

# JOINT REVIEW PLAN

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## Mama Graon – Vanuatu Land Program

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FINAL – 17 September 2012

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# Acronyms

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AusAID	Australian Agency for International Development
DoL	Department of Lands
GIS	Geographic Information System
GoV	Government of Vanuatu
JR	Joint Review
LEI	Land Equity International Pty Ltd
LSF	Land Sector Framework
M&E	Monitoring and evaluation
MTSF	Medium-term Strategic Framework
NLS	National Land Summit
NLSC	National Land Steering Committee
PAA	Policy and Action Agenda
PDD	Program Design Document
PMC	Program Management Committee
VKS	Vanuatu Cultural Centre
VLGC	Vanuatu Land Governance Committee
VLSF	Vanuatu Land Sector Framework 2009-2018.

## **A. Joint Review Plan Summary**

1. The purpose of this document is to outline how the Joint Review (JR) of the Mama Graon - Vanuatu Land Program (the Program) will be conducted in response to the Terms of Reference at Attachment A.
2. The JR will demonstrate program accountability to all key stakeholders and the broader public; assess the relevance of support, efficiency of implementation and effectiveness of approach; and recommend ways to overcome identified problems.
3. The review team will review all key documents and meet with key stakeholders in Port Vila and with communities on four islands through a three phased process designed to avoid the election period in Vanuatu. Stakeholders will be given the opportunity to comment on the JR's findings and recommendations prior to report completion.

## **B. Background**

4. Australian and New Zealand donor support to the Vanuatu land sector is through the joint implementation of the \$20.3 million Mama Graon Vanuatu Land Program. AusAID is contributing \$15.5million for the period 2011-2015 and New Zealand \$4.8 million for the period 2011-2013.
5. Program implementation commenced in January 2011 under a single managing contractor, Land Equity International Pty Ltd (LEI).
6. The Program was designed to respond to challenges Vanuatu faces in relation to land ownership and management. The process leading to the development of the Vanuatu Land Sector Framework 2009-2018<sup>1</sup> identified the following land sector issues:
  - Prevalence of customary land tenure over leasehold tenure.
  - Centrality of Kastom principles and practices as a core of national identity and their application to land tenure and Kastom law in Ni-Vanuatu society.
  - Uncertainty over customary authority and leadership and its impact on land dealings and transactions.
  - Impact of economic development pressures on customary land.
  - Weakness of women's land rights compared to men and the marginalisation of women in decision making processes on land matters and the social consequences.
  - Inequities in the current application of the land lease administration system and the long-term social and economic impacts of such practices.
  - Importance and significance of multi-stakeholder processes in the governance of land

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<sup>1</sup> Page 6.

- Lack of operational efficiencies in the land lease administration and records information systems.
- Under-utilisation of Vanuatu's cultivable land for productive use.
- Looming effects of urbanisation and informal settlements in the major urban centres of Vanuatu.
- Land tenure security for customary landholders to provide a secure basis on which to plan and invest for the future
- Land tenure security for vulnerable groups.
- Role of the land sector as an important part of the framework for environmental and natural resource management.
- Planning and development of the land asset; including the management of government and public lands, the management of common property resources, individual and community-based land use planning, and urban planning and development.

7. The AusAID and New Zealand Program Design Documents (PDD)<sup>2</sup> also identified:

- The complexities of customary tenure and the associated uncertainties associated with customary authority.
- Policy and legislation that does not effectively embody the principles and spirit of the Constitution in formal law that leads to insecurity of customary tenure.
- Land development driven by the needs of Government (for public land) and demand by international investors for residential or tourist development (there has been little traction as yet by ni Vanuatu to 'kickstart' home grown development).
- Customary practices that interface poorly with the cash and market economy, and current development trends that place considerable pressure on customary land surrounding the major urban areas.
- In some cases, traditional systems that are undermined by conflicting claims or exploited by unscrupulous individuals.
- Women and youth are often neither consulted nor recognised in formal lease agreements.
- Resulting social tensions that could lead to social conflict.
- Allegations of corruption are common and transparent procedures are needed to minimise risk and sanction those who flagrantly abuse the system.

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<sup>2</sup> From Mama Graon Vanuatu Land Program Design Document. February 2009.

8. Vanuatu's response to its land challenges is documented in the *Vanuatu Land Sector Framework (VLSF) 2009-2018*. The VLSF guides all government and development partner programs in the sector and provided the basis for the Mama Graon Program design. Responsibility for the implementation of the VLSF sits with the Vanuatu Land Governance Committee (VLGC).
9. The Program design is also shaped by the nineteen resolutions that were adopted at the strategic Customary Land Workshop convened by the Malvatumauri National Council of Chiefs from 5 to 8 September 2011 (conducted with assistance from the Program after commencement). Those resolutions have become the key focus of all activities undertaken through the Program to support customary governance.
10. An integrated program design is outlined in the Inception Plan 17 January 2011 to 31 October 2011 and carried through into the Annual Plan for the period 1 November 2011 to 31 December 2012.

