

# Capacity Development Strategy

“Adaptation to Climate Change in Vanuatu in the Coastal Zone” or “V-CAP”

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## SITUATION ANALYSIS

### A. Overview of Capacity Development Strategy

1. This “Capacity Development Strategy” outlines approaches that V-CAP will utilize during implementation while working with V-CAP target communities and implementing partners. Building upon the existing capacity of national and provincial government departments, NGO’s, Area Councils, Project Implementation Committees, Area Secretaries, CDC’s and other CBO’s will be vital to ensuring that project objectives are achieved and that replication of similar works can continue in the future.
2. The long-term sustainability for building resilience to climate change relies upon capacity being developed at the national, provincial and local levels and supported by appropriate governance frameworks. This document outlines the critical approaches in development of capacity to build resilience to climate change
3. It is also recognised that the project has specific outcomes of component 3 that are focussed on the delivery of the capacity building at a number of different levels. Component 3 also asks for the development of a Training Needs Analysis (TNA) thus during implementation there will be further elaboration of this strategy.

### B. Training Needs Analysis – An Approach to Capacity Development

4. A “Training Needs Analysis”(TNA) is an approach used to collect information regarding the relevant strengths & weaknesses within the capacity of V-CAP stakeholders.

**TNA is based on:**

- Identification target groups for training
  - Identification of capacity required for target groups
  - Identification of current skills / capacity of target group
  - Based on the above process, identify a set of capacity building activities to bridge the “Gap” between current skills and required skills
  - Identification of potential linkages and synergies between stakeholders, other organizations & projects that could increase capacity or transfer of required skills
  - Recommendations on training content, approaches, facilitators & scheduling based on results from TNA consultations
5. Outlined below is guidance in the approach to conduct this analysis for the development of a comprehensive plan.

**C. Capacity Development Target Groups**

V-CAP will work closely and develop capacity with some or all of the following groups throughout each project site to ensure efficient implementation:

6. A.) **Community Disaster & Climate Change Committees (CDC’s or CDCCC’s)**- The main village level organization targeted by V-CAP to plan and implement CC mitigation activities throughout all project sites. V-CAP will take a holistic approach while working to build the capacity of CDC’s, not focusing exclusively on DRR & DRM, which was the traditional approach used in the past by some organizations. Since DRR and CCA issues overlap substantially, the PPG team intends to utilize existing CDC’s at V-CAP target sites that have been developed by NDMO and its partner NGO’s to facilitate CC mitigation efforts as well. New CDC’s would be developed at V-CAP target sites that currently do not have such committees.
7. Also in line with this holistic approach, V-CAP intends to ensure that CDC’s are inclusive of the various sub-groups, including vulnerable groups, within the communities and has representation from the relevant development related committees that often exist in rural Ni-Vanuatu villages such as water, health, chiefly, school and church committees. Several NGO’s and NDMO mentioned during meetings with the PPG team that “CDC” could also be an acronym for “Community Development Committee” to reflect the inclusion of representation from the various village sub-committees, which would ensure an integrated and efficient approach when working with DRR, CCA or other development projects. Some organizations are calling these CCA / DRR integrated committees CDCCC’s (Community Disaster & Climate Change Committees).
8. Representatives for Vulnerable People in the CDC’s or CDCCC’s, such as women, youth and disabled persons, is highly recommended by the PPG team.
9. By developing the capacity of the CDC’s or CDCCC’s, target communities will benefit throughout the future due to their knowledge and the experience they acquire in planning, implementing, monitoring and evaluating future community development initiatives including CCA and DRR initiatives.
10. B.) **Other village level CBO’s**- The intent of V-CAP is not to create additional committees on the village level, which can be a burden on the productive villagers who are often called to serve on multiple committees simultaneously, but to utilize existing structures and increase capacity of existing CBO or committee representatives. During V-CAP consultations, existing CBO’s in communities will

nominate members to serve on the CDC. These CBO's include the various chiefly councils, women's groups, market associations, religious based organizations, youth groups, water supply committees, health committees, environment committees and school committees which are frequently found throughout rural Vanuatu.

