# Minutes of the LPAC of the "Building Community Resilience through Effective Governance Project"
## 21/2/07

**Present:**

**UN Multi-Country Office**
1. Toily Kurbanov – DRR & Chair
2. Ruth Verevukivuki – Programme Portfolio Manager
3. Helga Bara Bragadottir – Governance Analyst
4. Jonathan Mitchell –Young Professional, Environment
5. Emma Mario – Environment Programme Analyst
6. Radhika Murti – Young Professional, Poverty
7. Benjamin Blake – Young Professional Procurement
8. Mereseini Senikau – Young Professional, Human Resources
9. Patricia Ologhlen – UNV Programme Officer
10. Brian Lenga  - Governance Associate
11. Natasha Underwood – Administration Associate
12. Helena Shilamboleni- Intern, Environment Unit
13. Beatrice Olsson – Young Professional, Governance
14. Virisila Raitamata – Poverty Programme Analyst

**UNDP Pacific Centre**
15. Ernesto Bautista – Governance Team Leader,
16. Ma-Antonina  Ortega – Governance Specialist, Pacific Centre
17. Ruth Lane – International UNV, Disaster Risk Management Officer, Pacific Center
18. Peter Muller – Natural Disaster Reduction & Transition Specialist, Pacific Centre
19. Charmaine Rodrigues – Legislative Strengthening Expert

1. The DRR opened the meeting by welcoming everyone and thanking staff for their participation at such short notice.

2. The project was then presented with a chronology of events leading up to the project document. The process included a preliminary mission by UNDP for a scoping study following which a consultant was contracted to develop the document through incountry consultations. Other UNDP missions between November and January helped shape the concept and thereafter the project framework.

## Discussions/Issues

3. It was noted that the strategy for Disaster Reduction Management provided a good entry point into this project which can improve accountability mechanisms which will facilitate accounting for results.

4. The point of how traditional and modern leadership can compliment each other was discussed and the need to ensure that the project is mindful of sensitivities around this issue and to innovatively adopt approaches that will not widen already existent gaps.

5. It was noted that working at the local levels will be a challenge however strategies outlined seem to provide a good orientation to this challenge.

6. Pro-poor mapping proposed in the project will demonstrate how systems will work in government systems, so it is crucial to ensure institutional ownership and capacity with the relevant resources required. In most instances, sub- national administrations and institutions are assigned with ambitious tasks but with limited or no funds to undertake related activities. In this context, UNDP needs to negotiate with national government, in this case Department of Internal Affairs to provide financial support through REDI funds to implement activities identified as critical to local government strengthening and community resilience. This would be part of the Terms of Reference of the Planning Advisor.

7. The UNV section welcomes the inclusion of UNVs both national and international in the formulation of the project to be part of the implementation team however; this could compromise the ownership issue if an outsider is managing the project without local counterparting. This needs to be factored into the management arrangement section of the project document to ensure ownership, institutional memory and capacity building. The meeting was informed that this was discussed with government who agreed to this proposal given the limited staff capacity within the Department that already hosts a huge project such as REDI. It was also noted that Government has further requested for an additional Administrative support for the project.

8. The need for a clear justification and rationale of the choice of the pilot areas was raised. The risk of implementation in Tongoa given its negative growth in terms of population was raised, however; it was noted that the project could well assist in discouraging Tongoa communities from migrating to Vila if they were to be actively involved in their communities, provided other options and assisted towards provision of improved services and opportunities through improved communication, active community participation and developing various levels of community leadership and governance. Non- inclusion of Tongoa is a risk in itself.

9. A number of key partners and NGOs are already operational in Vanuatu and specifically in the two pilot areas. The document needs to better articulate these partnerships given the situation on the ground. If specific players are already working in certain areas identified in the project then their expertise need to be recognized and partnerships formalized in the document.

10. Development partners already have people working on the ground in the pilot areas; e.g. VSOs, Peace Corp, OXFAM, the role of UNVs therefore need to ensure complimentarity and not duplication. This was discussed with some of these partners during the consultation and it was confirmed that eventhough they have staff on the ground, it still does not necessarily mean that their services is adequate, most areas are not accessible to their services given their limited numbers and spread. The UNVs will be a welcome addition but at the same time their work need to be coordinated and lessons incorporated in the implementation of the project.

11. There is a need for specific expertise in the development of disaster risk management strategies and activities and in this regard it was foreseen that an international UNV would be required for the project. Revisions to the document need to address this. It was agreed that one of the national UNVs will be changed to an international to meet this need.

12. In terms of Disaster Risk Management component of the Project, we suggest that you take the cue from what's already been done by the Vanuatu NAPA Project. During the nation-wide consultations undertaken in 2005, the two provinces being piloted in your project (Penama and Shefa) have identified Climate Change issues and adaptation options to address the issues."

13. It is important to note that DRM activities as par of this project should be closely linked with the national plan of action for disaster risk reduction and disaster management, which was supported by regional partners UNDP, Secretariat of Pacific Islands Applied Geoscience Commission, Pacific Island Forum Secretariat and World Bank. The national action plan, and the recently developed 3 year programme of implementation, also caters for the strengthening and mainstreaming of DRR&DM on the provincial levels and in communities in all provinces. It is therefore important that DRM activities under this project complement and support the larger national program and that lessons and best practices are shared in that context.

14. Risks and their monitoring need to be well articulated in the Risk Log in ATLAS as entries are made following the Results Management Guide.

15. Drivers of development are well articulated in the document.

16. It is important to ensure that a conflict sensitive approach is taken in the project given the diverse groups and communities in Vanuatu, and the inherent potential of tensions this creates. This is both related to those that will be directly involved, affected and benefiting from the project, as well as outside actors.

17. There is a need to formalize arrangements with NGOs or specific groups that will be involved in the implementation of the project to ensure the project does not

create conflict or widen existing social, cultural or economic gaps. In this regard the project needs to promote the highlighting and reinforcement of existing traditional mechanisms of conflict resolutions in the communities.

18. The project will need to be mindful of the potential politicization of the project and its activities given the risk of the project widening the gap between the provincial administration and the local levels, e.g. access to emails, equipment and other technology. In this context, we have been assured that this is a Government priority, and the review of the Decentralisation Act was done in 2002 with specific recommendations and some of it is being implemented by the Department of Internal Affairs.

19. The maintenance costs for the rural email stations are allocated in the project document, it will be crucial to put in place measures/mechanisms to ensure there is capacity and a strategy to meet these costs when the project comes to an end to ensure sustainability of services and efficiency of the equipment. The Vanuatu project will adopt the Solomon Islands approach of user fees charged to ensure sustainability.

20. Results Management Matrix and Budget still needs to be reworked. DSU and Poverty Unit will action this.

21. A query was raised on the responsibility for asset management, and it was clarified that this would rest with UNDP until the project is closed and assets handed over to partners officially following UNDP rules and guidelines.

22. TORS for project personnel need to be developed and contract types to be clearly stipulated for ease of reference for units undertaking recruitment but also to comply with existing guidelines.

23. Lessons learnt from Solomon Island's Isabel Decentralisation project and the Kiribati Decentralisation project and other lessons from other Pacific Island countries relevant need to be better articulated in the document and how these would benefit this project. The document to include a section on UNDP's local governance initiatives and donor initiatives in Vanuatu.

24. Decentralised institutions need to be supported by fiscal policies that back up the interventions with significant resource allocation- the pro-poor profiling will help inform this process. As the project progresses, a partnership with the Ministry of Finance as a key Ministry needs to be developed to address this resource allocation issue to ensure sustainability and continuity- this is the reason the project is using the REDI the REDI Framework. There is an already existing facility related to this but it needs to link with the local government's plans and budgeting processes instead of utilizing these funds as a slush fund. This will be a specific part of project advocacy. At this point it would seem very ambitious to include this in the project document as we are only implementing for 3 years.