### C. Program Description

11. The **goal** of the five-year Mama Graon Program is that 'all Vanuatu people benefit from the equitable and sustainable development of their land, while securing the heritage of future generations'.
12. The **purpose** of the Mama Graon - Vanuatu Land Program is 'to improve decision making, make it more transparent, and improve land management procedures and practices, and in doing so minimise the potential for conflict'. This will primarily be achieved by undertaking capacity development of<sup>3</sup>:
  - Vanuatu Land Governance Committee
  - Land Sector Coordination Unit
  - Malvatumauri National Council of Chiefs
  - Customary Land Unit
  - Land Registry and Information Services.
13. The Program is structured as follows:

#### **PART A (from the AusAID PDD):**

- Objective A-1 Informed Collective Decisions by Customary Landholders
- Objective A-2 Participatory Land Governance
- Objective A-3 Effective and Enabling Services

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<sup>3</sup> From Inception Report January 2011

## **PART B (from the New Zealand Government Aid Program PDD)**

Objective B–1 A strengthened Customary Lands Tribunal consistent with the GoV's national plans

Objective B–2 A Land Information Management system that meets current and future needs and supports economic development

## **PART C (Program management, agreed at the contracting stage)**

Objective C-1 Effective consultation and coordination between stakeholders of the Vanuatu Land Program

Objective C-2 Effective and efficient management of all resources provided to deliver services including personnel, funds, services and equipment

Objective C-3 Effective and efficient reporting and monitoring and evaluation of Program activities and deliverable

Objective C-4 Identification and management of risks to the Program in order to minimise their impacts on the achievements of Program Goals and Objectives

14. The Program Management Committee (PMC), which was appointed by the VLGC, provides strategic direction for the program. Members of the PMC are: Director, Department of Lands, Representative from AusAID, Representative from New Zealand Government, Representative from DSPPAC, Representative from Finance, Representative from Department of Women's Affairs, Representative from Ministry of Justice (to represent the Customary Land Unit but not be a person from that unit), Representative from the Malvatumauri, and Representative from the Vanuatu Cultural Centre. The Program Director and the Land Sector Coordination Unit provide the secretarial services for the committee.
15. Program implementing partners are the Ministry of Lands, the Ministry of Justice and Community Services, the Malvatumauri National Council of Chiefs (MNCC) and the Vanuatu Cultural Centre.

## **D. Implementation to Date**

16. Since commencement, the Program has made progress in a number of areas including:
  - Providing support to the MNCC to develop their capacity to support the land program
  - Supporting the filling of six provincial Custom Land Officer positions
  - Supporting the formation of the Vanuatu Land Professional Association
  - Addressing the Registry backlog, developing a Manual of Practice and other guidelines and supporting the identification and implementation of the Registry file management system; providing assistance in relation to the management of cadastral survey records; and supporting improvements in the land valuation system

- Supporting the development of the strategy for rural planning for Efate and urban zoning for Port Vila
- Supporting the development of effective service delivery within the Department of Lands including through the provision of training
- Drafting a Communications Strategy, distributing information throughout Vanuatu on land via a contract with the Vanuatu Broadcasting and Television Corporation (VBTC) and the Mama Graon newsletter, and supporting partners with brochures etc
- Developing a series of plans and strategies including the Information Technology Strategic Plan, Draft Gender Strategy and Work Plan, Conflict Management Assessment, Draft Monitoring and Evaluation Plan and Risk Management Plan

17. However, a range of issues have emerged<sup>4</sup>:

- Media scrutiny of the use of advisers and the perception of a ‘hidden agenda’ for Australia in particular presents a challenge for the program.
- Mama Graon has struggled to establish some key partnerships, such as with the Vanuatu Cultural Centre and suffers from lack of leadership from the Ministry of Lands in particular.
- The governance arrangements for the program enable broad consultation via the PMC on program direction however leadership instability and tension between partners have at times impacted on progress against the inception and annual plans.
- The emphasis on recruitment of national technical advisers has caused delays in areas such as the development of a gender strategy and monitoring (M&E) and evaluation framework.
- There is potential for overlap between Mama Graon and other donor-funded programs: the AusAID-funded Governance for Growth program (in relation to urban planning and development) and the Vanuatu Kastom Governance Partnership (customary land governance); the World Bank’s Jastis Blong Evriwan program; and the GIZ-SPC support to land use planning.

## **E. Purpose of the Joint Review**

18. The purpose of this JR is to:

- (i) demonstrate program accountability to all key stakeholders and the broader public
- (ii) assess:
  - i. relevance of support – whether the program design continues to be relevant to the national context; responsiveness to emergent issues

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<sup>4</sup> From the Joint Review Terms of Reference



- ii. efficiency of implementation – whether more outputs could have been delivered with same inputs, or whether the same outputs could have been delivered with less inputs
    - iii. effectiveness of approach – has advisory support resulted in outputs and intermediate outcomes that are expected to lead to end-of-program outcomes?
  - (iii) recommend ways to overcome identified problems.
19. AusAID is managing the review process and has engaged a review team in consultation with all partners and the PMC. The JR Team comprises:
- Johnson Wabaiat, co-Team Leader (Government of Vanuatu (GoV) Representative)
  - Robyn Renneberg, co-Team Leader (Monitoring and Evaluation (M&E) Specialist)
  - To be advised, Land Administration Specialist (Valuation/Leasing)
  - Mary Pati, Land Administration Specialist (GIS/Survey)
  - Michael Taurakoto, Civil Society Representative
  - Anna Naupa, AusAID Evaluation Manager
20. The team will report through AusAID to the PMC. Any recommendations that have financial and/or design implications will be directed to the PMC for approval. Any recommendations that have implications for the contract with LEI will be directed to AusAID management, in consultation with New Zealand and the PMC.

