

Public Works Department

Partnership Establishment Guide





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

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Introduction

Establishing formal partnerships with provincial and local- level governments (both state and kastom) is a key platform of Ministry of Infrastructure & Public Utilities' (MIPU) strategy to conform to the Government of Vanuatu's Decentralization policy.

As this is a new policy and strategy, this guide is needed to ensure consistent and appropriate processes and protocols in the establishment of these new working relationships. Once formal partnerships are established with all such entities in the country, this guide will become redundant and the procedures in operations manual to maintain the working partnerships will apply.

This guide is for use by Public Works Department (PWD) authorised officers to direct the establishment of strategic formal partnerships with the lower levels of state governance being provincial administrations and area councils. Then through this to use the partnership with area councils in particular to connect with the traditional levels of governance: Councils of Chiefs, tribal councils and nakamals.

The partnerships will be established with the main objectives of:

1. Co-managing of Community Based Contractors for preventive maintenance of infrastructure assets within each province
2. Coordination and information sharing;
3. Resource sharing
4. Capacity building of provincial government to progressively take on more responsibilities in managing the infrastructure within their domains

Instructions

This guide is to be used only to establish partnerships. Once a partnership has been formally established via the process outlined in this guide, the CBC operations manual is to be used to guide the development and maintenance of partnerships.

Who should use this manual?

Provincial Community Partnership Officers (PCPO) are the lead PWD officers in establishing partnerships at provincial and local level. They will ensure that consistent and appropriate processes and protocols are observed by all PWD staff acting within the partnership structure.

At higher levels the provincial Division Managers (DM) and senior Port Vila based staff are also at times required to represent the PWD, and the PCPO should ensure that they are familiar with the processes outlined here.

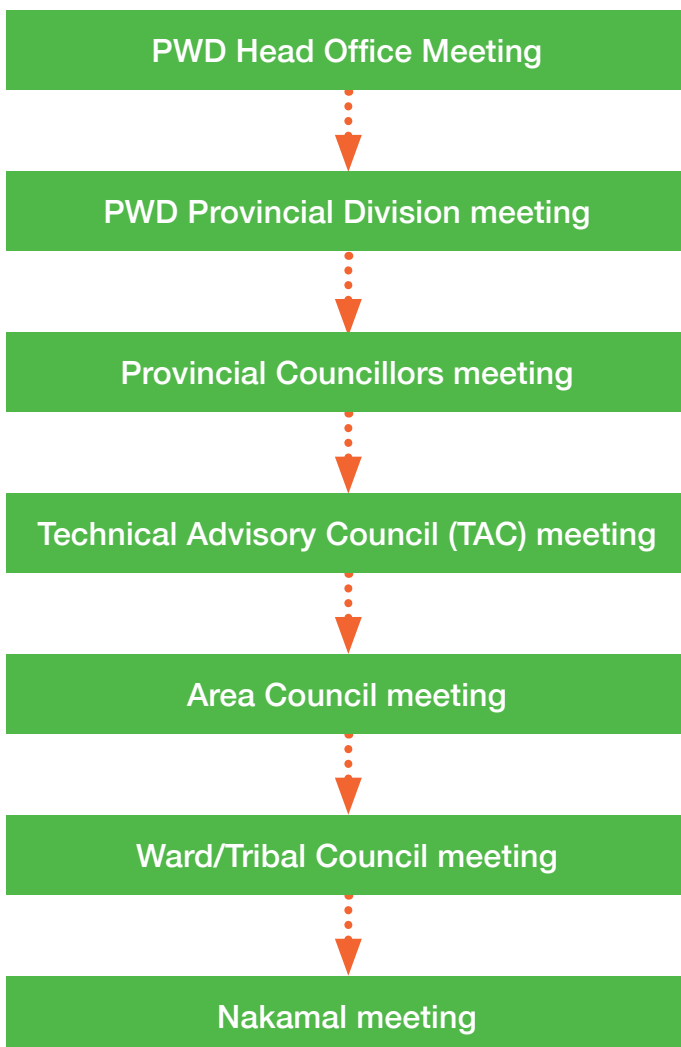


Steps in establishing partnership for community-based contracting

As set out in the CBC operations manual, community contracting program is embedded within the framework of decentralised government, through both traditional and formal government. The operational structure outlined below, enables community contracting to flow through three levels;

- National: Malvatumauri,
- Provincial: Island Council of Chiefs
- Area Council: Tribal Council and Villages.