Fiscal transfers needs legislation and the provincial administration needs to first have capacity before implementing such changes.

25. The UN presence in Vanuatu needs to be articulated in the document and implications of joint ExComm presence will need to be discussed at some point with UNICEF who leads in Vanuatu in terms of relationships and expectations.
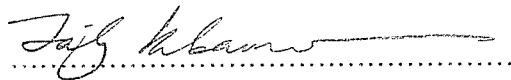
## Conclusion

24 .The project was given an qualified endorsement to proceed with the required processes to facilitate submission to the Governance Trust Fund and the project's subsequent approval by the Government and UNDP.

25. Changes need to be made to the document on the basis of the LPAC comments and ATLAS entries and compliance with the Results Management Guide to be facilitated as a priority. The Revised project document is to be presented for TPR before the end of 2007.


All staff were thanked for their participation.


Virisila Raitamata
Poverty Programme Analyst
Poverty Unit.
21/2/07


Endorsed & signed by:

Mr Toily Kurbanov
Deputy Resident Representative
UNDP Fiji Multi- Country Office

UNITED NATIONS DEVELOPMENT PROGRAMME

PROJECT NUMBER:         .....

PROJECT TITLE:          Building Resilient Communities Towards Effective Governance

EXECUTING AGENCY:    Ministry of Provincial Development

IMPLEMENTING PARTNER: Penama & Tongoa Local councils

PROJECT SITE:           Vanuatu

| Summary of Inputs: USD | |
| --- | --- |
| TRAC: | $300,000 |
| PC: | $120,000 |
| GTF: | $100,000 |
| | |
| Total | US$520,000 |

ESTIMATED START DATE:      30 April, 2007

ESTIMATED END DATE:        30 April 2010
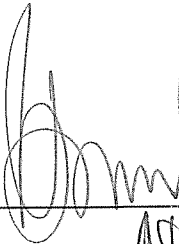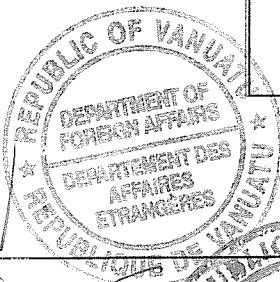
Approved on behalf of:

Government of Vanuatu:
Acting Director of Foreign Affairs  _____

Ministry of Internal Affairs  _____
Director General

UNDP  _____

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United Nations Development Programme

Government of Vanuatu

## Title of Project

### Building Resilient Communities Towards Effective Governance

Democratic governance involves participation and inclusive decision making, recognizing the key role of traditional authority structures in promoting peace, safety and stability and a vibrant civil society, including women and indigenous groups in creating demand for good governance. Thus the **Overall Objective of the project is to build resilient communities and promote sustainable rural development through effective and inclusive local governance in PENAMA and SHEFA.** These will be facilitated through:

- Establishing inclusive governance systems, creating accountability to communities for performance by government, with particular focus on the provision of essential services, active engagement and participation of women and representative women's groups. The focus will also be on Disaster Risk Management (DRM) in the two provinces;
- Encouraging and supporting local participation in decision making, involving traditional leaders/chiefs, church, women, youth, indigenous communities, among others;
- Increasing access to ICT by communities in SHEFA and PENAMA to enable civil society, particularly the poor, women, youth and disadvantaged to participate fully in discussions and actions that affect their lives, promote better understanding, peace and stability;
- Improve coordination and central-provincial-community linkages for better service delivery to populations including marginalized rural women and those in greatest hardship particularly isolated rural/island communities.

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Date: 3 October 2007

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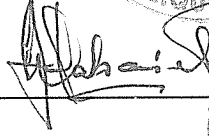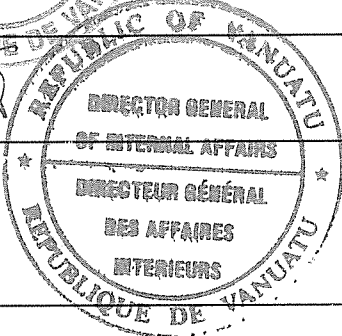ESTIMATED END DATE:         30 April 2010

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Approved on behalf of:

Government of Vanuatu:
Director of Foreign Affairs     —————————————————————

Ministry of Internal Affairs    —————————————————————
Director General

UNDP                            —————————————————————

# GLOSSSARY

| | |
|---|---|
| AC | Area Council |
| ADB | Asia Development Bank |
| BLDF | Bohol Local Development Foundation |
| CBDRM | Community Based Disaster Risk Management |
| CBOs | Community Based organisations |
| CG | Central Government |
| CRP | Comprehensive Reform Programme |
| CSOs | Civil Society Oganisations |
| DLG | Director Local Government |
| DM | Disaster Management |
| DRC | Disaster Reduction Consultations |
| DRM | Disaster Risk Management |
| FSPI | Foundation of the Peoples of the South Pacific International |
| FSPV | Foundation of the Peoples of Vanuatu |
| GDP | Gross Domestic Product |
| HDI | Human Development Index |
| HPI | Human Poverty Index |
| ICT | Information, Communication Technology |
| LDC | Least developed Country |
| LG | Local Government |
| MDG | Millenium Development Goals |
| MIA | ministry of Internal Affairs |
| MTEF | Medium Term Expenditure Framework |
| MTSF | Medium Term strategy |
| NDMO | National Disaster Management Office |
| NEX | National Execution |
| NGOs | Non-Governmental Orgaisation |
| NTAG | National Advisory Groups |
| OCHA | Office of the Commissioner of Humantarian Affairs |
| PAA | Prioritised Action Agenda |
| PICs | Pacific Island countries |
| REDI | Rural Economic Development Initiative |
| RTCs | Regional Training Centres |
| SBAA | Standard Basic Assistance Agreement |
| SG | Secretary General |
| TA | Technical assistance |
| TAG | Technical advisor Group |
| TIV | Transparency International Vanuatu |
| UNDP | United Nations Development Programme |
| USP | University of the South Pacific |
| VAT | Value Added Tax |
| VCC | Vanuatu Council of Chiefs |
| VCC | Vanuatu Council of Chiefs |
| VNCW | Vanuatu National council of Women |
| VRDTCA | Vanuatu Rural Development Training Centres Association |
| VSO | Volunteer service Overseas |

Section I

PART I. SITUATION ANALYSIS

Geographical and Socio-economic Profile

1. Vanuatu is an island country consisting of over 80 islands, with a population of around 200,000. As typical to most small islands states, Vanuatu faces several key challenges and development constraints as it strives to sustain strong economic growth and improve living standards of its population. These include a small domestic market, narrow and fragile resource base, a shortage of skilled personnel, difficult inter-island transportation, poor communication infrastructure in the rural areas, high unit costs of social and economic infrastructure provision and high vulnerability to external and natural disasters. The economy is highly dualistic with both access to, and the quality of infrastructure and basic services declining dramatically outside the main urban centers of Port Vila and Luganville. These result in the visible inequities amongst the rural and urban communities and exacerbates inequities in situations where women are concerned.

2. With its small fragile economy, Vanuatu is the third poorest country in the Pacific having been classified as an LDC since 1995, with a per capita GDP of less than US$ 1,276. The Human Poverty Index (HPI) ranks Vanuatu number 13 of 15 Pacific Island Countries and 140 on the UNDP Global Human Development Index (HDI). Vanuatu was also ranked the most vulnerable state of 110 small developing countries by a 1998 Commonwealth Secretariat report.

