

Table of Contents



Context p. 4
Why a specific methodology for the Pacific p. 5
Culture in Pacific island nationsp. 7
Synthesising Kakala, Talanoa and P.A.R. approaches p. 8
Principles of Partnership p. 12
Sustainability p. 14
Stakeholders p. 15
Resources p. 16
References p. 18

2

Context

Pacific island nations have unique strengths in their tight-knit communities and cultural resilience. While geographically isolated and environmentally vulnerable, they often exhibit remarkable adaptability and resourcefulness in the face of challenges. Although health issues exist (1), communities are deeply committed to improving well-being, and there is a growing understanding of the need to strengthen healthcare infrastructure.

Opportunities for growth lie in redistributing and upskilling the health workforce and increasing access to resources. This is a prerequisite to addressing some of the critical health challenges in the region including:

- Significant burden of infectious diseases (2)
- Increasing non-communicable diseases, including diabetes, heart disease and obesity (2)
- Serious and worsening anti-microbial resistance (3)
- Additional health impacts of climate change and natural disasters (2)
- High rates of tuberculosis in some areas complicated by growing drug resistance (2)
- Lack of relevant surveillance data at regional and local levels (4).

Opportunities exist to enhance the training and education of the health workforce to better align skills with the specific needs of local populations. Efforts to strengthen the distribution of qualified health workers and improve financial support for the health sector are needed to ensure greater workforce motivation and retention, fostering sustainable healthcare solutions. (5, 6). Nurses and midwives constitute around 74% of the regulated workforce in many Pacific Island countries (7) and play a central role in improving healthcare, particularly in remote and rural areas (8).

Abbreviations

ACFID

Australian Council for International Development

ADB

Asian Development Bank

CSO

Civil society organisations

DFA

Department of Foreign Affairs and Trade (Australian government)

GEDSI

Gender equality, disability and social inclusion

NGO

Non-government organisation

PAR

Participatory action research

RDI

Research for Development Impact

SPCNMOA

South Pacific Chief Nursing & Midwifery Officers Alliance

WHO

World Health Organization

WHO CCNM UTS

WHO Collaborating Centre for Nursing Midwifery & Health Development at University of Technology Sydney



The rich diversity of Pacific cultures and deeply embedded local knowledge systems combined with urgent health needs means a specific approach is essential to improve health outcomes in the Pacific region (9).

Traditional Western approaches to health research and development are not appropriate in Pacific island settings, as top-down programs can alienate partners and member countries (11, 12). The top-down approach also places the locus of control with program donors rather than with the broader Pacific community (11). In challenging environments with low resources, an estimated 60-70% of all organisational change initiatives fail to deliver sustainable outcomes (13).

In the Pacific region, it is important to spend time building trust and understanding local priorities to ensure local ownership and buy-in. Conventional Western research methods, for example, tend to be outcome-driven (14) and prioritise collecting data quickly, without developing relationships with participants and partners, or negotiating cultural differences. Local stakeholders also indicate that development programs often assume high levels of confidence and competence in Western methodologies, overlooking local expertise and limiting the sustainability of programs.

Linda Tuhiwai Smith's foundational work on Māori research describes how conventional Western research methodologies are problematic because they are linked to imperial and colonial paradigms, and based on Eurocentric concepts, motivations and assumptions (15). Western approaches fail to acknowledge the complexity and diversity of Pacific societies and the deep values that underpin them.

Culturally appropriate methodologies should:

- Be built on trust and relationships
- Reflect the values and traditions of Pacific peoples (16)
- Be co-designed to facilitate researchers to support Pacific community leadership to plan, design, deliver or evaluate the problem and solution (17, 18)
- Prioritise motivation and buy-in
- Be inclusive, culturally relevant and useful (19, 20)
- Use language that is appropriate for local audiences and contexts (9).