Steps in establishing partnership for community-based contracting



Preliminary meeting: PWD provincial division meeting

The Community-Based Contractor is a new unit in PWD. PWD staff within the provinces should be made aware of this program before commencing process to establish partnerships with the province.

The Division Managers (DM) have been briefed about the program, so the PCPO should use their help and assistance in setting up a meeting with the rest of the division staff. This should ideally commence with a presentation about the CBC Program. This meeting should inform the PWD provincial staff about the directions CBC is taking to implement the program, and to make clear that their assistance in administrative works is crucial in nurturing this program.

Attendees at meeting should include:

- One of Senior Community Partnership Officer (SCPO), Social & Environment Officer (SEO)
- Provincial Community Partnership Officer (PCPO)
- Divisional Manger (DM)
- Provincial Finance Officer (PFO)
- Secretary
- Civil Engineer
- Foreman
- Site Inspectors
- The mobile team/Force Account team.

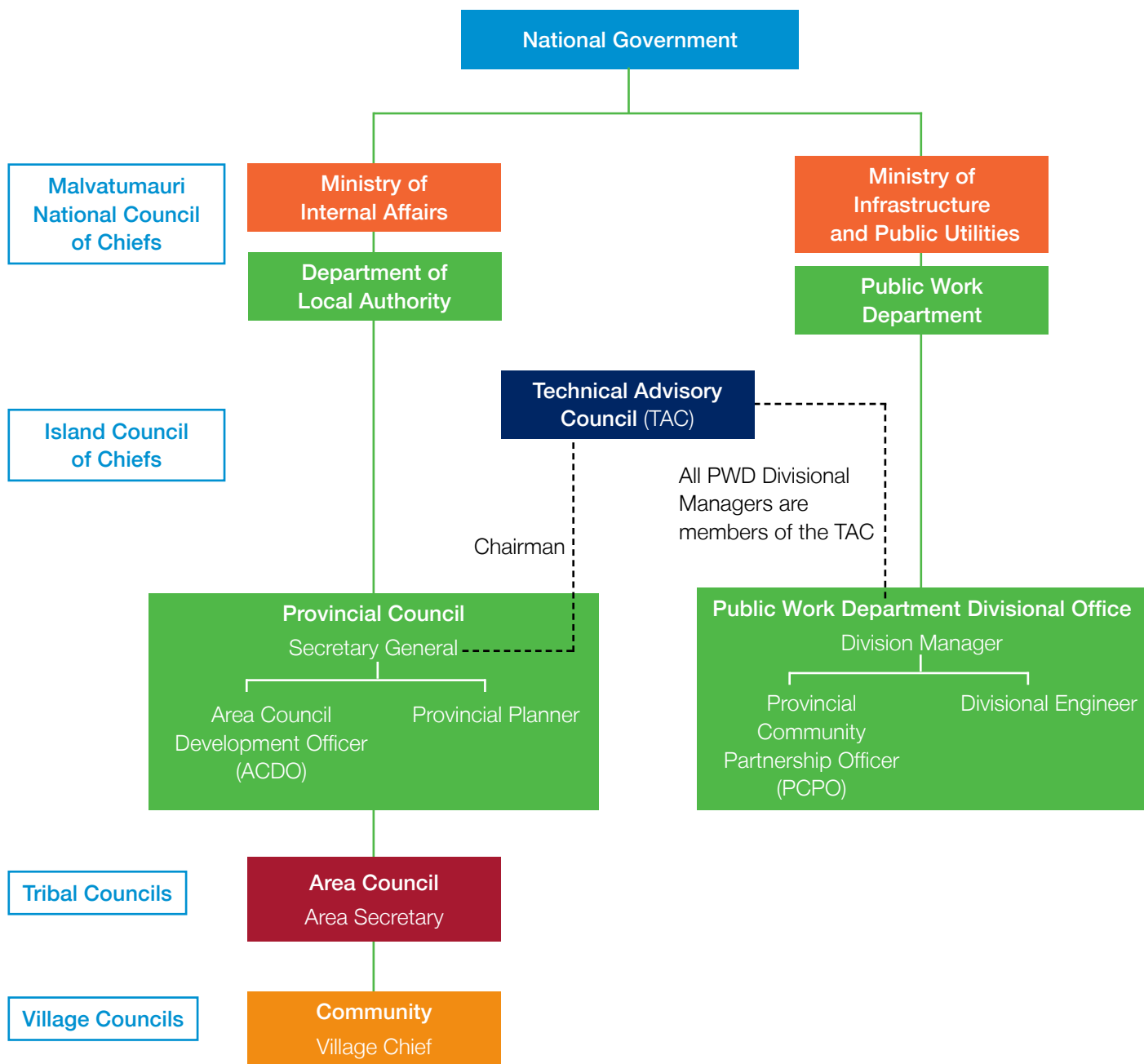


Figure 1 – Operational Structure – CBC within decentralised government

Provincial council

Members, term/mandate	Meetings schedule	PWD representation for Partnership Establishment	Partner representation	Our objectives
Elected members	May (Administration) November (Budget) May have extraordinary meeting if 50% of members request	<ul style="list-style-type: none"> Senior Community Provincial Officer (SCPO) Provincial Community Partnership Officer (PCPO) Division Manager (DM) 	Quorum of council	<ul style="list-style-type: none"> Council understands our strategies and plans Endorsement of Community-Based Contracting within the province Endorsement of partnership and signing of Partnership Agreement with PWD
4 years				
Highest governing body in each province <i>Decentralization Act 1994 Cap 230</i>				

Notes: All government projects implemented in the province need approval from this councillors meeting, where the motion will be debated and voted. It is important that the delivery of information at this level is clear and precise, SCPO will use the standard presentation in Bislama to deliver this presentation. Language to be used at this meeting is Bislama.

Technical Advisory Council (TAC)

Members/mandate	Meetings schedule	PWD Representation for Partnership Establishment	Partner representation	Our objectives
Provincial Secretary-General Heads of department of all government departments that exist in the province	Monthly	SCPO PCPO DM	<ul style="list-style-type: none"> • Technical Advisory Commission majority • Secretary General, Planner, • Cashier 	TAC members have an understanding of the implementation process of Community Based Contracting
<ul style="list-style-type: none"> • Review and consolidate action plans for each area council in the province • Coordinate, monitor and report to the provincial council on the progress of implementation of the Strategic Development Plan • Assist the Secretary General in the coordination of government services in the province 				