National and Sub-national Governance

3. The social and political structures of the Vanuatu Island societies are extremely complex and vary from island to island and even from village to village. The fragmentation of the country with its complex social structure presents practical difficulties in governance. Vanuatu continues to have difficulties delivering effective, accountable and transparent government, particularly given the context that almost 80% of the population live in the remote outer islands. The nationwide consultations conducted by the Decentralization Review Commission in 2002 revealed an overall desire from the people to improve the current decentralization system which is viewed to be inefficient and ineffective in delivering services, and is expensive and too centralized in its powers and jurisdictions. There is alarming dissatisfaction and frustration over poor services throughout the rural areas of Vanuatu. Provision of basic services does not exist at Area Council (AC) and village levels. The role of the traditional leaders, women and civil society is not properly recognized. There was a general desire for a Decentralization system that is more participatory, facilitates development at the AC and village level, and encourages self-reliance – a system that shows real independence in governance and development. People want a system that allows Chiefs and people at the grassroots to make their own decisions in their ACs in terms of planning and development. Some of the identified issues that need to be addressed based on the DRC consultations include:
   ○ clarifying roles and functions
   ○ deciding on degree of autonomy

- increasing public accountability and transparency
- facilitating institutional strengthening and capacity building
- increasing community empowerment and participation through LG
- achieving equal opportunities and gender balance
- improving service delivery through CG/LG partnerships
- enhancing the role for traditional leaders and systems of government
- facilitating grassroots governance and bottom-up planning.

## Community Governance

4. Traditional authority structures under the Chiefs remain strong, and in many islands, this is the principal governance structure. Most communities perceive family, churches, tribe, women and youth organizations, and chiefs as most important institutions at the local level whom they depend on during crises. These groups allow greater participation and responsibility sharing within community governance. However, the communication links and structures that would support this more devolved responsibility sharing are not in place and as a consequence, there are too many, unlinked, lines of authority. Further, the effectiveness of these groups/committees is affected by the limited capacity in areas such as leadership, planning, budgeting, financial management, report writing and record keeping. Where community members understood and were in control of traditional systems, they are confused and uncertain about the modern adaptations present in their communities today. This confusion is associated with several factors including[1]:

- An increase in the range of Departments or Committees
- Uncertainty about the links and responsibilities of community governance agents and the agents of formal government
- Excessive and overly complex channels of authority, many of which do not link directly into the main community governance structure
- Little or no recognition from other governance levels
- Failure to meet all of people's needs
- Lack of an integral mechanism to educate and inform people about the principles, responsibilities, and means of engaging in community governance.

5. There is therefore a need to strengthen governance linkages to achieve better communication and coordination between communities and formal government institutions, to more clearly define the responsibilities of different governance agents and to reduce the burden of modern governance structures on communities.

## Vulnerability to Disasters and Disaster Risk Management

6. Due to the geographical spread of Vanuatu's islands, and poor transportation and communication infrastructure, education and information rarely reaches the more remote communities. There is also a high degree of vulnerability to a range of natural disasters, especially cyclones, earthquakes and volcanoes. OCHA[2] ranks Vanuatu twelfth in the whole

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[1] FSPI-ADB Study on Community Governance, 2003
[2] UN Office - Humanitarian Affairs (UNDP, Suva)

Asia Pacific Region for the frequency and severity of its natural disasters. On worst affected islands they render thousands homeless by damaging houses, schools and public building, flooding gardens and destroying most commercial and subsistence crops as well as coastal vessels which fishing and transport depend. This vulnerability is an important consideration in an economy where around 70% of exports over the last 5 years have been from the agricultural sector. It adds greatly to the risks associated with various agricultural crops, rendering investment in commercial production unattractive to many investors. Despite this, the reality is that agriculture is the only sector that can offer broad based growth and employment prospects in the foreseeable future. [3]

7. Although extremely vulnerable to natural disasters, disaster management (DM) and disaster risk reduction (DRR) arrangements in Vanuatu are poorly developed. Arrangements for roles and responsibilities are often not well articulated or even inconsistent with one and other. Provincial administrations have limited knowledge of and capacity for disaster management, while linkages with national authorities are poorly defined. Community based disaster risk management (CBDRM) has been limited to mostly isolated initiatives by NGO's and community based organizations and hold no relations with government departments at provincial and national level. The multi-stakeholder consultations and workshops held in 2006 by the Regional Pacific Partnership Network[4] identified key issues concerning disaster risk management, as follows:

- There is a lack of government policy, organizational structures, and legislative framework to underpin disaster risk reduction and disaster management in a holistic, coordinated, programmatic manner;
- Decision-making processes at the national, sectoral, provincial, and community levels do not reflect explicit considerations of assessment of hazards and vulnerabilities to disasters;
- No institutional linkages for DRR/DM, especially between the provincial and national level; Weak administration and DRM related infrastructure in the municipality – area councils weak and /or not functioning
- Engagement with communities at risk, private sector, traditional leaders, women's groups, and other stakeholders in developing DRR &DM actions and projects is minimal, if any;
- There is inadequate information and communication system about hazards and vulnerability available to all levels of decision-makers; and
- NDMO focal points for planning and response in provinces and communities absent.

## Gender Analysis

8. In Vanuatu, women are rarely involved in the formal decision-making processes of family, village or country. They are severely under-represented in senior managerial and leadership

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[3] ADB Poverty Assessment Report, 2002
[4] The specific representatives from the Pacific Regional Partnership Network who are providing assistance to the Vanuatu consultations include: South Pacific Applied Geosciences Commission (SOPAC); Pacific Islands Forum Secretariat (PIFS); South Pacific Regional Environmental Program (SPREP); United Nations Development Program (UNDP); and The World Bank (WB).

positions. In 1999 only 21.5% of legislators, senior officials and managers were female. In the 2002 election, of the 257 candidates for the 52 seats in the lower house, only seven were women, four of whom were standing as independent candidates (four of the 68 independent candidates were women). At the professional level (teachers, nurses etc) females are better represented. They account for 38.8% of all professionals and 43.9% of those in government service, (ADB Poverty Assessment, 2002). Yet women constitute approximately half of the total population of the country. Out of the estimated total population of almost 200,000, nearly 96,000 or 48 percent are women.

9. It is estimated that more than 80 percent of women in Vanuatu are living in rural villages engaged in subsistence agriculture and other day-to-day activities, such as decision maker, mother, nurse, food provider, income earner, community leader and first educator, providing the essence of the livelihood of any family or community. These varied and important roles of women as household producers, child bearers and carers, and in most communities in community management are defined, recognised, affirmed and given value and status in traditional Melanesian society.

10. Women in Vanuatu have the right to vote and are free to participate in the political process. There is the need however to create political awareness among women and men to realise the importance of women's contributions in the decision-making and political processes of the country. The participation of women in the informal sector is growing, with almost half of the women working for money engaged in self-employment. However, for many of these women running their own little businesses, there is very little to no assistance to help develop their skills and businesses. Bolenga outlined the constraints to increased participation of women in the workforce as traditional attitudes that need changing, reproductive responsibilities, marital responsibilities, lack of access to education and training, violence against women and lack of economic growth[5].

11. Despite the cultural barrier and the traditional position of women in the decision-making process and the economy, today in modern Vanuatu, this position is slowly being eroded away by the need for equality in employment, education and decision-making. Thus, like most other Pacific Island countries (PICs), the gender issue is now an agenda that all partners in development preach, including Pacific Island Governments. In Vanuatu, national government has placed an equal emphasis on gender, including the nine benchmarks for gender improvement that have been set out in the CRP. The Vanuatu National Council of Women (VNCW) considers that these benchmarks should be incorporated in all developments in Vanuatu as advocated by the CRP. Women's organizations continue to play a leading role in propagating the need for equality between men and women.