"A future Pacific model needs to focus on building trust across the broader Pacific region" (11)

77

"Pacific approaches to research should be responsive to changing Pacific contexts. Pacific research should be underpinned by Pacific cultural values and beliefs, and conducted in accordance with relevant ethical standards, values, and aspirations... Framing health research in the context of cultural values is important to ensure that the people studied are treated with respect and protected from exploitation. These cultural values are inseparably linked to each other and they contribute in various ways to the sustenance of people's health and wellbeing." (21)

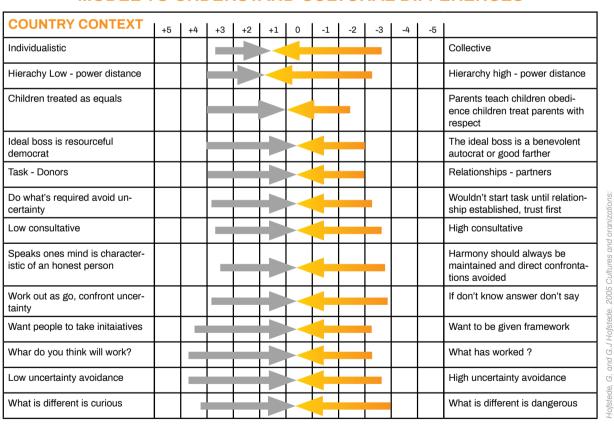
Culture in Pacific Island Nations

United by their stewardship of the Pacific Ocean, the Pacific Islands are an incredibly complex region culturally, linguistically, economically and politically (12). The region encompasses 22,000 islands scattered over almost one third of the earth's surface. Pacific nations are very culturally heterogeneous and have varied histories and experiences of colonisation and decolonisation.

Figure 1 outlines differences between these two underlying cultural mindsets (22). It highlights the complexity of building the trusting relationships necessary for successful research and program development.

Although it is a simplification given the cultural diversity of the region, Pacific nations are largely collective in nature, while Western culture can be regarded as broadly individualistic. Briefly, in collectivist cultures, people tend to prioritise the group's shared or communal goals, attitudes, beliefs and place emphasis on a sense of cohesiveness. Alternately, individualistic cultures (typical in white Australia) often emphasise personal goals, attitudes and identity. Important values in Pacific cultures include communal relationships, reciprocity, holism and respect (21).

MODEL TO UNDERSTAND CULTURAL DIFFERENCES



Working collaboratively, using an iterative co-design process with health leaders from Pacific nations, the South Pacific Chief Nursing & Midwifery Officers Alliance (SPCNMOA) and the WHO Collaborating Centre on Nursing Midwifery & Health Development at University of Technology Sydney (WHO CCNM UTS) developed a methodology for working cross-culturally.

The PARcific approach combines traditional Pacific methodologies, especially Talanoa and Kakala frameworks, with Participatory Action Research (PAR) methods. Our PARcific approach aims to address power imbalances, to ensure that Pacific voices are heard, especially members of communities affected (9).

This approach governs all WHO CCNM UTS work globally: education, training, research, policy, evaluation and learning.

Synthesising KAKALA, TALANOA and P.A.R. approaches

The PARcific methodology brings together Pacific ways of knowing and being with the community-based Participatory Action Research approach familiar to Western researchers. The key elements are summarised here.

Kakala

Kakala is derived from matriarchal Tonga and refers to the communal practice of older women sitting on a mat under a tree, meticulously selecting flowers and carefully threading them together to craft a Kakala or garland for a specific person. Kakala is considered an organic 'teaching and learning' practice, a collaborative process of sharing skills which are then passed onto the next generation (23).

Inherent in Kakala are several underlying structures, or Pacific principles, which form the backbone of its research framework:

Teu –

the conceptualisation phase dealing with project design, its purpose and who will benefit.

Toli –

reflects the selection of flowers and symbolises the data collection phase. Toli stresses the importance of selecting the appropriate approach/design and methods for acquiring authentic and meaningful data.

Tui -

the analysis phase, used to identify patterns and draw connections, and ask the question, does the information make sense?

• Luva -

giving the gift symbolises reporting and disseminating information and insights. Central to Kakala is returning information to the participants for their benefit.

• Malie –

refers to appreciation and relates to continuous evaluation of the value of the research. It involves asking questions such as 'Was this project useful?' and 'Who does it benefit?' and allows the project to be redirected if necessary.

Mafana –

refers to the moment of transformation, where the participants take ownership of the research findings and make use of them (23).