Notes: The SCPO should be introduced to this meeting by the DM. SCPO to give a presentation that suits their level of understanding. It is important that they are well informed of the program and provide feedback.

Area Council meeting

Members/mandate	Meetings Schedule	PWD Representation for Partnership Establishment	Partner Representation	Our Objectives
Representatives of: <ul style="list-style-type: none"> • Chiefs • Women • Youth • Church • Business Representatives of: <ul style="list-style-type: none"> • Chiefs • Women • Youth • Church • Business 	Quarterly (4 times a year)	Provincial Community Partnership Officer (PCPO)	<ul style="list-style-type: none"> • Area Council quorum • Area Secretary • Area Council Chairperson 	<ul style="list-style-type: none"> • Area Council members have an understanding of the implementation process of Community Based Contracting • Area Secretaries to assist and support the implementation of CBC in their Area • Area Council agrees to assist the PCPO in introducing them to the traditional leaders in the Area, and to assist in conducting social mapping
<ul style="list-style-type: none"> • Review and consolidate action plans for each Area Council in the province • Develop a Strategic Development Plan for the province • Coordinate, Monitor and report to the Provincial Council on the progress of implementation of the Strategic Development Plan • Assist the Secretary General in the coordination of Government services in the province 				

Notes: Provincial administrations have an officer called the Area Council Development Officer (ACDO) or in some provinces referred to as Area Council Strengthening Officer (ACSO). The ACDO will work with the PCPO to arrange introductory meetings with the area councils in the province where the projected CBC roads run through. The members have different levels of education and some might not even read or write but have practical skills. Therefore, it is best to deliver the content in Bislama using the standard presentation for area councils. These area councils are headed each by an Area Administrator or often referred to as the “Area Secretary.” This is the most important person that will assist you to get down to the community traditional governance level. If the next Area Council meeting is deemed to be too far in the future the Area Council Strengthening Officer and the Area Secretary has the option of calling an extraordinary meeting for this purpose.

Traditional governance

The nakamal is the fundamental unit of traditional governance consistent across Vanuatu. Often there are levels of aggregation of nakamals into tribal councils wards, nasara, tribe, community which varies across each province.

Wards and tribal councils meeting

The Area Secretary (AS) should assist in helping the PCPO set up meetings with the different wards or tribal councils. Therefore, Bislama is preferably to use and in some cases may require local language. The AS can assist to translate the local language or get a translator that can help you to clarify some key messages to the people.

