. While ACPACS will take a lead role in developing the content of workshops and train the trainer activities, the Malvatumauri will ensure that this material is appropriate, reflects their own views and experiences and includes input from the stakeholders interested in kastom governance issues in Vanuatu, including, but not limited to:
- Vanuatu Cultural Centre
  - Vanuatu Association of NGOs
  - Vanuatu National Council of Women
  - Vanuatu Women's Centre
  - Transparency International Vanuatu
  - Foundation for the People of the South Pacific
  - University of the South Pacific Law School
  - Youth Challenge International
- 2.6 To avoid the risk of duplication and to maximise the chances that his activity will complement other activities in Vanuatu which are relevant to community governance, the Malvatumauri will maintain regular contact with these stakeholder organisations which focuses on:
- understanding relevant activities of other agencies



- identifying opportunities for sharing ideas and perspectives
  - identifying case studies which may be used within workshops
  - identifying individuals and materials relevant for various Partnership activities, such as train-the-trainer positions, follow-up activities, training in administration and other issues for secretariat officials for Councils of Chiefs
  - communicating information about upcoming workshops and Partnership events
- 2.7 The Partnership will be managed cooperatively, with all three partners playing roles in decision-making and planning at the strategic level and two partners responsible for delivery.
- 2.8 The role of the Malvatumauri VNCC overall is to ensure that all Partnership activities provide mechanisms to meet Partnership objectives in ways that are culturally and organisationally appropriate. This involves not only active participation in the planning and delivery of all Partnership activities but also discussions with other Vanuatu stakeholders which have experience and interests in kastom governance issues.
- 2.9 The focus of the Partnership is a series of workshops. These are seen as opportunities for groups of people with experience in kastom governance and community leadership to develop greater understanding of issues associated with the contemporary social and economic environment in which they operate, to build confidence so interaction with “introduced” systems and structures is constructive, and build skills to negotiate through increasingly more complex challenges and issues. The three broad themes within which this takes place are: community development, community governance and conflict resolution. Topics within these themes include: mediation, contemporary development processes and the interaction between kastom and introduced systems of governance.
- 2.10 While the Partnership focuses on the delivery of a series of workshops and the training of local facilitators to be able to run such workshops in future, a number of related and supportive activities are also included. These other activities are: research, follow-up support between workshops, and initial support in building the administrative capacity of secretariats for Councils of Chiefs at the national and island levels.
- 2.11 Research included in this Partnership is intended to have practical, policy-oriented and scholarly outcomes – improved workshops and training, input into region-wide work on culturally sensitive and conflict sensitive development and conflict prevention, and research papers. Details of the research topics and processes are to be confirmed through negotiation with the other partners and the Vanuatu Cultural Centre (VKS).
- 2.12 The Malvatumauri VNCC will be responsible for facilitating follow-up support for participants in relation to their action plans. This means that the Malvatumauri VNCC will maintain a register of organisations and their skills and interests relevant to community governance issues. When workshop participants develop their action plans at the end of each

workshop, the Malvatumauri VNCC will provide participants with links to these organisations. A small fund is available to support these organisations or the Malvatumauri VNCC itself to provide information, advice and other activities relevant to community governance issues, for example through workshops, visits, phone communications etc. ACPACS personnel may also be asked to provide advice, information and other support as deemed appropriate.

2.13 Malvatumauri VNCC will also be responsible for coordinating the task of identifying training needs for its secretariat officials and facilitating initial capacity development/training activities. This may involve support from other skilled individuals (e.g. for facilitation of a training needs analysis, for training on particular administrative or management skills) and a small fund is allocated for this purpose in the budget. ACPACS and AusAID personnel and other Vanuatu organisations may be asked for advice, information and other direct or contracted support as appropriate.

2.14 The Partnership is built on a commitment to regular dialogue, effective participation and mutual respect.

### **3. PARTNERSHIP ELEMENTS**

3.1 The Partnership is expected to deliver the following outputs over the 16 month period commencing 1 September 2006 and finishing on 31 December 2007:

1. Research produced on the value of kastom governance systems, their contribution to national and community governance and their interaction with introduced systems.
2. Information shared and support provided for skills development of customary leaders.
3. Support provided to community leaders and Councils of Chiefs for implementation of their governance action plans.
4. Improved facilities and stronger management and office administration skills in the Secretariats for the National and Island Councils of Chiefs.