## Land and Resource Management

12. Vanuatu is a predominantly an agrarian society, and 80% of its population depends directly on agriculture for their livelihood, with subsistence production[6]. Vanuatu remains under threat over the loss of its biodiversity due to clearing of vegetation and agriculture

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[5] Ibid.
[6] Vanuatu, CCA,2001; BPOA+10 Vanuatu Report, 2004.

*(b) Provincial level*

50. At the provincial level REDI coordinates the <u>implementation</u> of government services in the provinces. In many cases there is a need for cooperation between different departments to achieve a certain goal and the Provincial TAG provides a means of building that cooperation. For example, if local cocoa producers want to get their crop to market they rely on the Department of Public works for the road, the Provincial Government for a business license, the Department of Agriculture for technical advice and the Department of Cooperatives and Business Development for marketing advice. They will also work with the Chamber of Commerce and possibly a producer's association. REDI provides a focal point for all of these different agencies so that they can ensure that their services reach the producers.

## PART III. MANAGEMENT ARRANGEMENTS

51. The project will be national executed by the Government of Vanuatu through the Ministry of Internal Affairs in the Department of Local Government. The Project Steering Committee will be headed by the Director, Ministry of Internal Affairs. A Planning Advisor (international UNV) shall be recruited to provide policy and technical advice to the Ministry of Internal Affairs-DLG. A project team composed of a Project Manager (International UNV), two national UNVs will be recruited, one for Tongoa and the other to be based in PENAMA, and will report directly to the Director of DLG. The team will work in close liaison with the UNDP Vanuatu Programme Portfolio Manager to ensure the project is implemented according to the UNDP guidelines. Kindly refer to Annex __ for detailed TORs.

This will mean that the Programme Manager working with the Director of Department of Local Government will submit quarterly workplans to facilitate the release of quarter advances. The advances are to be acquitted at the end of each quarter, further submitted with a new quarterly worksplan to facilitate further advances and this will be a process adhered to quarterly. In the process the Vanuatu Programme Portfolio Manager based in UNDP fiji will laiise closely with the team in Vanuatu to ensure timely submissions, implementation and acquittal/reporting. An aim of the project is to specifically build capacity within the partner departments and ministry.

The project will also work with other partners and stakeholders in Vanuatu including VRTCA, TIV, FSV, Oxfam, VCC, and NDMO. It will also closely collaborate with the Bohol Local Development Foundation for the PDMS component, PFNET and RDVA in Solomon Islands for the rural email stations, and FemLink for the community suitcase radio initiative.

The project is mindful of ownership issues as we recruit external project managers and other staff, however, the main aim will be to work with the national counterparts in a way that will ensure enhancing their skills and competencies to be able to continue and expand this work in Vanuatu upon the completion of this project.

## Linkages with REDI – Institutional Framework

48. Instead of creating parallel structures, the project shall, as much as possible, link with the existing REDI structure as outlined below:

*(a) National level*

49. At the national level REDI coordinates government policies, strategies and activities in the provinces. The National TAG brings together all the Government Departments and NGOs that are involved in economic development in the provinces. It provides a forum for discussion and a mechanism for coordination. Action to implement is taken through the normal operational arms of the various government departments, NGOs and businesses.

*(b) Provincial level*

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The project will also work with other partners and stakeholders in Vanuatu including VRTCA, TIV, FSV, Oxfam, VCC, and NDMO. It will also closely collaborate with the Bohol Local Development Foundation for the PDMS component, PFNET and RDVA in Solomon Islands for the rural email stations, and FemLink for the community suitcase radio initiative. A key part of this project is the integration of lessons learnt in similar projects in both Solomon Islands and Kiribati. In the Solomons, it was clear that locating the Project Manager in Honiara rather than the province was counterproductive hence the decision in this project to locate the incumbent in the Penama Provincial Office. The rural email stations concept is also a replication of successful initiatives in Solomon Islands. Kiribati lessons include the need to ensure the integration of the project team into the Government system

rather than setting them up in isolation. This will ensure continuity and ownership and align the project initiatives to the plans of the ministry.

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50. At the provincial level REDI coordinates the implementation of government services in the provinces. In many cases there is a need for cooperation between different departments to achieve a certain goal and the Provincial TAG provides a means of building that cooperation. For example, if local cocoa producers want to get their crop to market they rely on the Department of Public works for the road, the Provincial Government for a business license, the Department of Agriculture for technical advice and the Department of Cooperatives and Business Development for marketing advice. They will also work with the Chamber of Commerce and possibly a producer's association. REDI provides a focal point for all of these different agencies so that they can ensure that their services reach the producers.

PART IV. MONITORING AND EVALUATION

52. Monitoring and evaluation will follow the NEX modality guidelines. Work-plans, financial reports and other reporting will be prepared accordingly. UNDP will share information on the progress of the project, study findings/recommendations, and lessons learned with the relevant partners and stakeholders and the community for purposes of knowledge sharing. In addition, the project will be subjected to UNDP project monitoring and evaluation in line with standard guidelines and procedures, and can be encapsulated in any evaluation initiated by the UNDP Office of Evaluations. In addition to the country trade integration strategy and capacity building plan of action, the other outputs of this project will be a series of knowledge products that will be used to support national policy dialogue, better appreciation of local community development, governance and crises prevention issues and advisory support services and lessons learnt which could e used by other potential countries and provinces within Vanuatu who may be recommended for scaling up or duplication of the approach.

The joint UN presence in Vanuatu is currently being planned as part of the UN reform, when this eventuates, additional support to all UN related projects of the future will be also offered

by this office once the terms have been negotiated with the host UN agency, for Vanuatu's case, UNCEF will play this role.

## PART V. LEGAL CONTEXT

53. This programme support document shall be the instrument referred to as project support document in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Governments of Vanuatu, Government of Solomon Islands and Government of Papua New Guinea and the United Nations Development Programme, signed by the parties on 27 March 1983, 4 April 1986 and 7 April 1981 respectively. The host country's implementing Agency shall, for the purposes the Standard Basic Agreement, refer to the Government co-operating Agency described in that agreement.

54. The following types of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided that he is assured that The Government has no objections to the proposed changes:

(a)     Revisions in, or in addition to, any of the annexes of the project document;

(b)     Revisions which do not involve significant changes in the immediate objectives, outputs or activities of a project but are caused by re-arrangement of inputs already agreed to or by cost increases due to inflation.

## Annex 2
## Draft Terms of Reference

## Programme Manager
## International UNV

The Programme Manager will be based at the Penama Provincial Council and reports to the Director of Ministry of Internal Affairs and supervises the work of the Project team to ensure effective and efficient implementation of the project.

**Specific tasks are as follows:**

1. Revise the existing 2007-2008 workplan and subsequently on an annual basis and submit a budget request on a quarterly basis based on the workplans.
2. Liaise with the two pilot Provinces through the various councils to ensure planned activities are being implemented and receive feedback on their progress
3. Provide an advisory role to the project team and government counterparts on a regular basis as well as technical expertise.
4. Meet with the Project Steering Committee on a quarterly basis, prepare an agenda and follow up on action items.
5. Communicate on a regular basis with UNDP to ensure rules and procedures are adhered to and seek support/advice as required.
6. Develop appropriate partnerships with relevant government departments and the various provincial level stakeholders as so required under the project document in terms of implementation of activities, identification of development initiatives and identification of participants for relevant training and workshops.
7. Organise the project annual and tripartite review meetings in consultation with the government partners.
8. Agree with the project team on reporting mechanisms and regularly communicate with the UNV Unit in the Fiji MCO.
9. Ensure that all project equipment are in compliance with UNDP's Asset Management guidelines and procedures.
10. Manage donor and partner relationships in Vanuatu and explore possible resource mobilization opportunities.

