

Public Works Department

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# Community-Based Contractor Guide for Provincial Governments





This document was prepared by Public Works Department (PWD) a branch of the Ministry of Infrastructure and Public Utilities (MIPU)

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Efate Ring Road, Efate

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Longana Aiport, Ambae



## Introduction

Community-Based Contractor program (CBC) is an initiative by the Public Works Department (PWD) to engage communities in routine maintenance of our rural roads around Vanuatu.

PWD has in the past contracted community groups to do works in some places, but it has not been in an organized and consistent way.

This new system is designed to work closely with local authorities:

- Provincial administrations
- Area councils
- Chiefs.

It is built on a partnership between PWD, local authorities and communities to work together for the common goal of taking care of our public roads in the islands.

Community-Based Contracting operates within the Vanuatu Government's Decentralization framework that is already established. Under the provincial administrations, area councils have been created to connect with the local leaders in the communities, and this is the starting point for PWD to contact the communities.

It is planned that as this partnership approach develops, provinces can take more part in road planning and maintenance in cooperation with PWD.

PWD have appointed a new officer to be based in each province to look after this program. They are called Provincial Community Partnership Officers (PCPO). The PCPO is the first point of contact in PWD for Community-Based Contracting

## Purpose of this guide

The purpose of this guide is to inform provincial administrations and area councils about how Community- Based Contracting will operate at the province, area council and community level. It will also explain their roles in working together with PWD in:

- a. Establishing positive partnerships with communities through the cooperation mechanism of province and area councils;
- b. The implementation and supervision of road maintenance works during the actual performance of contracts by community groups.
- c. Taking the lead in resolving local disputes and disagreements that may negatively affect Community-Based Contracting implementation.

## Who should use this manual

This manual is developed for use by the provincial administrations and area councils. Their main agents being the Secretary General (SG), Provincial Planner (PP), Area Council Development Officer (ACDO) and Area Secretaries (AS).



## About partnerships

PWD seeks to establish genuine long-term partnerships with communities across Vanuatu for cooperation in maintaining and repairing roads.

PWD seeks to establish genuine long-term partnerships with provincial governments and area councils for:

- cooperative infrastructure planning
- assistance in establishment of partnerships with communities and
- assistance with supervision of Community-Based Contracting

through the existing planning and reporting mechanisms of the province and area councils. See figure 1. Provincial and area council level key planning forums and document

The first level of partnership is between PWD's National Office and the provincial government.

The end result of this partnership is a Partnership Agreement that is signed by the Secretary General on behalf of the province and the National Director of PWD. This agreement must be endorsed by the provincial council and can be re-negotiated by the provincial government or PWD at any time.

The second level of partnership is with communities. PWD seeks to establish these partnerships through the structure and cooperation of the area councils, to best identify the legitimate local leaders and genuine groups to work together with at community level.

Provincial Government	Technical Advisory Commission (TAC)	Area Council
<p><b>Annual Budget Meeting</b> Held in November</p> <p><b>Annual Administration Meeting</b> Held in May</p>	<p><b>Monthly meeting</b> The first meeting of the year, business plans for each TAC member will be presented</p>	<p><b>Quarterly Meeting</b></p>
Who to attend		
<ul style="list-style-type: none"> <li>• Senior Community Partnership Officer (SCPO)</li> <li>• PWD Divisional Manager (DM)</li> <li>• Provincial Community Partnership Office (PCPO)</li> </ul>	<ul style="list-style-type: none"> <li>• PWD Divisional Manager</li> <li>• Provincial Community (DM)Partnership Office (PCPO)</li> </ul>	<ul style="list-style-type: none"> <li>• Partnership Office (PCPO)</li> </ul>



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## Nature of work

### 1. Partnership Establishment between PWD and communities.

This is done at area council level with close cooperation of the area council, especially the Chairman and the Secretary.

The PCPO consults the ACDO and the Area Secretaries (AS) and together they organize awareness meetings with the AC. After this level, the PCPO and the AS now consult communities where CBC will be implemented. The main goal is to find out with the local leaders where the community boundaries are along the road, and how to divide the contract lengths on the road between the different communities.

Figure 2 shows examples of some different governing structures at the local level according to island.

### 2. Community tasks and activities

To begin the CBC program, community engagement in contracts for road maintenance will cover some basic activities only:

- Grass-cutting
- Pruning of tree tops and branches overhanging the road
- Clearing of structures and removing of boulders or debris from side drains to clear blockages.

Other more technical activities like pothole patching that need some small machines, are not included yet until proper training is given to the communities and that the CBC is run for a year or so for familiarity.

### 3. Training

Before a contract begins, PCPO will run a one-day induction training for communities particularly the CWSs. This training will equip them with the skills they require plus any specific instructions on what is expected from them when the contract period ends. This includes compliance with safety standards, specific tasks outlined, usage of forms in the Contractor's Task and Safety Guide and other necessary information required from them.

At the end of the training, they will be issued with safety gear provided by PWD and they will also be told of what equipment and tools they need to purchase themselves.