## **F. Users of the Joint Review**

21. The primary users of the JR report will be:
- PMC – will use the findings and the recommendations of the JR to discuss current and emerging issues in relation to the Program. It will also take into account the findings and recommendations to provide ongoing direction to the Program.
  - AusAID and the New Zealand Government Aid Program – will use the JR to inform their ongoing oversight of the Program and to provide information for their own reporting purposes.
  - Land Equity International – will take into account the findings of the review to ensure they continue to provide quality program management.

## **G. Joint Review Questions**

22. The following JR questions are addressed in this JR plan and will be discussed in the final JR report. They may be supplemented by the review team with secondary questions where appropriate.

### **Relevance:**

- To what extent does the program design remain relevant to the needs of Vanuatu and its current development context?
- How responsive is the program to emergent issues?
- How have partners participated in the program? Identify major issues that affected engagement and suggest ways to enhance conflict management and effective partnerships.

**Effectiveness:**

- To what extent is the Mama Graon Program on track to achieve its end of project outcomes?
- Has advisory support resulted in outputs and intermediate outcomes that are expected to lead to end-of-program outcomes?
- How have program partners contributed to the successes/challenges of the Mama Graon Program?

**Efficiency:**

- Could more outputs have been delivered with same inputs?
- Could the same outputs have been delivered with less inputs?
- To what extent are the program management arrangements appropriate to the sensitivities within the land sector?
- What other capacity development modalities could have delivered the same outputs and intermediate outcomes with less inputs?
- What lessons about efficiency can be drawn from the program inception period to inform a re-focusing of future activity?
- Have the governance arrangements and partnership enabled efficient implementation? Assess the current governance structure and whether the program could be better governed from other Ministries or departments.
- To what extent is the program aligned with other land sector initiatives?
- How is progress monitoring used to inform management decisions and the approach of the Managing Contractor and the PMC?

23. The processes to gather data for each of these questions are detailed in the review matrix at Attachment B.

## **H. Methodology**

24. Broadly, the methodology will involve:

- A desk based review of all relevant documentation (a list of documents is at Attachment C).
- Interviews with key stakeholders (particularly PMC members, the funding agencies, the managing contractor and participating agencies).

- Meetings with key stakeholder groups (for example, non government organisations and the private sector)
- Community consultations at community locations.

A list of possible meetings/focus groups is at Attachment D

25. In country meetings and consultations will be carried out over three phases. Phase One will be conducted in Port Vila in September 2012. The focus of this phase will be on land administration related activities and capacity building.
26. Phase Two will be conducted in November 2012 after the Vanuatu elections (to be held 30 October 2012). It will involve four site visits to Tafea, Sanma, Shefa and Malampa provinces. The focus of this phase will be on the work carried out by the program to date that impacts on communities (such as customary land governance consultations and reach and effectiveness of the program's communication strategy).
27. An aide memoire will be presented to AusAID and the New Zealand Government Aid Program and the PMC at the completion of each of the two in country phases. After the second in country phase, a draft report will be prepared and distributed for stakeholder feedback. The feedback process will include written feedback from stakeholders.
28. Phase Three will involve the conduct of a workshop with key partners (including senior managers from the Department of Lands). The purpose of the workshop is to gather feedback on the findings of the JR team (documented in the draft report). It will provide a final opportunity for stakeholders to contribute to the JR's analysis, conclusions and recommendations.
29. A final report will then be prepared by the JR team. While the team will take into consideration the views expressed at the workshop *the final report will reflect the views of the team based on their overall findings from the review process.*
30. Finally, the co team leaders will also facilitate a workshop with the PMC to prepare a joint management response to the JR. The joint management response will detail how stakeholders will respond to the JR findings and recommendations.

## **I. Limitations and Constraints of the Review**

31. All reviews have limitations imposed by the duration of the inputs and the scope of expertise of the team. In this case, the team has a reasonable breadth of expertise across most aspects of the Program including Vanuatu culture, land, capacity development and monitoring and evaluation. It has been contracted for an adequate number of days to ensure that the review can reach a wide range of stakeholders including communities. The timing and structure also allows for the review process to be used as a capacity development activity.

32. There is potential politicisation of the review process given the timing (which coincides with the Vanuatu elections). Any issues that arise in this context will be dealt with by the Chair of the PMC.

## **J. Ethical considerations**

33. The JR team will take a strengths based approach that seeks to identify the things that have worked well with the Program. Where issues and challenges are identified they will be explored in terms of the lessons learned and their application to ongoing Program delivery.
34. The team is well aware of the political sensitivity of land and land related issues and will make every effort to ensure that their deliberations are both fair and independent and *seen to be* fair and independent. The contracted CTL and Land Administration Specialist will play a key role in ensuring that the review findings are independent in recognition that most team members are ni-Vanuatu.
35. The team is also aware that the media may be interested in the JR. It has been agreed with the PMC that:
- It is not appropriate for members of the review team to speak to the media about the review
  - Any media requests in relation to the land administration and program management aspects of the review are to be directed to the Director General of Lands through the Acting Director of Lands
  - Any media requests in relation to the customary land aspects of the review are to be directed to the Chair of the Malvatumauri through the Chief Executive Officer.

## **K. Allocation of Tasks**

36. The co-team leaders (CTLs) will collaborate to:
- Plan, guide and develop the overall approach and methodology for the review which will be presented in an evaluation plan for PMC and AusAID approval prior to commencement of the review
  - Manage and direct the review's activities, representing the review team and leading consultations with government officials and other donor agencies
  - Process information collected for systematic analysis and interpretation to develop an evidence base
  - Represent the team in peer reviews.
37. In addition, the contracted CTL will:
- Undertake all written aspects of the review, including manage, compile and edit inputs from other team members to ensure the quality of reporting outputs
  - Produce aide memoires for each in-country mission, synthesise review material into a clear draft evaluation report and a final evaluation report.