In some provinces there are no wards. Therefore in such case, the AS should introduce you directly to the communities at the different levels listed above.

Nakamal (Village Community)

The final stage of establishing partnership is meeting the local communities in each village. This will require time and strength since there are quite a lot of villages along the projected areas of work. The Area Council Development Officer (ACDO) and the head of the ward or tribal council will assist the PCPO in arranging the meetings and introducing them to the communities. There may be a need to use basic and plain Bislama. There may be a need to find someone who can speak the local language who can assist in clarifying some terms or concepts. Taking these steps will ensure that all community members understand and can contribute to the meeting.

Social mapping

Attendance:

- Public Works Dept: PCPO
- Provincial Administration: Planner
- Area Council: Chairman and secretary.

All local chiefs and church leaders are welcome and encouraged to participate.

The purpose of this exercise is to gain a clear overall picture of the nakamals including its main tribal and social boundaries, and to record the names, titles and contact details of all community leaders. One full day should be allowed for this, and it may require follow up time to clarify or complete details.

The first part of the exercise is conducted through discussion and interviews using maps. The participants are asked to describe all main social boundaries and land forms within the area council. They are asked about main social groupings such as language, tribe and church. They are to describe the main settlements within the area council.

The second part is to go out on the road and actually map out the nakamal boundaries. Boundaries are mapped using GPS coordinate points with description notes at each point.

First contact with a community where CBC is proposed: orientation and awareness

PWD and community mutual awareness meeting

Attendance:

- PCPO.
- Community chief/s
- Church leaders
- Other members of community

The purpose of this is to introduce the idea of the CBC program to the community in the first session, and then give them time to discuss and think about it among themselves to decide whether to participate in the program. The PCPO will give the standard CBC program presentation for communities.

Important note:

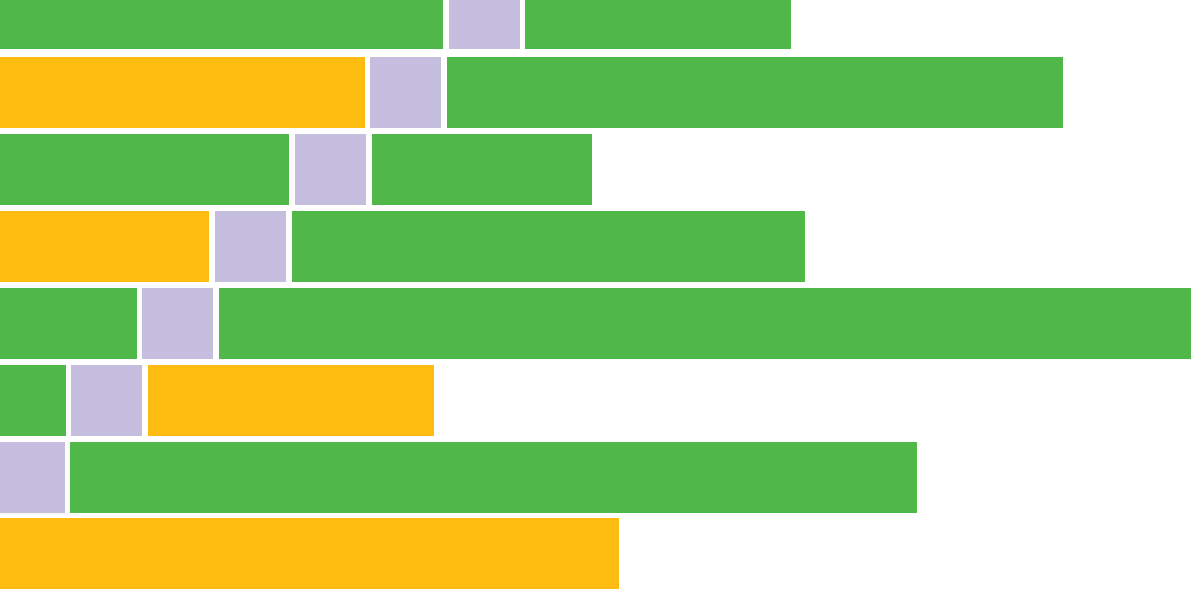
All local communities and nakamals will be required to attend training and familiarise themselves with the new processes and procedures in the CBC program. This applies to all communities, even those that have previously had community contracts with PWD within their area councils. This establishes all the protocols, communication lines and expectations for the new partnership approach.

Community data capture:

The PCPO must collect all community details using the data capture form on their tablets or the form attached to the appendix of this guide.