### 4. Scoping of Works

Before a contract is signed, engineers must do scoping of all works that will be carried out by the communities. This is called the Bill of Quantities (BoQs) which will determine work that will be done and how much it will cost.

### 5. Supervision of Works

PCPO will supervise works on site on a daily basis during the contract duration of two weeks. Apart from this, CWS will take the primary role in coordinating actual contract on the ground throughout the day and they will also keep a record of attendance, injuries, items dispense from first aid kit and conflicts that may arise. CWS should be young persons who have just completed school and are in search of employment. This is a target group so that PWD may offer skills training that they might need to equip them for employment.

### Reporting lines for complaints or disputes

CWS report any issue, complaint or dispute to the PCPO. The PCPO then reports to the DM and copies the Senior CPO (SCPO) on the same email. DM reports directly to the Operations Manager.

In the case of a contractual dispute, PWD will handle the issue using its normal procedures.

In the case of social/community conflicts and land issues the following process is followed as stipulated in the contract:

Step 1: Community(ies) or individual(s), forward their complaints to the Community Works Supervisors (CWS) who will convene a meeting where both parties attempt to solve the disagreement at least 2 days.

Step 2: If this does not lead to all parties agreeing, the CWSs then report this complaint to the PCPO who then forwards this to the or Area Councils (Area Secretary) and finally the Provincial Administration (Area Council Strengthening Officer) depending on the seriousness of the case.

The PAs and ACs must solve the issue and in the meantime, works will be suspended until the matter has resolved.

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## Role of a Provincial Administration (PA)

Provincial Administration (PA) is a governing body at the provincial level that oversees all operations within the province. CBC establishment is endorsed by the PA and in this sense they are responsible for the following:

- resolve any social issues whether it be land or internal community conflict
- assist PWD in providing information required on work structure that will provide access to communities
- facilitate community consultations to show commitment to the community that this is a PA supported program
- instruct AS to assist PCPO in carrying out consultations or awareness programs within communities about CBC and other social issues that are likely to impact communities as a result of roads.

## Role of an Area Council (AC)

The area council (AC) is the lowest body established by the PA that consist of community representatives across all fields of society such as the women, youth and disabled.

Their role in implementing and coordinating CBC program is extremely important:

- assist in consulting communities about CBC program
- facilitate community consultations
- first level of dispute resolution after a failed attempt from the CWS and community chiefs
- facilitate awareness program in social safeguards issues.