## ANNEX 1
### Draft terms of reference
### Planning Advisor (International UNV)

The Planning Advisor will have a one year term and will be based at the Department of Local Governance within the Ministry of Internal Affairs.

**Specific tasks will be as follows:**

1. Work with the Department of Internal Affairs to facilitate the establishment of a poverty diagnosis database using a set of minimum core indicators that will complement the planning initiatives done by the Rural Economic Development Initiative.
2. Identify relevant Government counterparts from various government ministries and NGOs, e.g. planners, statisticians, etc… for demonstration of the operational aspects of the database and how it can be developed and maintained in terms of what is required, e.g. data needs, data sources, indicators, etc…
3. Agree with provincial planners on data needs and data sources and methodology for collection and a schedule for updating
4. Work in liaison with local government planners and the REDI programme.
5. Strengthen government processes and tools in partnership with the Ministry to effect needed changes and improvement and systems.
6. Play an active role in resource mobilization for the project with the Programme Manager.

**Qualifications & Experience**
1. A Masters degree in Planning or related field.
2. Experience in Government Planning systems, monitoring and evaluation processes.
3. Experience in setting up and utilization of a Poverty Database Monitoring System (PDMS)
4. Experience in working with Decentralised government and/or other systems.
5. Possess strong team building skills as well as having capability to identifying training needs of planners and conducting appropriate training in use of PDMS.
6. Excellent communication skills
7. Willingness to learn local language as necessary.
8. Able to demonstrate strong leadership skills.
9. Strong PC based computer skills, Microsoft applications (in particular, Word, Excel and PowerPoint)

The National UNV will be based at the Tongoa Area Council Level to specifically establish the linkage and support of the specific initiatives to the Shefa Local Government Council as well as the Penama Council and the Department of Local Government reporting to the Programme Manager who will be based in Penama. The incumbent will work closely with Provincial Council staff including NGO, donor, and REDI programme partners working in the field

**Specific tasks will include:**

1. Draw up a workplan for the implementation of the project work programme in Tongoa in collaboration with the Programme Manager, the Project Team and the Department of Local Government.
2. Conduct research as necessary and monitor implementation of project activities.
3. Provide regular written reports to the Programme Manager.
4. Implement project activities in Penama Province as directed by the Programme Manager.
5. Conduct community surveys and analysis as required and conduct community consultations as appropriate.
6. Work with Planning Specialist to gather data/information for PDMS for Tongoa and Penama and demonstrate its use, and work with Government on a plan for updating the data and identifying who will be responsible.
7. Translate training materials and other resources into Bislama as required

**Qualifications & Experience**

1. A University graduate with a social science degree or relevant equivalent.
2. Strong community experience and fluency in the Bislama language and French an advantage.
3. Experiencing in working with grassroot/rural communities and have skills in conducting community facilitation and training.
4. Willingness to travel in rural Vanuatu e.g. Tongoa, the Penama Province.
5. A strong team player and have strong networking skills.
6. Able to work without or limited supervision
7. Strong PC based computer skills, Microsoft applications (in particular, Word, Excel and PowerPoint)
8. Willingness to learn new applications related to work, e.g. DevInfo and/or Pop-GIS.

**Terms of Reference for the Disaster Risk Management Specialist**
**International UNV (3 years)**

**Term of Reference**

The DRM Specialist will be based in Penama with the Programme Manager.

The position would require the following knowledge, skills and experience:

- A relevant qualification in a disaster risk management-related discipline
- Extensive experience in policy development and the provision of policy advice to Government
- Good appreciation and understanding of local and diverse cultures and some Pacific experience would be an advantage
- Sound leadership and mentoring skills and experience.
- Fluency in written and spoken English, and Bislama is essential (and French desirable) to enable communication with members of the community. Knowledge of other languages and demonstrated work in multicultural environments is an asset.
- Strong PC based computer skills, Microsoft applications (in particular, Word, Excel and PowerPoint)
- Demonstrated ability to take initiative and work under limited or no supervision.

| From: | Toily Kurbanov [toily.kurbanov@undp.org] |
|---|---|
| Sent: | Monday, 15 October 2007 5:32 PM |
| To: | ronil.prasad@undp.org |
| Cc: | senshil.chand@undp.org; ronald.ho@undp.org; patrick.tuimaleali'ifano@undp.org |
| Subject: | RE: Palau Capacity Dev. for National Planning Project to be sent to KK |

Approved. Thanks

-----Original Message-----
From: ronil.prasad@undp.org [mailto:ronil.prasad@undp.org]
Sent: Monday, 15 October 2007 5:07 PM
To: toily.kurbanov@undp.org
Cc: ronil.prasad@undp.org; senshil.chand@undp.org; ronald.ho@undp.org;
patrick.tuimaleali'ifano@undp.org
Subject: Palau Capacity Dev. for National Planning Project to be sent to KK

Workflow Notification

Priority:

Date Sent:  2007-10-14

Sent To:   toily.kurbanov@undp.org

cc:  patrick.tuimaleali'ifano@undp.org; ronald.ho@undp.org; senshil.chand@undp.org;
ronil.prasad@undp.org

Please click on the link below to access this transaction:
https://finance.partneragencies.org/psp/UNDPP1FS/EMPLOYEE/ERP/c/ESTABLISH_AW
ARDS.GM_PROJ_FUNDING.GBL?Page=PROJ_FUNDING&BUSINESS_UNIT=FJI10&EFFSEQ=4&PROJ
ECT_ID=00041528&Action=U


Message Text:

Dear Toily,

Budget revision conducted to align the 2007 budget to funds available taking into account the
prior years expenditures. Please send to KK.

Patrick,

Please note that this project was initially approved in 2005 with a duration of two years.
Extension of project into 2008 will require approval of the TPR.

Thanks

projects are appraised, there is limited expertise to assist communities in appraisal of proposals on a timely basis and providing recommendations for funding.
- Achievements of the REDI Plan has been very limited due to lack of implementation and redirection of funding to other areas outside of the plan.

## *ii) Shefa*
- The strategies for land development has been ignored so land are being sold outside of the REDI plan to investment.
- Rural - urban migration into Port Vila and settling on land without legal ownership and lack of political will to address these land issues have exacerbated the problem.
- Lack of follow up on part of administrators and councils to develop solid partnerships with landowners and chiefs to ensure protective mechanisms are put in place for the protection of landowners from investors and leasing of their land- in these instances, the best advice is not given.
- Tourism businesses co-owned with local partners are later bought out by their external investor partner, and in this way, local partners lose out. There is a need for potential local investors to be educated on how to conduct business.

## Gender Mainstreaming

26. Gender issues will be included within a governance rubric to ensure that the gender inclusion is an overall aspect of the project and its implementation. Therefore an overall gender mainstreaming strategy for provincial/local government will be developed and implemented. For example it is important to make sure that when planning and budgeting processes are developed the inclusion of women in the decision making processes are addressed and ensured.

## Objective of the Project

27. Democratic governance involves participation and inclusive decision making, recognizing the key role of <u>traditional authority structures</u> in promoting peace, safety and stability and a <u>vibrant civil society, including women and indigenous groups</u> in creating demand for good governance.