11. By increasing the capacity of the various CBO representatives on the village level who will join the CDC's or CDCCC's, V-CAP is ensuring more efficiency and a more integrated approach to tackling the challenges of CCA and DRR.
12. C.) **Area Secretaries-** increasing the capacity of the Area Secretaries is a priority as they are the principal provincial government agents present at the village or community level. The basic duties of Area Secretaries include the following services: tax collection, voter registration, government awareness duties, Statistics enumeration duties and assisting development projects within their respective Area Councils. The Provincial governments and Area Secretaries encountered by the PPG team during consultations indicated a desire for increased capacity, as often their experience with planning, project management and M&E is extremely limited. The capacity development of Area Secretaries will assist the provincial and national governments in obtaining vulnerability assessments, accurate M&E for development projects and will give them experience in facilitating community planning sessions for rural communities and replicating similar V-CAP processes elsewhere throughout Vanuatu.
13. Also, the provision of resources needed to effectively perform the Area Secretaries' duties and project related tasks will be occur as well throughout the implementation of V-CAP. These resources may include infrastructure such as small office buildings where the Area Secretary will work along with other project officers as well as the means and mode for transportation to access V-CAP sites.
14. D.) **Area Councils-** the empowerment of Area Councils under the supervision of the Provincial Governments through the recently enacted Amendment to the Decentralization Act in 2013 is very significant for future development projects in Vanuatu including V-CAP. The national government has indicated that these Local Area Councils are to be empowered in order to further decentralize service delivery yet there are challenges with this new policy approach including a lack of human resource capacity and a lack of operational resources. The V-CAP project will seek to build capacity to make this new initiative to empower Area Councils successful at all project sites.
15. V-CAP will work extensively with Area Councils, allotting supplemental budgets to their existing Area Council budgets in order to implement V-CAP activities while improving their planning and M&E capacity. Supplemental budgets will be provided following PIC and CDC or CDCCC plans and their respective activities. These supplemental budgets will be provided following guidelines established by V-CAP administration (to ensure compliance with PIC, CDC or CDCCC plans and V-CAP regulations) and will be incremental, with successive funding secured only by Area Councils providing sufficient reporting and successfully following the required guidelines. This empowerment of Area Councils with the resources necessary to implement their own CCA plans should result in a meaningful feeling of ownership by local stakeholders. The Area Council members will receive considerable planning, administration and M&E training with which to continue to implement the recurrent annual budget allotted by the national government.
16. E.) **Project Implementation Committees (PIC's)-** PIC's contain representatives from a collection of villages / Area Councils within one project site. PIC's are the site-specific steering committees that provide general oversight & M&E services for V-CAP, as well as linkages between the technical project stakeholders in target communities & Area Councils. These PIC's will consist of the chairpersons from village CDC's or CDCCC's within a project site, a vulnerable persons representative(s), the respective Area Secretaries and any government officers who consistently work and are stationed at V-CAP sites. PIC's will develop CCA plans for their area by harmonizing the CCA plans created by the individual CDC's or CDCCC's located within. These PIC members will receive the more technical planning & M&E capacity building training and experience.
17. F.) **Provincial Governments-** Capacity development for Vanuatu's 6 provincial governments is a priority expressed by the Secretary Generals and Provincial Council staff that the PPG team consulted. Provincial officers who live and work within the V-CAP target sites will be included in most

V-CAP activities. A scaling out of provincial government services and restoration of service delivery at V-CAP sites is desired.

18. G.) **NGO's-** Following a recent mandate from the NAB in December of 2013, any International NGO's working at project sites on V-CAP initiatives must engage a local NGO in order to transfer knowledge and build up capacity domestically. V-CAP will follow any mandates as issued from NAB if INGO's are engaged in carrying out project components, however, the exact process and guidelines related to this specific mandate in providing capacity building to local NGO's has not been fully clarified by the PMU or the NAB.
19. There are a number of INGO's working on community approaches to climate change adaptation and that have already established positive working relationships with V-CAP target communities. These INGO's may be used following an endorsement from the national government. V-CAP will establish and maintain a healthy relationship between INGO's and local NGO's and increase their capacity to implement similar projects in the future.
20. H.) **National Government-** Increasing the capacity of national government departments working in CCA and DRR is very important to provide effective planning and policies, administrative support as well as M&E throughout the duration of V-CAP. The PMU in coordination with the VMGD, NDMO and the DLA especially will provide supportive and administrative roles in the project. V-CAP will support the national government as it requires additional capacity development throughout the process of project implementation with both staff placement and additional resources.