Principles of Partnership

Although not prescriptive, the PARcific approach follows several main principles in promoting genuine partnership: safety, respect, collaboration, beneficence and reciprocity, relationships and justice. Figure 2 illustrates the co-designed process of marrying PAR with Kakala and Talanoa to generate the PARcific methodology using culturally appropriate research principles.

Safety

Projects maintain the cultural safety of participants, researchers and the wider community. Data are collected in partnerships with stakeholders using appropriate language and methods for the specific country's context. All stakeholders in a project feel free to speak up if they have any concerns. In keeping with Poto He Anga (20), researchers also protect the participants' interests before, during and after the project, which involves ensuring confidentiality and preventing embarrassment and harm.

Respect

Established partnerships, listening to and acknowledging non-verbal communication set the groundwork for the project. All participants' knowledge is valued and respected. Researchers adhere to local customs and protocols (including appropriate dress code and relevant body language and behaviour around individuals of a certain social status) and take account of collective norms and expectations (21).

Collaboration

All stages of a project are planned, designed, implemented and evaluated in partnership with a local team. This local team is supported to take leadership of the project. This ensures ownership of the project, sustainability and successful dissemination of results. Partners' knowledge and time are valued and respected. The resources and information shared are appropriate.

Beneficence and Reciprocity

Collaboration is grounded in relationships that have been developed over time to enable generous. fruitful exchange of ideas, information, trust, lovalty and goodwill throughout the project process. Genuine co-design, reciprocity and sharing of knowledge enables mutual learning and ownership of the results and outcomes. Program partners must acknowledge participants as equal partners and embrace reciprocity which is achieved by participant involvement in all phases of the process, including design. Throughout research projects, part-

Co-design

Throughout research projects, partners ensure that participants receive something of value in return for their time and knowledge. "What is taken out should be balanced with what is given back to the community" (21). Researchers must be helpful, generous, positive, warm and kind. This involves flexibility and openness to engaging in participants' activities beyond what might be considered relevant to the research project by the researchers. It is the researchers' duty to ensure participants feel, and know, that their contribution is meaningful and worthwhile (9).

Participatory research priorities. partnership. evolution of project **Justice** Everyone's voice is heard and valued, and local partners should always Safety Respect be involved in design Partnerships open agreed and and supported to lead free to speak recognised from the outset. All team members have opportunity to work jointly on project publications, to **Partnerships** Action build evidence and Collaboration everyones voice is heard and valued. lived experience implementation. to ensure results genuine **PARcific** valued, power partnership intervention are ethical, susimbalance Local partners developed. tainable and releexplained. dissemination vant to local and results shared. national needs. sustainability Relationship-based Compassion, em-Relationships Beneficence pathy, and showing and reciprocity compassionate empathy understand context ontext to ensure results appreciation for the and outcomes. context in which a knowledge project is carried out are shared foundational to relationships and to genuine re-

Research

processes.

community needs

and learning respected

7

"Meaningful engagement involves forming a relationship that is sustained and maintained... a sense of deep connection needs to be maintained throughout the research process and should involve a two-way reciprocal process... The dialogue and mutual relationship between both parties should continue at every stage of the research process; from pre-research preparation, fieldwork, and data analysis to report writing, publication, and application of the report recommendations." (21)

77

SOURCE: Rumsey, M., Stowers, P., Sam, H., Neill, A., Rodrigues, N., Brooks, F., & Daly, J. (2022). Development of PARcific approach: participatory action research methodology for collectivist health research. Qualitative Health Research, 10497323221092350. Retrieved from https://journals.sagepub.com/doi.pdf/10.1177/10497323221092350

built.

sponse to questions. Program

partners acknowledge that they

are committing to an ongoing rela-

tionship which requires collaboration

and continued engagement. In research

projects, researchers are generous of spirit and forthcoming with information about

themselves in order to develop a relationship

of mutual trust and respect with participants.

In Pacific culture, good relationships are the foundation upon which everything else is

Sustainability

The PARcific approach to engagement aims to support transformational and sustainable change in the health status of communities across the Pacific. Rather than transactional processes with brief consultation and data collection focused on fixing a specific problem, transformation requires planning, collaboration, partnership and time.