38. The two land administration specialists will:
- Work under the overall direction of the CTLs
  - Specifically seek data and make findings and recommendations in their areas of specified areas of expertise (Valuation/Leasing and GIS/Survey)
  - Support the contracted CTL to process information collected for systematic analysis and interpretation to develop an evidence base
  - Produce inputs to and provide comments on the evaluation plan, the aide memoire, the draft and final evaluation report
  - Represent the team in peer reviews, if required.
39. The PMC-nominated civil society representatives will:
- Work under the overall direction of the CTLs
  - Support the contracted CTL to process information collected for systematic analysis and interpretation to develop an evidence base; and
  - Provide advice, context, an understanding of customary land governance.
40. The AusAID Review Manager, with input from a New Zealand representative, will provide the team with a verbal briefing of the key issues and priority information before they prepare the evaluation plan and at the commencement of the first in-country mission. In addition, the AusAID Review Manager will, under the direction of the CTLs, observe the review. They will jointly ensure that AusAID and Mama Graon/PMC participation does not compromise the capacity of the review team to maintain independence in conducting the review.
41. The Mama Graon office will support the logistical arrangements for the Vanuatu-based aspects of the review mission. However, the review mission will be based out of AusAID/Government of Vanuatu.
42. At the completion of each day the team will review/process the information gathered during the day and apply it to the review questions. Data gaps and strategies to overcome them will be identified on an ongoing basis. A (very brief) annotated bibliography will be maintained of resources.

## **L. Scheduling**

43. The proposed schedule is as follows:

What	When	Where	Who	Deliverables
Phase One	16 to 24 September 2012	Port Vila	All team members	Aide memoire
Phase Two	5-20 November 2012	Tafea, Sanma, Shefa and Malekula provinces	Co team leaders Civil Society Representative	Aide memoire

What	When	Where	Who	Deliverables
Drafting of Report	5 December 2012	Home bases	Co team leaders with input from all team	Draft Report
Phase Three Review workshop	Week commencing 10 December 2012	Port Vila	PMC Senior managers from Dept of Lands All team	Feedback on JR draft report
Finalisation of report	10 January 2013	Home bases	Co team leaders	Final report
Management response	Late January 2013	Port Vila	PMC Senior managers of Dept of Lands	Written management response

## M. Reporting

All reports will be provided in accordance with the specifications outlined in the contracted Co Team Leaders AusAID contract.

## **Attachment A: Terms of Reference**

### **JOINT REVIEW OF THE MAMA GRAON – VANUATU LAND PROGRAM**

**August – November 2012**

#### **BACKGROUND**

##### ***Context***

Land sector support is a fundamental cross-cutting issue for all development priorities in Vanuatu, having a particular bearing on rural livelihoods (75% of the population), infrastructure and service delivery. Vanuatu has struggled with land development issues since before Independence in 1980. At Independence, the Constitution reverted all land to customary landowners. Early land policy approached land development cautiously to avoid a repeat of the colonial land grab and speculation problems. However, political instability in the last two decades saw a loss of any clear directions for land development with limited opportunity for an articulated and consistent national land policy. Concerns with the management of customary land resources came to a head during the 2006 National Land Summit. This resulted in a national land policy, the *Vanuatu Land Sector Framework 2009-2018* that guides all government and development partner programs in the sector.

At the invitation of the Vanuatu Government, Australia and New Zealand have been providing support for the national land reform agenda since 2006. This is a significant achievement for donor harmonisation in the land sector. Land sector support, particularly in relation to customary land, is not an easy space for donors to engage in, nor the State, however AusAID is the nominated donor representative on the Vanuatu Land Governance Committee. Support to the land sector was harmonised in 2009, jointly implementing the \$20.3 million Mama Graon Vanuatu Land Program (of which AusAID is contributing \$15.5million, 2011-2015, and NZ \$4.8 million 2011-2013) under a single managing contractor. New Zealand's delegated funding ends in 2013.

##### ***Program delivery***

The goal of the five-year Mama Graon Program is that “all Vanuatu people benefit from the equitable and sustainable development of their land, while securing the heritage of future generations.” There are five components that will lead to:

- (1) informed collective decisions by customary landholders;
- (2) participatory land governance;
- (3) effective and efficient enabling services;
- (4) strengthened and improved land information management systems; and,
- (5) strengthened customary land tribunals.

Program partners are the Ministry of Lands, the Ministry of Justice and Community Services, the Malvatumauri National Council of Chiefs and the Vanuatu Cultural Centre. Early priorities for the Program include clearing the Land Registry backlog, reviewing valuation services, strengthening participatory land governance processes and customary land tribunals, and working with the Malvatumauri and Vanuatu Cultural Centre to plan a way forward for strengthening customary land governance.

Due to the multi-stakeholder design of the program and the need to manage numerous technical advisers, Land Equity International was selected to be the managing contractor for the Program

through an open tender conducted in 2010. Program implementation commenced in January 2011. A Program Management Committee (PMC) appointed by the Vanuatu Land Governance Committee provides strategic direction for the program. Since commencement, the program has utilised 15 long-term advisers and 7 short-term advisers, of which 13 were national recruits.