### **4. IMPLEMENTATION APPROACH AND PRINCIPLES**

4.1 The Malvatumauri Council of Chiefs will apply the following principles and approaches in all its work in this Partnership:

- participatory approach in relation to planning, delivery, monitoring and reporting
- professional approach to administration and communications and all other aspects of activity delivery
- respect for Australian cultural values and recognition of the need for and value of mutual cross-cultural learning

- development of skills and confidence among Australian facilitators and workshop leaders through co-facilitation of workshops and support for language training
- recognition of the diversity of views and experiences among stakeholders
- recognition of the need to address gender issues throughout Partnership activities, including through deliberate efforts to offer opportunities to women and to highlight gender issues for women and men
- recognition of the need to include reference to gender and violence issues (particularly affecting women and children in Vanuatu)
- maximisation of opportunities for interaction with other AusAID programs including the Law and Justice Project, the Pacific Children's Program and the Vanuatu Women's Crisis Centre

## **5. MANAGEMENT ARRANGEMENTS**

- 5.1 This activity will be jointly managed by all three partners at the strategic level and jointly implemented at the operational level by and ACPACS. A senior representative of the the Malvatumauri VNCC (Chief Paul) will attend Partnership Leaders Group meetings in December 2006, June 2007 and December 2007 (check dates) to participate in discussions about the overall direction of the Partnership, progress to date against high level objectives, quality of the Partnership, any problems arising at the strategic level and proposed solutions. This Group will make decisions about future directions of the Partnership, drawing on information provided by the respective implementation organisations and advice from a Kastom Reference Group which will meet every two months in Port Vila.
- 5.2 The Malvatumauri VNCC will convene and co-chair the Kastom Reference Group with a senior representative from the Vanuatu Cultural Centre (VKS). This Group will comprise 6-8 members, negotiated with VKS, who will have the responsibility to guide Partnership activities to ensure they comply with kastom values and perspectives. Meetings will be held each two months, either at the Malvatumauri VNCC office or VKS.
- 5.3 The President and CEO of the Malvatumauri will play a key role in overseeing the quality of workshop and research content and processes, ensuring that all inputs are sensitive to cultural and organisational contexts.
- 5.4 The Malvatumauri VNCC will be responsible for appointing, supporting and supervising a full-time Partnership Coordinator (Port Vila) for the period 1 September 2006 to 31 December 2007. A Partnership Coordinator (Brisbane), based at ACPACS, will be the direct counterpart for this role. The role of these two positions is to ensure all Partnership activities are implemented and administered in a cooperative, professional, timely and appropriate manner, paying particular regard to the interests and needs of the local organisational and cultural context. Decisions about logistical arrangements and the content of workshops need to be jointly made, so communications between the Partnership Coordinators are particularly crucial to the success of this activity. Early discussion between the two Partnership Coordinators is likely to result in decisions to allocate particular responsibilities, which have not been pre-

empted in the design. The two Partnership Coordinators will be responsible for drafting monitoring reports. They will seek input from each other and from their respective teams prior to finalising each report and submission to AusAID in Port Vila. Each Partnership Coordinator is also responsible for their own organisation's financial management and acquittals, based on two separate budgets. The Partnership Coordinator (Port Vila) will report to and be supported by the President and CEO of the Malvatumauri VNCC.

- 5.5 The Malvatumauri VNCC will work closely with the VKS during the selection and appointment of a researcher who will be employed within the VKS to support the research planning and delivery aspects of the Partnership. Funds allocated for this position and all related costs (VNPF and other minor costs) are included in the budget for the Malvatumauri VNCC and should be passed to the VKS through an official arrangement. This arrangement will be audited along with the rest of the funding.
- 5.6 The Malvatumauri has a budget which is intended to cover all its own expenses (Annex 5 of the Partnership Design Document). The budget covers costs of Partnership Coordinator and the VKS Researcher and all costs associated with planning and delivery of workshops, including travel within Vanuatu, accommodation and meals for all facilitators and participants, as well as travel allowances for participants. Allocations are also made to cover the costs of some follow-up activities provided for participants through other Vanuatu-based organisations or Malvatumauri itself. Criteria for the allocation of these funds needs to be approved by the Partnership Leaders Group at one of their early meetings. Funds are also provided to undertake a training needs analysis and for some initial skills training for Secretariat officials at national and island Councils of Chiefs. While some flexibility is appropriate in the use of these funds, any significant variations (+ or – 20% for a category) should be communicated to and approved by the other Partnership members.
- 5.7 The Malvatumauri VNCC will be responsible for liaison with ACPACS in relation to all monitoring and reporting tasks (see Section 7. below)

## **6. RISK MANAGEMENT**

- 6.1 The Malvatumauri VNCC will share risk management responsibilities with the two other partners in this activity, according to the Risk Matrix at Annex 4 of the Partnership Design Document.