SPCNMOA and WHO CCNM UTS aim to bring about sustainable change through development of a regional approach to policy and practice in regulation, nursing and midwifery education, program accreditation, and workforce management through a range of research and development projects across the Pacific. It is therefore essential that key stakeholders are consulted and involved in all stages of every project and that local leadership is supported. Our projects are guided by the Sustainable Change Framework (26), adapted to working with stakeholders throughout the Pacific region. The framework acronym is SUSTAIN.

Support from key stakeholders –
Sustainable change cannot occur without support and involvement of key stakeholders, not only leaders and decision-makers, but also the people expected to implement the changes. Programs must therefore be locally led and involve stakeholders from multiple levels.

Use well developed and culturally appropriate change strategies –

Communication strategies must be respectful, appropriate and relevant for all participants. Participating countries are the arbiters of what is culturally appropriate change as the project progresses. Non-Island partners must learn and understand appropriate ways to participate in projects sensitively and respectfully

Shift thinking –

Projects can focus on regionally applicable processes, taking account of existing resources. Collaboration can help shift research partners' thinking so they are not faced with the daunting prospect of implementing change on their own.

Talanoa (communicate) and Kakala (collaborate) –

Talanoa refers to inclusive, participatory and transparent dialogue. Kakala is a Pacific concept of collaboration. Providing group space and individual space for deep discussion is essential to ensuring all voices are heard – through regular and frequent stakeholder meetings with individuals in each participating country to discuss their particular circumstances and voice the changes they would like to see.

Assimilate and integrate –

Change is a process of assimilation of new ideas and their integration into current 'ways of doing'. Successful change involves adjustments in thinking, understanding and practices, which takes time and is impossible to achieve by simply providing one-off information and instructions.

Invest and Involve –

For change to be sustainable there must be succession planning for leadership in the region. WHO CCNM UTS has invested in facilitating a Pacific Leadership Program (https://www.uts.edu.au/research/who-collaborating-centre/what-we-do/leadership/pacific-leadership-program) with workshops to support the growth of current and future leaders.

Negotiate and assess readiness –
Building capacity and developing relationships are crucial factors in ensuring the success of change initiatives. It is important to understand participants' readiness for change through stakeholder engagement, regular communication and ongoing monitoring and evaluation. Stakeholders' feedback must inform the implementation of project actions.

Stakeholders

In developing projects, program partners undertake stakeholder mapping to ensure involvement of relevant individuals and organisations with influence and engagement in the project. Stakeholder mapping also ensures that the project engages with strategic partners and key institutions and organisations involved in each area of the project's focus.

Our stakeholder mapping uses the Research for Development Impact (RDI) mapping and analysis tool (27) to ensure appropriate stakeholders in the country/region are identified and to gauge their level of interest in (or opposition to) the project. This approach follows Reed's advice (28) on identifying groups that could be interested, their level of interest in specific aspects of the project and their ability to influence its development.

We also use snowball sampling techniques (29) during in-country visits to widen the networks of individuals and groups involved, and to ensure that country-specific nuances are captured. Other mapping tools include the Overseas Development Institute Stakeholder Analysis toolkit (30) and the Research and Policy in International Development (RAPID) framework (31). A recent WHO CCNM UTS project ascertained four determinants than influence the development of health leadership capacity: external influences, institutional architecture, individual knowledge and understanding, and personal agency (32). We then used the RDI and RAPID frameworks to identify key individuals and organisations in each of these areas.

To achieve stakeholder support and participation in setting up and maintaining the program, it is important to establish a national working committee or implementation taskforce, which will represent a broad range of necessary expertise and relevant stakeholders. This early "buy-in" will help to involve and commit all interested parties for the duration of the project.