### **Key Issues**

- **Since Mama Graon's inception in 2011, media scrutiny of the use of advisers and the perception of a 'hidden agenda' for Australia in particular presents a challenge for the program.** Support to the highly-sensitive land sector in Vanuatu is a calculated risk for foreign donors. There is ongoing public debate about foreign involvement in the rapid alienation of customary land, the national land reform agenda, leadership instability since 2009, and reports of widespread corruption.
- **Mama Graon has struggled to establish some key partnerships, such as with the Vanuatu Cultural Centre and suffers from lack of leadership from the Ministry of Lands in particular.** The governance arrangements for the program enable broad consultation via the PMC on program direction, and have enabled some early achievements in the Land Registry, GIS and Survey units and with the Malvatumauri. However, leadership instability and tension between partners have at times impacted on progress against the inception and annual plans.
- **The emphasis on recruitment of national TA has caused delays in areas such as the development of a gender strategy and an M&E framework.** The limited pool of expertise in Vanuatu means that some positions have taken months to recruit.
- **There is potential for overlap between Mama Graon and other donor-funded programs:** the AusAID-funded Governance for Growth program (in relation to urban planning and development) and the Vanuatu Kastom Governance Partnership (customary land governance); the World Bank's *Jastis Blong Evriwan* program; and the GIZ-SPC support to land use planning.

### **REVIEW RATIONALE**

The program design commits partners to a review at the 18-month implementation mark to assess continued relevance of support and efficiency of implementation.

The Mama Graon Program Management Committee<sup>5</sup> (PMC) provides strategic direction for the Program, and is particularly keen to use the review process to:

1. demonstrate program accountability to all key stakeholders and the broader public; and to;
2. assess:

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This comprises the Ministry of Lands, Ministry of Justice and Community Services, Department of Strategy, Policy and Planning, Department of Finance, Department of Women's Affairs, Malvatumauri National Council of Chiefs, Vanuatu Cultural Centre, AusAID, and the New Zealand Aid Programme.



- a. *relevance of support* – whether the program design continues to be relevant to the national context; responsiveness to emergent issues;
  - b. *efficiency of implementation* – whether more outputs could have been delivered with same inputs, or whether the same outputs could have been delivered with less inputs;
  - c. *effectiveness of approach* , – has advisory support resulted in outputs and intermediate outcomes that are expected to lead to end-of-program outcomes?
3. recommend ways to overcome identified problems.

This is a joint review between the Governments of Vanuatu, Australia and New Zealand, with the funding partners (Australia and NZ) providing the financial resources for the review. AusAID is managing the review process and will engage a review team in consultation with all partners and the PMC. The PMC will nominate two members to assist AusAID in the selection of a review team, as well as nominate members to participate in the review consultations, including nominating the co-Team Leader. The review findings will be communicated to a broader audience by the PMC. Any recommendations that have financial and/or design implications will need to be approved by the PMC. Any recommendations that have implications on the contract with Land Equity International will require a decision by AusAID management, in consultation with NZ and the PMC.

#### **SCOPE AND APPROACH OF THE REVIEW**

1. The review team will develop an evaluation plan that is guided by with AusAID's Evaluation Capacity Building Program (ECBP) Standard 5 on Evaluation Plans, with input from the PMC. This will be submitted for AusAID and the PMC's approval prior to the in-country mission.
2. The review approach will include document/literature review, semi-structured stakeholder interviews, other methods selected by the evaluation team to efficiently elicit information from stakeholders and field inspections. A review of documents and literature will be held at the reviewers' home offices and then in-country, stakeholder consultations will be held in Vanuatu and if appropriate in Canberra and/or Wellington, and field visits will take place in Vanuatu. A non-exhaustive list of reference documents is presented in [Annex A](#).

#### **Priority Review questions**

The review will focus on three evaluation criteria: relevance, effectiveness and efficiency. The following primary evaluation questions are to be addressed in the evaluation plan and evaluation report. These may be supplemented by the review team with secondary questions when developing the evaluation plan or during fieldwork.

- a) Relevance:
  - To what extent does the program design remain relevant to the needs of Vanuatu and its current development context?
  - How responsive is the program to emergent issues?
  - How have partners participated in the program? Identify major issues that affected engagement and suggest ways to enhance conflict management and effective partnerships.
- b) Effectiveness:

- To what extent is the Mama Graon Program on track to achieve its end of project outcomes?
- Has advisory support resulted in outputs and intermediate outcomes that are expected to lead to end-of-program outcomes?
- How have program partners contributed to the successes/challenges of the Mama Graon Program?

c) Efficiency:

- Could more outputs have been delivered with same inputs?
- Could the same outputs have been delivered with less inputs?
- To what extent are the program management arrangements appropriate to the sensitivities within the land sector?
- What other capacity development modalities could have delivered the same outputs and intermediate outcomes with less inputs?
- What lessons about efficiency can be drawn from the program inception period to inform a re-focusing of future activity?
- Have the governance arrangements and partnership enabled efficient implementation? Assess the current governance structure and whether the program could be better governed from other Ministries or departments.
- To what extent is the program aligned with other land sector initiatives?
- How is progress monitoring used to inform management decisions and the approach of the Managing Contractor and the PMC?

## COMPOSITION OF THE REVIEW TEAM

The review team will consist of:

- Two co-Team Leaders (a GoV-nominated Co-Team Leader will provide advice and guidance on GoV's systems and processes and local context; a contracted Team Leader will be responsible for coordinating inputs of team members and finalising written reports);
- A land administration specialist;
- A PMC-nominated external civil society representative; and
- AusAID review manager.