#### **D. Methodology used to develop “Capacity Development Strategy”**

21. A National V-CAP Inception workshop to commence the PPG phase was held in Port Vila on 7-8<sup>th</sup> August 2013, allowing for input by various government implementing agencies and stakeholders. The Inception Workshop Report is contained in Annexes of the Project Document..
22. Bilateral consultations with numerous stakeholder groups including national and sub-national government agencies, target group representatives, local organizations, development partners and INGOs and NGOs, details of which can be found in the Annexes of the V-CAP Project Document.
23. Extensive community consultations were held at each of the V-CAP target sites using a comprehensive Baseline Survey. Detailed results of this consultation processes are provided in the Annexes of the project document.
24. The PPG team used a newly developed Provincial Community Profiling Survey Tool (Shefa Province), with modifications as needed to capture climate change issues and impacts from a ridge-to-reef perspective. This customized profiling tool was developed to collect Vanuatu specific data from rural villages using the national language Bislama, so that provincial Area Secretaries would be able to replicate the assessment throughout the country.
25. Community consultations involved both large and small group meetings: large group sessions were used to introduce the project and to increase people's understanding of climate change issues. Community representatives then divided themselves into small groups to discuss climate change impacts with respect to: i) coastal issues/fisheries, ii) upland issues/erosion/water source/agriculture/livestock, and iii) road and building infrastructure/water catchment. Environmental focused focus groups provided an important platform for farmers and fishers to voice concerns about local terrestrial and marine environments and provided good baseline information regarding fishing and farming practices, challenges and changes.
26. In addition to these groups, the Gender Advisor held separate sessions with women, youth and people with special needs. These focus groups enabled women and young people to express their views openly as this does not generally happen in the presence of men in public meetings in Vanuatu.

27. The results from these thorough consultations that occurred on the community, Area Council, provincial and national levels have provided the content and framework required for this “Capacity Development Strategy”

### **E. Principles in Delivery of Capacity Development Program**

28. Support local approaches – a key principle in executing work throughout all V-CAP sites will be to support local approaches to capacity development. Considering the unique conditions present in Vanuatu and also that all V-CAP sites are located on different islands with a diverse range of priority needs, resources and environmental conditions, identifying the appropriate local approaches is extremely important.
29. Empowering and guiding V-CAP implementing agencies such as NAB, International NGO’s and village CDC’s or CDCCC’s, to devise and have input into their own uniquely crafted approaches is necessary to effective project implementation and will result in capacity development. If the NAB, DLA or provincial governments have identified effective approaches to capacity development, than V-CAP will strengthen and replicate these processes.
30. Support local institutions- V-CAP as a part of its mandate will support and strengthen local institutions throughout the duration of the project. Active local institutions in target communities, such as CBO’s or CDC’s or CDCCC’s, will be targeted in capacity development activities as well as local governance institutions such as Area Councils. Target sites with limited or poorly organized local institutions will be required to develop and strengthen CBO’s and local governance institutions, ensuring the sustainability of V-CAP and future community development projects. Responsible government departments will take a lead in strengthening and developing local CBO’s; for example the National Disaster Management Office will assist the strengthening and development of CDC’s or CDCCC’s while Department of Local Authorities will focus on supporting Area Councils.
31. Develop local NGO’s- International NGO’s performing work at target sites will be required to work or partner with a local or Vanuatu-based NGO to help facilitate the development of capacity domestically. This requirement falls in accordance with a NAB declaration issued at the end of 2013 and is being refined by the PMU in 2014. The aim of V-CAP when utilizing the assistance of International NGO’s to take the lead implementing at certain target sites is to ensure that there is an appropriate level of knowledge sharing and capacity building of local NGO’s at the same time.
32. Field-based training- much of V-CAP capacity building, when deemed appropriate, will be based in the field at actual project sites. There are multiple reasons for focusing on field-based trainings. Many rural participants and V-CAP stakeholders may not perform well in a traditional Western classroom or workshop settings. Performing actual “hands-on” capacity building and “learning by doing” will be much more beneficial to many stakeholders who may have poor literacy rates and difficulty in following traditional lecture type trainings conducted in a classroom.
33. Field based trainings will allow a greater proportion of V-CAP stakeholders to receive capacity building, as many stakeholders including women and vulnerable people, may find it difficult to travel away from the target sites to receive training due to family obligations or other challenges. It will allow government officials and NGO partners to travel to the project sites themselves when delivering these field based trainings, where they will be able to learn more about the site’s CCA needs and priorities on a detailed level. This will improve the guidance and supervision of V-CAP stakeholders who deliver field based trainings.
34. Field based trainings to provide capacity building will ultimately be more cost-effective than the alternative of transporting the many locally based community stakeholders to Port Vila or Luganville. Field based training is also encouraged as previous projects have reported that training conducted in Port Vila or Luganville often have distracted participants, as some rarely travel away from their homes and such travel may provide the opportunity to visit with family and friends or conduct personal business affairs instead of focusing on the V-CAP training session itself.