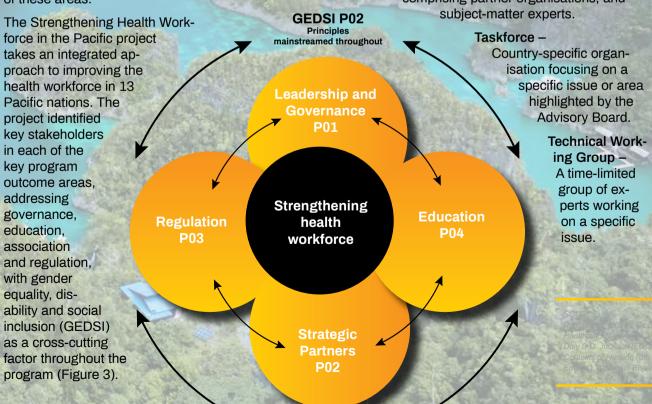
Possible stakeholders may include representatives from the country's or region's ministry of health, public service commission, or ministry of finance. They may also include local non-government organisations (NGOs), representatives of hospital and health facility management, nursing and medical associations, community health management committees, and external agencies, such as WHO or other international NGOs.

For all major projects, WHO CCNM UTS establishes an Advisory Board, an overarching governance body with high-level representation from partner organisations, funding bodies, and where relevant regional NGOs and UN agencies. The Advisory Board's terms of reference address governance structures, roles and membership.

Other key groups can involve a range of stakeholders relevant to the purpose and context:

Steering Committee -

Country-based governance organisation responsible for regular oversight and direction of a project, comprising partner organisations, and subject-matter experts.



| PRINCIPLES OF PARTNERSHIP

Resources

The PARcific approach to research is consistent with the principles of key documents and guidelines for best practice in international development, research and evaluation.

Research for Development Impact (RDI) Network **Enhancing Research Impact in International Development: A Practical Guide for Practitioners** and Researchers, authored by Nichole Georgeou and Charles Hawksley (27). The RDI Network is a collaboration between ACFID and Australian universities, bringing together practitioners, researchers and evaluators working in international development with the objective of linking quality research, policy and practice for impact in international development. This emphasises that research impact depends on good will, trust and reciprocity between partners; empowering local people to implement change in their own communities; ensuring local ownership through input to project design and conduct; rigorous, poli-cyrelevant, evidence-based research; and creativ-ity in project outputs to engage specific audiences through appropriate media.

Australian Council for International Development (ACFID) **Code of Conduct** (33) (https://acfid.asn. au/code-of-conduct/) sets out 9 Quality Principles for signatory organisations to improve development outcomes and ensure accountability, integrity and stakeholder trust:

- Rights, Justice and Safeguarding
- · Locally-led Action and Inclusion
- Systemic Change, Environmental Sustainability and Climate Action
- Quality and Effectiveness
- Collaboration
- Communication
- Governance
- · Resource Management
- People and Culture

The ACFID **Good Practice Toolkit** (https://acfid. asn.au/good-practice-toolkit/) provides practical guidance on implementing the Code of Conduct. It supports organisations to incorporate the Code's values into effective development practice: integrity, accountability, transparency, respect, effectiveness, equity and cooperation.

The ACFID Global Standard for CSO Accountability outlines 12 commitments and actions to enable civil society organisations (CSO) to ensure accountability in their efforts to create just societies and a healthy planet (https://acfid.asn.au/wp-content/up-loads/2022/05/2017_The-Global-Standard.pdf). The Global Standard highlights that "we need to be in constant dialogue with our stakeholders about what they want, what they have to offer and how we can work together effectively to achieve change" in order to improve performance and build trusting relationships in contributing to the Sustainable Development Goals (34).

ACFID, Oxfam Australia & Monash University, Research Partnerships in Practice (35), based on a workshop on partnerships between universities and NGOs (https://rdinetwork.org.au/wp-content/uploads/2017/01/research-partnerships-l-d-note-feb-2015.pdf). It highlights common challenges and recommendation for successful NGO-academic partnership, through building relationships, collaborating in project design, and transparent and ethical use of project outputs.