## **7. MONITORING**

- 7.1 The approach to monitoring in this Partnership is based on the “action research” model. This means that as key steps are taken to implement activities, time will be allocated to learn about whether the step has been effective and why. ACPACS will help to develop a system to use with this model. The model is intended to help improve the quality of activities and help

participants to understand about what are the best approaches in the particular setting.

7.2 It is proposed that there will be four levels of monitoring for this partnership:

Level 1	Quality of delivery of activities and outputs
Level 2	Quality of partnership interaction and relationships with other stakeholders
Level 3	Lessons learned about content, approach and follow-up processes
Level 4	Contribution of partnership to the overall purpose

7.3 The Malvatumauri VNCC and ACPACS will be jointly responsible for monitoring at Level 1. This will include:

- at least weekly email and phone contact between Partnership Coordinators
- exchange of brief written reports on a monthly basis summarising progress against each of the Outputs from each team
- joint preparation and submission of a quarterly report to the Partnership Leaders Group which:
  - reflects on progress and lessons learned during the quarter
  - identifies achievements against each output
  - notes any changes in the environment which might affect the delivery of outputs
  - includes a plan for the following quarter.

7.4 Monitoring at Level 2 will be largely undertaken by all three partners at the Partnership Leaders Group. The Malvatumauri VNCC's representative on this Group will be expected to participate in discussions about the relationships issue at each meeting. The Group will seek input from the two Partnership Coordinators and other stakeholders, including the Kastom Reference Group members, through phone calls, email communications and face-to-face meetings during occasional visits. A simple format for monitoring relationships between the partners and with stakeholders should be developed during the first meeting so there is some consistency of approach over this Phase of the Partnership. The intention of this level of monitoring is to ensure that the Partnership is contributing to effective delivery of activities, maximising the likelihood of quality outcomes and meeting the respective priority needs of all partners.

7.5 The action-research approach is particularly relevant to Level 3 monitoring. All partners will be expected to contribute to the action-research process, which will be facilitated by ACPACS. ACPACS will set up a simple action-research plan and system. Action-research activities should be included in workshops, visits, meetings and other activities, rather than organised separately. This will help to reduce costs, build local capacity in the use of the approach and maximise participation in the processes involved.

7.6 Representatives of Malvatumauri VNCC will be expected to contribute to monitoring at Level 4 during an external review process commencing in July

2007 which will lead to the potential design of a longer term activity in the area of Kastom Governance. The process will draw on findings produced by the action-research model and reports during the previous 9 month period.

## **8. REPORTING**

- 8.1 The Malvatumauri will need to ensure that regular communications between the Partnership Coordinator (Port Vila) and Partnership Coordinator (Brisbane) are prioritised. A monthly internal report by each Partnership Coordinator will cover:
- progress to date in each of the four outputs
  - problems arising and suggested solutions
  - expected priorities for the following month.
- 8.2 The preparation of a detailed implementation schedule should be an early priority for the two Partnership Coordinators. This schedule should include travel and workshop dates and all meeting dates, as well as other Partnership events. The production of the schedule will require careful planning and negotiations between the three partners. The completed schedule should be submitted to AusAID by 30 October 2006.
- 8.3 A Partnership Quarterly Report will be prepared jointly by the two Coordinators for submission to all three members of the Partnership Leaders Group, no later than 2 weeks after the end of each quarter (i.e. quarter 1 commencing on 1 September and ending 30 November.) One Coordinator may draft alternate reports for the other to complete and finalise, subject to negotiation between the Coordinators. These reports will:
- summarise progress to date against each output
  - reflect on achievements and lessons learned (based on action-research approach)
  - identify issues arising and propose solutions
  - identify activities for the next quarter.
- 8.4 A Malvatumauri VNCC quarterly financial acquittal will be prepared by the Partnership Coordinator (Brisbane) and submitted to AusAID in Port Vila, no later than 2 weeks after the end of each quarter (i.e. quarter 1 commencing on 1 September and ending 30 November 2006). The final acquittal can be submitted no later than 31 January 2008, covering the period 1 September 2007 to 31 December 2007.
- 8.5 A Final Joint Partnership Report, prepared jointly by ACPACS and Malvatumauri VNCC should be submitted to AusAID in Port Vila by 30 November 2007, in lieu of the last quarterly report.
- 8.6 The Malvatumauri VNCC and AusAID should keep each other informed of any other relevant issues (including any issues affecting implementation of the agreed workshops or irregularities in financial management) during meetings, via e-mail and/or through written Exception Reports.