28. **Overall Objective: To build resilient communities and promote sustainable rural development through effective and inclusive local governance in PENAMA and SHEFA (Tongoa).**

**Specific Objectives** for the end of three years are:

- Effective and inclusive governance systems, creating accountability to communities for performance by government, with particular focus on the provision of essential services, including Disaster Risk Management (DRM) strengthened/established;
- Local participation in decision making, involving traditional leaders/chiefs, church, women, youth, indigenous communities facilitated;

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- Access to ICT by communities to enable civil society, particularly the poor and disadvantaged to participate fully in discussions that affect their lives, promote better understanding, peace and stability provided;
- Coordination and central-provincial-community linkages for better service delivery to populations in greatest hardship particularly isolated rural/island communities improved.

**Outputs/Components**

29. To achieve the above objectives, the following project components shall be implemented:

**i) Institutional capacity building for local development management in two provinces of PENAMA and SHEFA (Tongoa)**

<u>Strengthening the Capacity of Ministry of Internal Affairs-Department of Provincial Government to resource, support and supervise provincial government</u>

30. Planning will be a key component of the UNDP assistance to MIA-DPG. A Planning Advisor will be mobilised to the MIA-DPG to review the existing provincial planning system and see how to address the gaps as identified in the REDI evaluation. This may focus on enhancing REDI plans through merging of social planning and women's issues with economic development strategies, and also creating institutional linkages for enhanced REDI planning by strengthening area and municipal councils (leadership, linkages, and capacities for DRM). The planning system will link to national planning but its primary focus will be on improving meaningful provincial consultation and engagement with communities to enable the mobilisation of available resources to address priority needs.

31. The project will also invest in communications technology in order to link MIA-DPG more responsively with the two provinces.

<u>Strengthening provincial government's administration</u>

32. Immediate attention will be given to review and improve financial, administrative and human resource systems and procedures. Internal audits will also be revitalized with a view for continuous improvement.

33. A key priority of planning reform is to allow meaningful participation of community members, particularly women, traditional leaders, youth and other marginalised groups. Communities will be engaged in setting priorities based on realistic estimates of available resources and evaluating the progress of provincial service delivery.

**ii) Strengthening community participation in local level governance, local government decision making and public sector performance monitoring;**

<u>Strengthen Provincial and Area Planning Councils</u>

34. Capacity of provincial and local councils will be strengthened. This would mean opening and providing more space for representation from relevant stakeholders including the Council

activities and poor management of land and water systems, such as clearing of land over use of land within water catchment, over extraction of water, wild domestic stock fouling rivers, streams and springs and impact of introduced species such as the *Tilapia* and *Gampusia* (western mosquito fish) in particular, on the distribution and abundance of native fauna. Vanuatu's fragile ecosystems and social environment are under stress due to factors such as natural disasters, rapid population growth, changing lifestyles and consumption pattern. Moreover, as a result of the CRP, many indigenous land-owners on Efate are losing their best agricultural land and natural heritage to private investors seeking to undertake land speculation; the practice is rapidly diffusing to other islands in the nation.

13. All land belongs to indigenous Ni-Vanuatu, and chiefs/traditional leaders play a crucial role in community resource management. There is therefore a need for more involvement and ownership of responsibility at the community level for a more effective and sustainable resource management. This would mean linking traditional governance systems to formal decision making processes to make provincial/local governance more inclusive and participatory. This project will provide the opportunity to work in partnership with local communities in this regard.

Key National Development Programs

14. Comprehensive Reform Program (CRP) The CRP represents the development framework that the Government of Vanuatu has set for itself. The CRP's key features included a renewal of the institutions of governance; a redefinition of the role of the public sector; improvements to public sector efficiency; encouraging private sector-led growth, including small business and the rural sector; and the achievement of social equity. The CRP review (2006) has shown that the program actually went well for Vanuatu as to liberalize its economy; it surpassed liberalization ideals in the Pacific Region. The major changes included reform of the tax structure, downsizing the public sector by 10-15 %, radical legislative reforms, and privatizing various state-owned enterprises. Despite a very positive indication by most government ministries and departments, the preliminary assessment has shown that the CRP has failed to meet its overall development objectives. Reasoning provided include that the CRP programme actually introduced a set of new problems, including that the conversion of government-owned enterprise from "publicly accountable monopolies" to "private unaccountable monopolies," a staggering external debt of 31.2 % of GDP, and the loss of good public servants from downsizing without cost savings. The negative social impacts of the CRP are widespread, and the burden of the reform has fallen heaviest on the rural and urban poor. For example, the civil service downsizing has severely impacted the delivery of rural services, especially in the remote areas. Citizens in remote areas were also hit hardest by the VAT price hikes. In addition, the CRP has restricted the people's only access to credit by closing down the Bank of Vanuatu. The country currently has a large debt service bill.[7] The Comprehensive Reform Program Millennium Priorities and Strategies for the period 2004-2006 which focused on five main areas, most of which fall under the social sector have not been achieved. It would therefore seem proper to conclude that for the last ten years since CRP was introduced, the government is still busy at the policy level trying to identify the best mechanism to deliver its services to the rural communities while there has been little to

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[7] Vanuatu Daily Post August 31, 2006

nothing being done at the implementation level to address the needs of the people.[8] The CRP review highlighted the following issues which are relevant to this project:

- As a strategic approach to streamlining funds and resources as well as providing consistent advice, training and information, the department of environment must work in close partnership with other government departments and NGOs. Many NGOs tend to work more closely with communities, to provide awareness on how to protect and conserve our natural heritage and marine resources. Forming a coalition with them and CBOs would have a greater impact on the communities to realise the importance of environmental conservation and protection.

- People of Vanuatu must be informed and made aware of the direct linkages between population, resource use and pollution and the importance of conserving their natural heritage and the important role that nature plays in providing for our wellbeing. This can be achieved through community-based awareness to inform the uneducated and non-literate people of society and also through incorporating environmental studies in the school curriculum at all the primary, secondary and vocational level.

- Eco-tourism which aims at conserving the natural environment and involving the rural communities in such activities must be encouraged and developed. Funding assistance and technical support from both government, development partners and NGOs should be enhanced. There must be fairness and equity in approach in the eco-tourism sector to allow and provide more opportunities for the rural community to take an active part through consultations and planning processes that are participatory.

- Resources including equipment, funds, human resources and authority need to be decentralised to the provincial headquarters to allow for work to be undertaken to service the rural communities better and more effectively.

- Capacity-building of those responsible for data collection within ministries and the need to work in close partnership with National Statistics Office [NSO] which can provide technical assistance and advise in terms of data collection, data analysis and report writing and these need to include the provincial councils.

- Although the gender gap has reduced a little, the need still remains to be addressed by integrating gender issues across all sectors and involve women in the development process from the community levels up to the national level.

- Streamline and improve Data Collection, Data Analysis and Report Writing in all government ministries responsible for providing basic services to the communities to monitor the country's progress in meeting the needs of the rural poor and reducing the gap between the rich and the poor.

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[8] Shefa Provincial Council Corporate Plan

## Priorities and Action Agenda – (PAA)

15. In September 2003, the Government of Vanuatu released the Prioritized Action Agenda (PAA) which prioritizes the key aspects of the CRP. The PAA attempted to integrate and priorities development activities from three principal national development programs: the Comprehensive Reform Program (CRP), the Business Forum Outcomes and the Rural Economic Development Initiative (REDI) Plans.

## The Medium Term Strategic Framework (MTSF) Medium Term Expenditure Framework (MTEF)

16. The Ministry of Finance, through its Department of Social and Economic Development, is currently in the process of streamlining planning to the PAA – each sector will learn to design strategic investment plans will be carried out by each sector and is to be based on the National Vision documents (CRP, PAA). This exercise is being supported with a TA from the ADB.[i]. The development of a Medium Term Strategic Framework (MTSF) and a Medium Term Expenditure Framework (MTEP) is important for confirming the specific performance indicators of the overall country strategy. The investment plans are to be designed in connection solely with the PAA policy priorities so as to clarify policy objectives and establish links to budget outcomes.