Skill sets required by the GoV-nominated co-Team Leader:

- deep knowledge of GoV's policies, systems and processes;
- thorough understanding of the local context, *kastom*, Vanuatu's major land issues and development priorities;
- good understanding of aid programs and experience in aid program development, monitoring and evaluation;
- excellent interpersonal and communication skills;
- ability to provide direction on a GoV response to the review findings.

Skill Sets Required by the contracted co-Team Leader:

- methodological monitoring and evaluation expertise;
- experience in governance and capacity development;

- knowledge of organisational change processes and capacity development modalities suited to the Pacific;
- thorough understanding of aid programs and experience in aid program development, planning, reviews, and monitoring and evaluation;
- excellent interpersonal and communication skills, including a proven ability to liaise and communicate effectively with Ni-Vanuatu; and
- ability to deliver timely and high-quality written reports.

**Skill Sets Required by the Land Administration Specialist:**

- experience in land administration, including deep understanding of GIS and land management information systems;
- knowledge of development in the Pacific and land administration in Vanuatu;
- thorough understanding of the aid programs and experience in aid program reviews;
- excellent interpersonal and communication skills, including a proven ability to liaise and communicate effectively with Ni-Vanuatu; and
- ability to contribute to timely and high-quality written reports.

**Skill Sets Required by the Civil Society Representative:**

- extensive civil society networks in Vanuatu, within both the NGO community and at the community-level;
- thorough understanding of the local context, *kastom*, Vanuatu's major land issues and development priorities and broad civil society perspective on land reform activities;
- good understanding of aid programs and experience in aid program development, monitoring and evaluation;
- excellent interpersonal and communication skills;
- ability to provide direction on a civil society response to the review findings.

The review team will be supplemented with inputs, as requested by the AusAID Review Manager with guidance from the co-Team Leaders, from the Mama Graon monitoring and evaluation adviser.

**REPORTING ROLES AND RESPONSIBILITIES OF THE TEAM**

Bearing in mind the time constraints for the GoV-nominated co-Team Leader, primary responsibility for managing the review process and implementing an agreed review methodology rests with the contracted co-Team Leader.

The co-Team Leaders will collaborate:

- to plan, guide and develop the overall approach and methodology for the review which will be presented in an evaluation plan for PMC and AusAID approval prior to commencement of the review;
- manage and direct the review's activities, representing the review team and leading consultations with government officials and other donor agencies;
- process information collected for systematic analysis and interpretation to develop an evidence base; and,
- represent the team in peer reviews.

In addition, the contracted co-team Leader will:

- Undertake all written aspects of the review, including manage, compile and edit inputs from other team members to ensure the quality of reporting outputs;
- Produce aide memoires for each in-country mission, synthesise review material into a clear draft evaluation report and a final evaluation report.

The land administration specialist will:

- work under the overall direction of the co-Team Leaders;
- represent the review team and lead consultations with government officials and other donor agencies;
- support the contracted co-Team Leader to process information collected for systematic analysis and interpretation to develop an evidence base;
- produce inputs to and provide comments on the evaluation plan, the aide memoire, the draft and final evaluation report; and
- represent the team in peer reviews, if required.

The PMC-nominated civil society representatives will:

- work under the overall direction of the co-Team Leaders;
- support the contracted co-Team Leader to process information collected for systematic analysis and interpretation to develop an evidence base; and
- provide advice, context, an understanding of customary land governance.

The AusAID Review Manager, with input from a New Zealand representative, will provide the team with a verbal briefing of the key issues and priority information before they prepare the evaluation plan and commence document review. In addition, the AusAID Review Manager will, under the direction of the Team Leader, observe the review. They should jointly ensure that AusAID and Mama Graon/PMC participation does not compromise the capacity of the review team to maintain independence in conducting the review.

The Mama Graon office will support the logistical arrangements for the Vanuatu-based aspects of the review mission. However, the review mission will be based out of AusAID/GoV.

### **Review process**

The review team will conduct a desk-based literature review as well as undertake field visits and conduct face-to-face interviews and focus group discussions as appropriate.

A tentative schedule follows:

<b>Activity</b>	<b>Estimated Days</b>	<b>Review team members involved</b>	<b>Comment</b>
Desk-based review of key documents	5 days	All	No travel required.
Verbal briefing and preparation of evaluation plan to	1 day	All	In consultation with AusAID/PMC

AusAID's Standard 5			
Preparation for in-country program consultations	1 day	Co-Team Leaders	In consultation with AusAID/Mama Graon Office
Initial Mama Graon in-country consultations and Aide Memoire #1	12 days maximum (tentatively September 2012)	All	This initial visit will focus on a review of the land administration-related activities and the program's capacity-building approach.
Mama Graon in-country consultations and Aide Memoire #2	15 days maximum (tentatively November 2012)	All, except for Land Administration specialist	<u>To take after the national elections in October 2012.</u> Includes four site visits to Tafea, Sanma, Shefa and Malekula provinces. A suggested 3 days at each site. Presentation of final aide memoire in-country.
Drafting of MTR	6 days	Co-Team Leaders with input from review team as required	No travel required
Workshop of draft MTR/ Joint analysis by all partners of findings	4 days	All	Travel to Vila if off-site
Finalise MTR following feedback	1 -3 days	Co-Team Leaders	No travel required
Development of a joint management response	1-3 days	Co-Team Leaders	In consultation with AusAID/PMC
<b><u>TOTAL DAYS:</u></b>	<b><u>Up to 50 review team days</u></b>		