- 8.7 The Malvatumauri VNCC is responsible for organising an audited statement in relation to funds spent on this activity, to be submitted to AusAID in Port Vila no later than 6 weeks after the end of the phase, i.e. no later than 15 February 2008.

## **9. REVIEW AND FURTHER DESIGN**

- 9.1 This activity is considered to be the first phase in a longer-term commitment. It has been agreed by the partners that from July to September 2007, a review and design process will take place to develop the plan for the longer-term activity. The Malvatumauri will be expected to participate in this process to the extent determined in the TORs, agreed to by all partners.

**Annex 4 Draft Partnership Risk Management Matrix**

<b>Risk event</b>	<b>Impact on Program</b>	<b>L</b>	<b>C</b>	<b>R</b>	<b>Risk Treatment</b>	<b>Responsibility</b>
<b>Risks in the Design</b>						
Partnership leaders are not able to agree on strategic direction	Decisions are not made in a manner which facilitates effective implementation	1	3	L	Senior representatives from each partner to seek additional input from respective agency to facilitate negotiations and reach consensus	Partnership Leaders Group
Partnership Coordinators unable to work effectively together	Implementation of all activities delayed or poorly undertaken	2	3	M	Partnership leaders to carefully monitor work and relationship of Coordinators and provide support to maximise cooperative approach.  If problem cannot be solved, then new appointments could be considered as a last resort.	ACPACS Workshop/Research Coordinator  Chief Paul
Perceived unacceptable interference in or questioning of kastom governance values	Lack of commitment by chiefs to participation in activities	2	2	M	Negotiations between Partnership Leaders Group members with support and advice from Kastom Reference Group members on appropriate means to allay perceptions	Partnership Leaders Group
Disputes arise between chiefs and Government representatives over role of kastom governance	Distraction from key role of activities	2	2	M	Advice sought by Partnership Leaders Group members from members of Kastom Reference Group about the appropriate means to resolve tension or conflict	Partnership Leaders Group



<b>Risk event</b>	<b>Impact on Program</b>	<b>L</b>	<b>C</b>	<b>R</b>	<b>Risk Treatment</b>	<b>Responsibility</b>
Excessive tension between perspectives on community governance and kastom governance	Lack of agreement about focus of Partnership activities	2	2	M	Negotiations between Partnership Leaders Group members with support and advice from Kastom Reference Group members on appropriate means to resolve tension	Partnership Leaders Group
Difficulty in selecting "appropriate" participants for storians	Poorly targeted storians	2	2	M	Ensure participant selection process is jointly developed and applied.  Accept and allow for some flexibility to account for broad definitions of kastom governance	2 Partnership Coordinators
Expectations which exceed scope of Activity	Lack of interest in participation	2	2	M	Maximise communications with stakeholders on the parameters of this partnership.  Ensure information about alternative sources of support is collated and distributed	2 Partnership Coordinators plus Partnership Leaders Group
<b>Risks in operating environment</b>						
Duplication of activities with the work of other agencies	Confusion at local levels about most appropriate messages	1	1	L	Coordination with local agencies during the planning and implementation stages of each activity to minimise duplication and maximise complementarity	Partnership Coordinator (Port Vila)

<b>Risk event</b>	<b>Impact on Program</b>	<b>L</b>	<b>C</b>	<b>R</b>	<b>Risk Treatment</b>	<b>Responsibility</b>
Change of leaders as a result of 2007 election of Malvatumauri VNCC	Changed degree of commitment to partnership objectives and processes	3	3	H	Partnership Leaders to review future of Partnership for the longer-term following election results.	Partnership Leaders Group members
Change in priorities for Australian development cooperation program for Vanuatu	Lack of commitment by partners for future cooperation	1	3	M	AusAID to provide early advice of any changes in direction which might affect future of Partnership	AusAID
Natural disaster	Delays or cancellation of workshop or research activities	1	2	L	Activities could be re-located, subject to time available	Partnership Leaders Group