## Rural Economic Development Plans (REDI)

17. The Rural Development Economic Plan (REDI) is a provincial five-year master plan for economic development.   It covers the first of 4 phases in the Provinces' 20-year program to achieve the Province's aim of improving the standard of living for the majority of its people. Improving the standard of living is defined as that stage when the majority of the people would have access to some form of regular income to improve their livelihoods as well as to have access to basic social services provided such as safe drinking water supplies, schools and medical facilities where needed. The REDI Plan is designed to achieve seven main goals: increase rural incomes from the production sector; promoting human resources development; creating a friendly business environment to facilitate investment; establishing appropriate infrastructures; promoting environmentally sound development, developing a reliable market network; and to source and secure funding for REDI 1 projects. The Plans outline the development program based on priorities towards achieving this long-term aim.

18. In terms of main gap, although well endowed on economic innovation, the plan does little for social development issues. According to the interviews, REDI's strength is the "process" connecting the national to the community level. It involves National Technical Advisory Groups (NTAGs) – National and Provincial level (TAGs). USP did a capacity assessment on REDI; many weaknesses have been identified. Key gaps and/or concerns of the REDI planning were expressed as follows:

- Lack of funding for implementation

- [9]Lack of synergy between national and the local REDI-TA
- No concrete or functional links to the Chiefly system – fundamental issue in terms of achieving participatory planning at the community level
- Lack of integrated programming – the social and economic issues must be considered together.

19. In general, the REDI program lacks a social focus and as a multi-sector program, is challenging for sustainable human development given the administrative capacity at the provinces. Provinces are primary owners of the planning process; however, human (technical) and financing capacity is clearly the barrier – both in terms of impact and resource mobilization. REDI implementation is the planning unit's responsibility, but many offices do not have national provincial planners on staff (VSO or Peace Corps step in an ad hoc manner). Another critical issue is the absence of strong linkages in planning to the municipality. The chiefly leadership system does not represent the community in the REDI planning exercise, telling of the two track governance system in Vanuatu. The volunteer planners are clearly not a strategic or a sustainable solution. Ni-Vanuatu planners must be institutionalized in the provincial government system, and the SG must enact a supervisory role to ensure that strategic planning targets are met and linked to the PAA.[10]

## PART II. STRATEGY

### Strategic Approach

#### Linkage with Existing Country Development Frameworks

20. The project is in line with the Vanuatu Priority Action Areas (PAA) which encapsulates the country's development strategies. It is also in accordance with the Decentralization Act and the recently endorsed National Action Plan for DRM and the DRM supplement to the PAA. The project will mainstream the development of national capacity especially at the local level through developing information and communication links that will not only increase access to information for the poor and vulnerable groups, but will also facilitate participatory development and help develop the MDG strategies at the sub-national levels. More importantly, it will contribute in harmonizing traditional and modern governance systems, reduce tensions and promote peace, safety and stability in the country.

#### Focus on Sub-national/local and Rural development

21. As a development strategy, the project will focus its interventions at building capacities at the sub-national/local level, particularly in the rural areas. A capacity building initiative directly at the provincial, area and community level through participation of government departments also offers an opportunity to build a bottom up movement within the government system for policy and institutional reform. It builds the capacities of communities at the one

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[9] Derrin Davis- ADB consultant currently with Ministry of Economic and Social Affairs

[10] Final Mission Report: Recommendations for UNDP Interventions for Strengthening Disaster Management Systems in Vanuatu, 2006

hand, and enabling the governmental machinery to perform an effective role in poverty alleviation and sustainable development, involving both national, provincial and local level governments. There is a strong emphasis on facilitating integration between the government and communities to organize joint efforts in addressing poverty and other developmental issues including disaster risk management and gender equity. The government officials are not only being encouraged to develop action plans at the provincial, district, sub-district, municipal and area council levels, but also to act as facilitators to support the community development initiatives. These provincial and local initiatives will be linked and coordinated with national plans and priorities to ensure support and commitment from national government. This strategy aims to move away from the traditional approach where the efforts of community and government would run on two parallel tracks, without involving the other.

## Multi-Sector and Multi-Stakeholder Approach

22. Linkages between the various initiatives in governance and DRM between levels of government and stakeholders are currently absent or only marginally developed and effective. The project will work at national, provincial and community levels to ensure that formal and informal governance systems are strengthened so that they can improve delivery of services to rural communities. This will involve: policy and regulatory reform; institutional strengthening in communications, finance, human resources management and planning systems; community engagement; and enhanced arrangements for service provision, including increased sectoral investment. UNDP is now in a unique position to facilitate dialogue and establish connections between these different levels of government and multiple stakeholders. UNDP's planned multisectoral interventions in the mainstreaming of DRM (National Action Plans) and local governance can bring together government agencies, NGO's (such as FSPV, Oxfam, World Vision, Peace Corps, TIV), community based organizations (such as VRDTCA) and village communities. It can help in conducting collaborative strategic planning at the local level with the involvement of all stakeholders. They could formulate common vision, objectives, strategies and plans and implement those under the management of a multi-stakeholder body. The bringing together of all these stakeholders also supports the mainstreaming of DRM into development.

## Improved Provincial and Local Level Governance

23. There is a growing consensus that democratic governance creates the conditions for sustainable development and poverty reduction. Local governments can play a major role in this effort by ensuring more effective and accountable local infrastructure and service delivery for the poor and by improving the dialogue between the state, citizens and their communities, and the private sector. The project shall be guided by an understanding of the linkages between (i) improved provincial and local level governance including environmental governance, (ii) local development and (iii) poverty alleviation and disaster risk reduction. Provincial and local level governance is a necessary condition for local development. It requires that provincial/local governments improve their capacity for policy-making and administration and establish effective mechanisms for people's participation and public-private partnerships to ensure inclusive and democratic decision making. Local development requires both the adoption of good governance practices by the provincial/local governments and a substantial increase in the share of public sector resources channeled through them.

Lastly, poverty alleviation and disaster risk reduction requires that provincial/local governments adopt pro-poor policies and "localize" the Millennium Development Goals (MDG) when designing and implementing local-level development initiatives. It entails integration of risk management considerations into the strategic needs assessments and development of plans and policies.

24. The project shall facilitate building capacities to strengthen three types of accountability relationships: (i) the *"downward"* accountability of the provincial/local governments to the communities they serve (ii) *the "upward"* accountability of the local/provincial governments to the State and (iii) the *"horizontal"* accountability of administrative staff to the Provincial Executive and Assembly.

## Pilot Areas and Focused Interventions

25. Given limited resources and based on the assessments done by UNDP, interventions will be focused and shall be tested in PENAMA province and in Tongoa of SHEFA province. In the context of development strategies, both provinces benefited from the REDI supported by AusAID and NZAid. Most recent preliminary findings on the review of the Rural Economic Development Initiative (REDI) and Vanuatu's Country Reform Programme (CRP) review in 2006 have provided informed directions to this initiative. REDI is viewed as the current parent development framework for rural economic development[11] in Vanuatu and as such, mechanisms have been instituted in the 6 provinces to ensure the boundaries and framework for implementation are in place. The Ministry of Internal Affairs hosts REDI, so in this context, the UNDP partnership with the same Ministry is critical given the coordination role of the Ministry which easily facilitates the sharing of information and lessons learnt from the national initiative strengthens the justification of this project but it also affords UNDP with the opportunity to design by building on its successes and addressing existing gaps.