The DFAT **Design and Monitoring, Evaluation and Learning Standards** (36) (https://www.dfat.gov.au/sites/default/files/dfat-design-monitoring-evaluation-learning-standards.pdf) provide a basis to support accountability, learning and improved effectiveness and efficiency in international programs. DFAT identify that developing constructive working relationships with partners and stakeholders is essential to regional programs (37). Our approach of collaborating with local partners throughout projects aligns, in particular, with several of the Standards:

- 2.4 Clear specification of the mix of specific technical skills, and attributes required in design team including setting out clearly the role of the Team Leader and local team members, including expertise in country or regional context and local knowledge.
- 2.5 The role of DFAT staff and any reference group is clear.
- 2.8 The Scope specifies analysis to be conducted; stakeholders to be consulted; and design standards to be met.
- 5.10 Barriers to inclusion are assessed, and data is disaggregated by sex, disability status and other relevant aspects of social inclusion
- 5.14 The fora for debate, analysis and interpreting program progress are clear and involve stakeholders and partners as appropriate
- 5.16 Partner systems and official data sets are preferentially used and supported with mutual accountability built in.

The DFAT **Development Evaluation Policy** 2023 (38) (https://www.dfat.gov.au/sites/default/files/dfat-development-evaluation-policy.pdf_) also identifies the importance of engaging early with partners to the quality of evaluation processes and findings, ensuring their engagement in the design and implementation of program evaluations.

The Asian Development Bank (ADB) (https://development.asia/explainer/participation-tools-pacific-part-1-engaging-pacific-civil-society-organizations) highlights the close connection between engagement of local citizens and civil society in policymaking to good governance and effective development, illustrated as shown.

Provision of information and capacity development support to citizens and civil society leads to ...

- ... Increased citizens' and civil society awareness, capability, and willingness to participate. This enables the ...
- ... Citizens and civil society voices and monitoring results are shared with authorities, media, and general public. This leads to ...
- ... Increased public pressure on authorities to respond, change behavior, and reduce corruption. Authorities' response leads to ...
- ... Improved governance outcomes and development effectiveness.

SOURCE: Bhargava V. Engaging Citizens and Civil Society to Promote Good Governance and Development Effectiveness. ADB Governance Brief. 2015

Similar principles can apply to stakeholder engagement in research and development programs. ADB note that it is essential to take time to work through and with local power structures, such as chiefly or traditional systems to gain traction and wider community support for projects in many Pacific island countries (39). They also recognise the limited capacity of many CSOs due to lack of funding, reliance on donations and volunteers, difficulty retaining qualified staff, restricted internet connectivity and information and communications technology. Organisations from better resourced countries must therefore tailor their expectations about CSOs' ability to respond quickly to requests for information, collaboration or representation; they must recognise the importance of reciprocity and sustained two-way engagement (39, 40).

The **ODI Stakeholder Analysis** toolkit (https://odi.org/en/publications/planning-tools-stakeholder-analysis/) groups stakeholders into three categories: private, public and civil society and determines their level of interest in a research project combined with the influence they have over the project or policy, and their ability to facilitate (or block) it (30).

The Pacific Health Research Guidelines from the Health Research Council of New Zealand (21) further articulate meaningful and reciprocal engagement and consultation, incorporating Indigenous Pacific cultures and knowledge into research. This approach to health research includes valuing communal relationships, reciprocity, holism and respect for other community members throughout the process, reflecting that "Pacific knowledge is part of the living being, providing some insight of the complex relationships within the kinship group, and the means by which people transform their world" (21).

Principles for knowledge co-production in sustainability research by Norström et al. (41) (https://www.nature.com/articles/s41893-019-0448-2) outlines four general principles for knowledge co-production between academics and non-academics, notably that processes should be: context-based, pluralistic, goal-oriented and interactive. Pluralism explicitly recognises that there are multiple ways of knowing and doing, contributing to successful project outcomes.

Commissioned by the RDI Network, How to Partner for Development Research by Winterford (42) https://rdinetwork.org.au/wp-content/up-loads/2017/01/How-to-Partner-for-Development-Research fv Web.pdf provides a practical guide to good practice for Australian-based researchers and NGOs working in partnerships on international development projects.

Four academic articles from the WHO CCNM UTS outline the background and context for these Principles of Partnership

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PRINCIPLES OF PARTNERSHIP

16 | PRINCIPLES OF PARTNERSHIP

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18 PRINCIPLES OF PARTNERSHIP