## **F. Approaches to Implementation & Capacity Building**

35. A brief outline of the approaches that will be included in the implementation of training which will lead to essential knowledge transfer and capacity building:
36. Learning by doing- as mentioned previously, actual hands-on experience would benefit a large number of stakeholders who may often struggle in a traditional Western learning environment. Successful capacity building of V-CAP participants will often consist of local stakeholders performing activities at their target site or another target site and gaining the ability to replicate these activities throughout the project’s lifespan at their own project target site.
37. Field based training -based at the actual training sites will ensure that all stakeholders are familiar with the challenges and priorities located at each V-CAP site. It will maximize the number of stakeholders who can access capacity building exercises, especially women and vulnerable people who may have difficulty in traveling away from target sites. Field based training will allow for focused training sessions, which will more effectively address specific needs and priorities at each particular V-CAP target site.
38. Exchanges between target sites- exchanges between V-CAP target sites and implementing stakeholders will allow for the observance of certain “lessons learned” and the replication of effective measures and techniques among the 6 target sites. For example, if a particular Marine Protected Area is reporting significant success in conserving its resources and has seen considerable benefit, this may serve as an excellent example and encouragement for other target sites and stakeholders with Marine Protected Areas to observe in person. Exchanges between target sites will also encourage the development of networks which may be able to support its consisting member communities in increasing their capacity after V-CAP has closed.

## **G. Project Implementation & Capacity Building**

39. Capacity building will be implemented by all staff, consultants and government officials
40. Initial Assistance only with technical advisors. Several of the technical advisory positions have been intentionally slated for a shorter period than the project duration of 5 years. This is an intentional decision to gather the technical assistance needed to smoothly initiate project activities and then gradually empower locally based agencies to take full-ownership of the project and continue with operations the duration of V-CAP’s life.
41. Training needs analysis- will need to be conducted after the initial start of the project and formation of the PIC’s at V-CAP project sites. The V-CAP Project Manager will work closely with the Project Assistant / Coordinator to ensure this training needs analysis is completed and a training work plan is created for V-CAP in order to build capacity.
42. Monitoring and Evaluation- proper M&E will be a crucial aspect of V-CAP. As M&E is historically a weakness within Vanuatu projects, the V-CAP full-time Monitoring and evaluation, planning and social inclusion Officer will be responsible for ensuring that the M&E framework is carefully followed and that the PIC’s receive the necessary training and encouragement to produce data needed for M&E.
43. Gender and Social Inclusion Strategy- the need for the inclusion of both women and men, and well as the younger and older generations in the implementation of capacity building exercises during V-CAP have been carefully noted. All V-CAP interventions will ensure that the collective and unique needs of all community and Area Council members are taken into full account and project capacity building efforts are carefully monitored from a gender and generational perspective. In addition, V-CAP will ensure that the views of people who traditionally have limited voice and direct engagement in community and area planning process (i.e., women, youth and persons with disabilities) are given opportunities for active participation.