*i) REDI highlighted the following gaps in Penama and Shefa:*

- Not all members of communities were adequately informed or knew about REDI and how it was supposed to benefit them.
- For those that were involved, projects were being generated / developed and submitted to Provincial Planner, endorsed by the Provincial TAG and submitted under signature of Secretary General at Provincial level to National REDI Office but mechanisms sometimes are slow to finalise (under $4m Vatu). Anything more than this is submitted through a different channel . The current bottleneck is at the level where

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[11] The preparation of the Provincial REDI Plans involved inputs from communities throughout various ten Area Councils within the Provinces, Government Departments, Technical Advisory Groups (TAG), the Provinces as well as the REDI Office within the Department of Provincial Affairs which plays the main coordinating role. The local communities participated through a series of development workshops, which were held throughout the Province over a period of about three months. The local Technical Advisory Group jointly coordinated these workshops with the REDI Office. The workshop sessions resulted in several project ideas, which are included in the Plan. These consultation workshops were particularly useful in that they provided the opportunity for the Province to get first hand information on the economic problems faced by the communities and the preferred solutions that could be applied to solve the problems. In effect the preparation of the REDI Plan involved a bottom-up approach. However, one of the major shortfall in REDI was the lack of focus on the social sectors and linking this with the economic focus. Some provinces are now putting in place measures to balance this out.

of Chiefs, the Church, CSOs, women's groups, youth, private sector, among others. Particular attention will be given in recognizing the importance of the role of chiefs and customary values in the community, and ensure that the necessary linkages between traditional/informal systems and formal government systems are established. Complementary trainings and workshops aimed at building local capacities in planning, data collection and analysis, vulnerability assessments, disaster risk management, among others will be conducted. Existing community structures and mechanisms for participation in provincial-level decision making will be strengthened with a view to developing capacity for social auditing of provincial administrations' performance.

<u>Civic Education/Awareness raising campaigns</u>

35. Active participation of citizens is important to stimulate demand for good governance from elected representatives and local executives but the project will also encourage access to information and accountability as a right of citizens, not merely for instrumental purposes. The responsibilities of citizens will also be stressed through a good governance and human rights awareness program, in order to encourage broad engagement and to allow community solutions to problems and mobilisation of community resources to occur. Disadvantaged groups such as women will also be specifically targeted in order to maximize their ability to disseminate information and develop systems that directly promote the interests of rural women in economic, social and justice areas.

36. Particular emphasis would be given in mainstreaming gender, MDGs, and disaster risk reduction particularly on the understanding of hazards and vulnerabilities – on the level of risks and its implications;

**iii) Mainstreaming Disaster Risk Management at the Local Level**

37. The Provincial Administration needs to be able to facilitate the higher demand for DRM in the province/local level and has a central responsibility in raising awareness, communication and DRM planning, based on local hazard mapping, village disaster plans and strategic assessments that are already part of development planning and REDI. Risk management considerations shall be integrated into the strategic needs assessments and development of development project proposals. Pro-poor profiling outcomes should be use in the village analyses to improve planning for DRM. This also requires increased capacity to appraise and develop high quality development project proposals (e.g. under the national REDI fund) that have been formulated by communities.

38. Provincial/local government officials shall be sensitized and trained to facilitate the process of community level risk assessment, action planning and implementation. It is crucial that the concerned government officials are provided appropriate training on facilitating community based work project formulation and facilitation, while giving due consideration to the local power structure, the heterogeneity of communities and differential nature of vulnerability. A training facility shall therefore be set up at the provincial level and it is recommended that this is done with joint input from NDMO, FSPV, VCC and RTCs.

39. Efforts to make REDI funds accessible for DRM activities shall be made, on the basis that economic development, assets and livelihoods should be protected from the impact of natural disasters to increase communities' resilience and safeguard development gains.

## iv) Appropriate information and communication system

Improve data collection, data analysis and reporting within provincial/local level

40. Provincial/local governments are challenged with the absence or lack of reliable and organized data considered important in planning, monitoring and analyzing progress on human development, as well as in policy and decision making. This reality limits the capacity of concerned government institutions to formulate responsive programs and projects that focus on the most basic needs of the constituency. Data availability is crucial for informed decisions, strategic planning, management and implementation of development plans, including monitoring and evaluation. It is an all important ingredient of pro-poor and people-centered planning and programming. The project shall facilitate the establishment of a poverty diagnosis database using a set of minimum core indicators that will complement the planning initiatives done by REDI.

41. Hazard and vulnerability assessments, including assessment of potential impacts of particular scale of disaster events on 'at risk' communities shall also form part of the information base which shall serve as inputs to sector planning for disaster risk reduction and disaster management.

Establish PFNet rural email stations and community suitcase radios[12]

42. The project will support the creation of inter-modal links and networks between three systems (i.e. HF radio, rural email stations and community radios) that create a web of potential communication options in PENAMA and Tongoa. Specifically, this means provision of email access via PFNet for four (4) village centers; HF transceiver radio connectivity for villages to the province; and community radio broadcasting systems in five major population centres in PENAMA and Tongoa. Capacity building (human, material, authority, institutional) to support above systems including programming, operations, management, monitoring and evaluation and procedures shall be provided. This is a replication of similar initiatives in remote villages of the Solomon Islands also supported by UNDP. The email stations have opened up communication and enhanced contact between rural community members with their families in the main urban centres and with those overseas. Communities have also used the technology to market their produce and as a means of contacting emergency services in terms of health related problems.

43. These interventions are expected to facilitate communication and exchange of information among communities, and also between communities and local, provincial and national governments. Providing access to appropriate ICT (solar-powered internet stations and suitcase radio broadcasts) to extremely isolated rural communities is expected to promote regular inter-community dialogue and consultations to harmonize traditional and modern

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[12] Refer to the Technical Mission Report-ICT Solomon, October 2006.

governance systems, reduce tensions and provide access to early warning information; and build capacities to reduce vulnerabilities through disaster risk management to lead to more resilient pacific communities.

## v) Advocacy and Networking

### Coordination and central-provincial-community linkages

44. A key element of the project will be to clarify the roles and responsibilities of provinces within the existing provincial government system. This will include building stronger partnerships with national line ministries through the provincial seconded staff at the province level and through improved working linkages, advocacy and policy at national level. As provincial governments are assisted by the project to demonstrate their administrative competence, discussions of functional assignments and costings will be facilitated with national sectoral ministries.

45. The project shall also facilitate and provide space for dialogue and discussions among stakeholders (multilateral, bilateral, NGOs, CBOs, private sector, academic institutions, school, etc.) at the local level on relevant development issues.

46. Other means and venues shall be explored to facilitate linkages between formal and non formal structures at the local Ward, Area, provincial and national levels.

### Strengthening of provincial/local networks

47. To enable traditional leaders, disadvantaged women and youths, and indigenous communities to participate fully in local governance initiatives, MDG achievement and monitoring, efforts will be made to establish/strengthen provincial and local networks such as Council of Chiefs, Council of Churches, CSO Forum, among others, so they can effectively engage with government.

### Improve Linkages with REDI – Institutional Framework

48. Instead of creating parallel structures, the project shall, as much as possible, link with the existing REDI structure as outlined below:

*(a) National level*

49. At the national level REDI coordinates government policies, strategies and activities in the provinces. The National TAG brings together all the Government Departments and NGOs that are involved in economic development in the provinces. It provides a forum for discussion and a mechanism for coordination. Action to implement is taken through the normal operational arms of the various government departments, NGOs and businesses.