Conclusion

After the consultations with the communities at this level, contracts should now be prepared and ready to sign by the communities so routine maintenance works can begin. Should there be any problems the SCPO must be informed and proper resolution processes need to be followed immediately.



Appendices

Community Based Contractor Partnership Agreement



Between

Public Works Department (PWD) and Provincial Government (PPG)

This memorandum of understanding seeks to define the background, objectives and strategic partnership between the Public Works Department (PWD) and Provincial Government.

OBJECTIVE

The objective of this Partnership Agreement is to seek cooperation and partnership between both parties in the implementation process of road maintenance works through community engagement.

BACKGROUND

Public Works Department (PWD) will use Community-Based Contracting (CBC) to maintain roads through labour-based preventative maintenance methods with the assistance of the Provincial Administration and its area councils. It will involve mainly the communities in the surrounding road network area to use local resources and labour for maintaining roads without the use of heavy machinery.

Undertaking:

This Partnership Agreement seeks to define the opportunities and the responsibilities of the two parties. The following summarises the undertaking by the PWD and the provincial government.

1. Public Works Department (PWD)

- a. The Public Works Department consent to cooperate and build strategic partnership with the Provincial Government in consulting and engaging and contracting communities to carry out road maintenance works using labour-based preventative maintenance methods and the utilization of local resources for an agreed amount of money according to PWD's standard work rates.
- b. Upon the execution of this Partnership Agreement, the PWD will need PPG's assistance in community consultations in the said areas.
- c. After successful consultations with the communities, the PPG and the PWD will work together to implement CBC contracts.
- d. PWD will only consider disputes regarding contracts.

2. Provincial Government

- a. The PPG will assist the PWD by solving all internal community disputes.
- b. The PPG Area Council Strengthening Officer and the Area Council Secretaries of the said areas shall form part of the CBC Operations team headed by the PWD Provincial Community Partnership Officer and the Provincial Divisional Manager.

It is agreed that all the information in respect to this Partnership Agreement shall be highly confidential and restricted to the parties only.

The above terms will only bind the parties upon their agreement to work together in implementing the CBC Program.

Signature of Director-General MIPU

Signature of Secretary-General ofProvince

Date:

Date:

Community-Based Contractor Meeting Minutes



PCPO name

Date

Division:

Island:

Community:

Meeting date

Venue:

Meeting agenda:

Attendees:

Meeting Notes, Decisions, Issues:

Community-Based Contractor Meeting Minutes

Minutes:

Action items:

Next meeting date

Venue:

Date report sent to SCPO

PCPO signature

Community Based Contractor Data capture Form



PCPO name

Date

Division:

Island:

Community:

Villages in community:

Name of chairperson:

Name of assistant chairperson:

Name of contact person 1:

Name of contact person 2:

Mobile number of contact person 1:

Mobile number of contact person 2:

Bank Account Details

Name of Bank:

Account Number:

Name of signatory 1:

Signature of signatory 1:

Name of signatory 2:

Signature of signatory 2:

Name of signatory 3:

Signature of signatory 3:

Name of signatory 4:

Signature of signatory 4:

Community Based Contractor Data capture Form

Community works Supervisors (CWS)

Name CWS 1:

CWS 1 mobile number:

Name CWS 2:

CWS 2 mobile number:

Name CWS 3:

CWS 3 mobile number:

Name CWS 4:

CWS 4 mobile number:

List Of Abbreviations

AC	Area Councils
ACDO	Area Council Development Officer
AS	Area Secretary
BoQs	Bill of Quantities
CBC	Community-based Contracting
CWS	Community Works supervisors
DM	Divisional Manager
OP	Operations Manager
PA	Provincial Administration
PCPO	Provincial Community-Partnership Officer
PWD	Public Works Department
RME	Road Maintenance Engineer
SCPO	Senior Community Partnership Officer
SEO	Social & Environment Officer
TAC	Technical Advisory Council

Key contacts

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

Provincial Administration Offices

Shefa Provincial Council

PMB 9062
Tel: 22752
Fax: 22785

Malampa Provincial Council

Lakataro Office
PO Box 22
Tel: 48491

Penama Provincial Council

Saratamata Office
PO Box 8
Tel: 38348

Tafea Local Government Council

Isangel Office
Tel: 88664
Fax: 88638

Sanma Provincial Government

P.O.Box 239
Luganville
Santo
Tel: 36712

Torba Provincial Government

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Vanua Lava
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