**Key to codes**

L = Likelihood (5 = almost certain, 4 = likely, 3 = possible, 2 = unlikely, 1 = rare)

C = Consequences (5 = severe, 4 = major, 3 = moderate, 2 = minor, 1 = negligible)

R = Risk Level (4 = extreme, 3 = high, 2 = medium, 1 = low)

**ANNEX 5 Draft Budget for period 1 September 2006 to 31 December 2007**

<b>Note</b>	<b>Item</b>	<b>Unit</b>	<b>Cost Vatu</b>	<b>Cost AUD</b>	<b>2006-07 AUD</b>	<b>2007-08 AUD</b>	<b>Total AUD</b>
	<b>Malvatumauri VNCC</b>			(rounded)			
	<b>Personnel</b>						
	<i>Partnership Coordinator</i>						
	salary	month	126,000	1,485	14,850	8,894	23,744
	VNPF (pension fund)	month	5,040	60	600	360	960
	other costs	month	3,040	36	360	216	576
	<i>Researcher with VKS</i>						
	salary	month	110,000	1,300	13,000	7,800	20,800
	VNPF (pension fund)	month	4,400	52	520	312	832
	other costs	month	3,000	35	350	210	560
	<b>Equipment</b>						
	Computer, printer package	1 set		3,500	3,500		3,500
	Office supplies	1 set		500	500		500
	Internet connection	1		500	500		500
	Internet fees	month		200	2000	1200	3200
	<b>Workshops</b>						
	<i>Malvatumauri Staff/Trainers</i>						
1	Travel for pre-workshop visit to each location	4 visits x 2 people	50,000	560	3,700	1,000	4,700
	Accommodation	2 days x 5 days x 4	2,000	25	750	250	1,000
2	Travel for MVNCC officials to attend workshops	4 people x 4 visits	50,000	560	12,000	6,000	18,000
	Accommodation	4 people x 5 days x 4 locations	2,000	25	2,400	800	3,200
	Per diem outside Port Vila	4 people x 5 days x 4 locations	2,000	25	2,400	800	3,200

	<i>Participants</i>						
	Transport allowance - Tanna	35 participants	5,000	60	3,000	1,200	4,200
	Transport allowance - Pentecost	35 participants	6,000	70	4,000	900	4,900
	Transport allowance - Vila	35 participants	200	3	150	60	210
	Transport allowance - Santo	35 participants	4,000	47	2,500	790	3,290
	Total for participants/facilitators		1,420,000	16,700	10,500	6,200	16,700
3	Meals - all workshops						
	Venue hire	5 days x 5 locations	50,000	590	2,000	950	2,950
4	<i>Train the trainer workshop</i>						
	Transport allowance	10 people	20,000	235	2,350		2,350
	Accommodation	5 people x 10 days	2,000	25	1,250		1,250
	Per diem	10 people x 10 days	2,000	25	2,500		2,500
	<b>Other</b>						
5	Research allowance	2 people x 10 days x 2 visits	90,000	1060	3,000	1,240	4,240
6	Contingency to support follow up activities	total allocation	170,000	20,000	10,000	10,000	20,000
7	Hosting meetings	5 meetings	20,000	240	800	400	1,200
8	Visits to Brisbane by MVNCC	2 visits x 5 days	250,000	3,000	1,500	1,500	3,000
9	Contingency for MVNCC - other costs	total allocation	85,000	10,000	5,000	5,000	10,000
	<b>TOTAL</b>						<b>\$162,062</b>
						Vatu	13,775,270

### Notes

1. Pre-workshop visits are required to select participants, negotiate with local chiefs, identify local issues and organise catering etc.

2. Allowance is made for 4 MVNCC officials - this may include 1 or 2 trainee trainers
3. Malvatumauri has calculated detailed meal allocations for individual workshops based on prior experience.  
This budget adds all costs together and spreads across the two years, to allow flexibility
4. Assumes 10 trainees attend a 5 day program (5 from outside Port Vila), but needs to be discussed further & revised.
5. This assumes that MVNCC officials will participate in at least 2 research activities outside Port Vila - this needs to be further refined
6. An allocation is included here to facilitate follow-up activities. Discussion is needed to identify how this will be managed and allocated.
7. MVNCC will host meetings for Partnership Leaders, Kastom Governance Group, research, workshop planning.
8. Costs of two people to travel to Brisbane to meet with ACPACS personnel during this phase to discuss partnership issues
9. This contingency will contribute for audit, communications and other travel costs associated with administering the Partnership