## Attachment B: Review Matrix

JR questions	Stakeholders	Documents
<b>Relevance</b>		
To what extent does the program design remain relevant to the needs of Vanuatu and its current development context?	PMC/implementing partners	Recent literature/research on land related issues in Vanuatu
How responsive is the program to emergent issues?	PMC/implementing partners Workplace counterparts AusAID and New Zealand Government Aid Program management personnel	
How have partners participated in the program? Identify major issues that affected engagement and suggest ways to enhance conflict management and effective partnerships.	PMC/implementing partners Workplace counterparts Managing contractor (including advisers)	Program reports (including monthly reports) PMC meeting minutes
<b>Effectiveness</b>		
To what extent is the Mama Graon Program on track to achieve its end of project outcomes?	PMC/implementing partners Workplace counterparts Managing contractor (including advisers) Other stakeholders (NGOs, private sector, etc)	Program reports (including monthly reports) PMC meeting minutes
Has advisory support resulted in outputs and intermediate outcomes that are expected to lead to end-of-program outcomes?	PMC/implementing partners Workplace counterparts Managing contractor (including advisers)	
How have program partners contributed to the successes/challenges of the Mama Graon Program?	PMC/implementing partners Managing contractor	

JR questions	Stakeholders	Documents
<b>Efficiency:</b>		
Could more outputs have been delivered with same inputs?	AusAID and New Zealand Government Aid Program management personnel  PMC  Managing contractor	Program reports/budgets
Could the same outputs have been delivered with less inputs?	AusAID and New Zealand Government Aid Program management personnel  PMC  Managing contractor	Program reports/budgets
To what extent are the program management arrangements appropriate to the sensitivities within the land sector?	AusAID and New Zealand Government Aid Program management personnel  PMC  Managing contractor	
What other capacity development modalities could have delivered the same outputs and intermediate outcomes with less inputs?	All	
What lessons about efficiency can be drawn from the program inception period to inform a re-focusing of future activity?	AusAID and New Zealand Government Aid Program management personnel  PMC  Managing contractor	Program reports  Budgets
Have the governance arrangements and partnership enabled efficient implementation? Assess the current governance structure and whether the program could be better governed from other Ministries or departments.	AusAID and New Zealand Government Aid Program management personnel  PMC  Managing contractor	Program reports/budgets
To what extent is the program aligned with other land sector	AusAID and New Zealand Government Aid Program	AusAID and New Zealand land related strategies and

JR questions	Stakeholders	Documents
initiatives?	management personnel PMC Other land initiative personnel (World Bank Jastis Blong Evriwan; Governance for Growth???)	agreements with the GoV
How is progress monitoring used to inform management decisions and the approach of the Managing Contractor and the PMC?	AusAID and New Zealand Government Aid Program management personnel PMC Managing contractor	PMC minutes Monthly reports



## Attachment C: List of documents

Author	Date	Title
AusAID	2009	Mama Graon Vanuatu Land Program – Project Design Document 2009
AusAID	2011	Evaluation Capacity Building Program Monitoring Standards
AusAID	2011	Independent Review of Aid Effectiveness 2011
AusAID	2011	Australian Government response to the Independent Review of Aid Effectiveness
Govt of Vanuatu	2006	Vanuatu Priority Action Agenda - 2006 2015
Govt of Vanuatu	2009	Vanuatu Land Sector Framework 2009-2018
New Zealand	2009	Activity Design Document February 2009 – New Zealand Aid

### Reports of the Technical Assistance Team Register – as at March 2012

PART A			
OBJECTIVE A-1: Informed Collective Decisions by Customary Landholders			
A-1.1	Tafea Provincial Consultation Report	January 2012	Russell Nari

PART A			
OBJECTIVE A-3: EFFECTIVE AND ENABLING SERVICES			
A-3.1	Land Registry Report June 2011	24 June 2011	Program Director
A-3.2	Assessment of Scanning Activities	August 2011	Program Director
A-3.3	Land Registry Office Training Course	December 2011	David Mulcahy
A-3.4	Land Registry Office August to December 2011 Assignment Report	January 2012	David Mulcahy
A-3.5	Negotiating for Customary Land in Vanuatu	March 2012	Larry Hunt
A-3.6	Report on Private Sector Briefing	March 2012	Program Director

<b>PART B</b> <b>OBJECTIVE B-1: A STRENGTHENED CUSTOMARY LAND TRIBUNAL CONSISTENT WITH THE GOV.'S NATIONAL PLANS</b>			
B-1.1	Assessment of Options for Provisions for Provincial Support	November 2011	Karen Davis
B-1.2	Strategic Review of Customary Land Tribunal Unit and Malvatumauri	November 2011	Karen Davis
B-1.3	Introduction to File Management Training (Training Module)	October 2011	Karen Davis

<b>PART B</b> <b>OBJECTIVE B-2: A LAND INFORMATION MANAGEMENT SYSTEM THAT MEETS CURRENT AND FUTURE NEEDS AND SUPPORTS ECONOMIC DEVELOPMENT</b>			
B-2.1	Information System Strategic Plan	23 August 2011	Kevin Rainsford
B-2.2	Valuation Interim Status Report	3 September 2011	Mark McLoughlan
B-2.3	GIS and Mapping Status Report	September 2011	Timothy Gunson
B-2.4	Cadastral Survey Legislation and Practice and Geodetic Network Assessment	September 2011	Chris Grant
B-2.5	An Initial Assessment of Delineation of Customary Land Boundaries	October 2011	Chris Grant
B-2.6	Valuation Issues and Opportunities for Increasing Government Revenue	October 2011	Mark McLoughlan
B-2.7	Valuers and Professional Development in Vanuatu	October 2011	Mark McLoughlan
B-2.8	Review of Land Surveyors Act and Land Surveyors Regulations	November 2011	Chris Grant
B-2.9	System Requirement Specification - Land Administration System	November 2011	Kevin Rainsford