Warore River, Santo

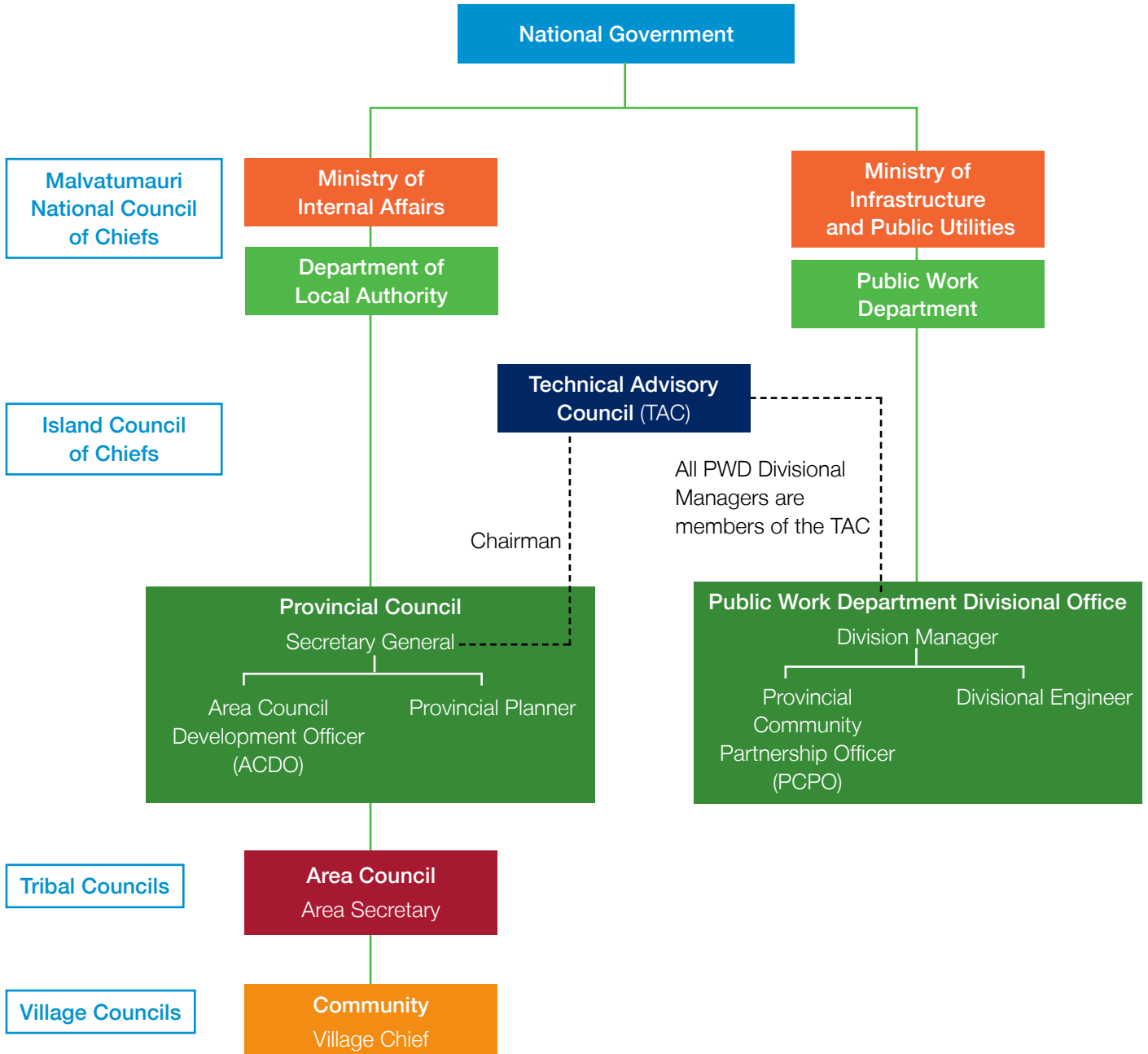


## Implementing agents Of CBC

Agency	Officer	Functions in CBC
Public Works Department	<b>Senior Community Partnership Officer</b>	<ul style="list-style-type: none"> <li>Acts as coordinator for CBC at the national level</li> <li>Monitors performance of and directs PCPO</li> </ul>
	<b>Division Manager</b>	<ul style="list-style-type: none"> <li>Acts as coordinator for CBC at provincial level</li> <li>Lead PWD agent in province</li> <li>PWD representative at TACs as required</li> <li>Final approval of all contracts</li> </ul>
	<b>Civil Engineer</b>	<ul style="list-style-type: none"> <li>Acts for DM when delegated</li> <li>PWD representative in TAC meetings</li> <li>Technical counterpart to PCPO who is responsible for all technical aspects of the contract</li> </ul>
	<b>Provincial Community Partnership Officer</b>	<ul style="list-style-type: none"> <li>Acts as coordinator for CBC at the area council level</li> <li>Acts as the link between PWD and provincial administrations</li> <li>Responsible for negotiating contracts with communities</li> <li>Responsible for social safeguard sensitisation, awareness and compliance.</li> <li>First point of contact for community complaints and disputes.</li> </ul>
Provincial Administration	<b>Secretary General</b>	<ul style="list-style-type: none"> <li>Chief Executive Officer of the provincial council and senior public servant in the province</li> <li>Chairperson of TAC</li> <li>Responsible for all books, records and documents of the provincial council</li> <li>Responsible for coordinating the services and activities of all other public sector agencies within that region</li> <li>Member of CBC project management team at provincial level</li> </ul>
	<b>Provincial Planner</b>	<ul style="list-style-type: none"> <li>Responsible for the development planning and all matters relating to physical planning of the province</li> <li>Member of CBC project management team at provincial and area council level</li> </ul>
	<b>Provincial Cashier</b>	<ul style="list-style-type: none"> <li>Ensures that all communities are registered for business licenses</li> </ul>
Local Area Council	<b>Area Secretary</b>	<ul style="list-style-type: none"> <li>Acts as project administrator for CBC at the area council level</li> <li>First line inspector of CBC works for his/her local area</li> </ul>
Council of Chiefs	<b>President</b>	<ul style="list-style-type: none"> <li>First line of dispute resolution in cooperation with CPO</li> </ul>
Nakamal	<b>Chief</b>	<ul style="list-style-type: none"> <li>First point of contact for PWD with nakamal</li> <li>Final approval of CBC involvement by nakamal</li> <li>Countersigns contract with head of CBC group</li> <li>Member of CBC management team at nakamal level</li> </ul>
	<b>Head of CBC Group</b>	<ul style="list-style-type: none"> <li>Signs contract on behalf of CBC group</li> <li>First point of contact for PWD on contractual and related issue and counterpart to PCPO</li> <li>Supervisor of works for village, responsible for quality control, timely delivery of works and social safeguards compliance</li> </ul>

## Operation Structure

Below is a diagram that outlines the overall work structure of CBC within the national context right down to the community level.





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## Public Works Department (PWD) Offices

### PWD Head Office

Nasituan Building  
George Pompidou Area  
PMB 9044  
Tel: 22888

### PWD Shefa - Workshop and laboratory

Private mail bag (PMB) 9044  
Tel: 22555

### PWD Malampa

Lakatoro Office  
PO Box 9  
Tel: 48490  
Fax: 48497

### PWD Sanma

Luganville Office  
PO Box 147  
Tel: 36316

### PWD Tafea

Isangel Office  
PO Box 26  
Tel: 88689

### PWD Penama

Saratamata Office  
PO Box 240  
Tel: 38825

## **PUBLIC WORKS DEPARTMENT**

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