<b>PART C</b> <b>OBJECTIVE C-1: EFFECTIVE CONSULTATION AND COORDINATION BETWEEN STAKEHOLDERS OF THE VANUATU LAND PROGRAM</b>			
C-1.1	Monthly Briefing Report No. 1	1 Feb 2011	Program Director

<p><b>PART C</b></p> <p><b>OBJECTIVE C-1: EFFECTIVE CONSULTATION AND COORDINATION BETWEEN STAKEHOLDERS OF THE VANUATU LAND PROGRAM</b></p>			
C-1.2	Monthly Briefing Report No. 2	2 March 2011	Program Director
C-1.3	Publicity and Promotion Strategy	March 2011	Program Director
C-1.4	Monthly Briefing Report No. 3	1 April 2011	44. Program Director
C-1.5	Monthly Briefing Report No. 4	3 May 2011	45. Program Director
C-1.6	Monthly Briefing Report No. 5	1 June 2011	46. Program Director
C-1.7	Monthly Briefing Report No. 6	5 July 2011	47. Program Director
C-1.8	Monthly Briefing Report No. 7	2 August 2011	Program Director
C-1.9	Monthly Briefing Report No.8	3 September 2011	Program Director
C-1.10	Monthly Briefing Report No.9	October 2011	Program Director
C-1.11	Monthly Briefing Report No.10	November 2011	Program Director
C-1.12	Monthly Briefing Report No.11	January 2012	Program Director
C-1.13	Monthly Briefing Report No. 12	February 2012	Program Director

<p><b>PART C</b></p> <p><b>OBJECTIVE C-2: EFFECTIVE AND EFFICIENT MANAGEMENT OF ALL RESOURCES PROVIDED TO DELIVER SERVICES INCLUDING PERSONNEL, FUNDS, SERVICES AND EQUIPMENT</b></p>			
C-2.1	48. Inception Plan	28 Feb 2011	Program Director
C-2.2	Security Plan - December 2011	8 Dec 2011	Program Director
C-2.3	Procedure for Recruitment of Program Technical Assistance	17 March 2011	Program Director
C-2.4	49. Conditions for Assessment (Recruitment)	17 March 2011	50. Program Director
C-2.5	51. Program Management Committee Briefing Note	13 April 2011	52. Program Director
C-2.6	Report on the Progress of Recruitment for Compliance with Milestone Payment No 4".	3 May 2011	53. Program Director
C-2.7	54. Annual Plan, October 2011	1 October 2011	55. Program Director

<b>PART C</b> <b>OBJECTIVE C-2: EFFECTIVE AND EFFICIENT MANAGEMENT OF ALL RESOURCES PROVIDED TO DELIVER SERVICES INCLUDING PERSONNEL, FUNDS, SERVICES AND EQUIPMENT</b>			
C-2.8	56.	Manual of Operations for the Imprest Account	20 April 2011 Nicole Nicholson
C-2.9	57.	Program Management Office Asset Register	21 March 2011 Irene Titek
C-2.10	58.	Annual Report, October 2011	3 October 2011 Program Director
C-2.11	59.	Six monthly Report – April 2012	April 2012 Program Director

<b>PART C</b> <b>OBJECTIVE C-3: EFFECTIVE AND EFFICIENT REPORTING AND MONITORING AND EVALUATION OF PROGRAM ACTIVITIES AND DELIVERABLES</b>			
C-3.1		Reporting Plan	15 March 2011 Program Director
C-3.2		Handover Plan – December 2011	December 2011 Program Director
C-3.3		Communications Guideline	February 2012 Jilda Shem

<b>PART C</b> <b>OBJECTIVE C-4: IDENTIFICATION AND MANAGEMENT OF RISKS TO THE PROGRAM IN ORDER TO MINIMISE THEIR IMPACTS ON THE ACHIEVEMENT OF PROGRAM GOALS AND OBJECTIVES</b>			
C-4.1	60.	Risk Management Plan (includes Risk Management Matrix)	15 March 2011 Program Director
C-4.2		Fraud Control Strategy	15 March 2011 Nicole Nicholson
C-4.3		Risk Management Plan	September 2011 Program Director
C-4.4		Conflict Management Analysis	February 2012 Raewyn Porter & Henry Vira

## Attachment D: List of people to meet

Position	Format
AusAID and New Zealand program management personnel	Initial meeting One on one with each at some stage in Phase One Pre aide memoire meetings for both phases
All members of the Program Management Committee	One on one meetings with individuals from each of the 7 agencies PMC meeting to provide feedback/present aide memoire/workshop findings
Managing contractor management personnel	One on one meeting with Program Director Meetings as needed with administrative personnel (for details eg. costings etc)
Advisers	One on one or group if from same work area
Key workplace counterparts	Small groups (no more than 3 or 4)
NGO sector (VANGO, others?)	Small group meeting
Private sector	Small group meeting
Governance for Growth key stakeholder (in AusAID)	One on one meetings with each or a small group meeting with all ...
Vanuatu Kastom Governance Partnership[ (key players)	
World Bank's Jastis Blong Evriwan	
GIZ-SPC support	