

Country Name	<b>The Integrated Community Development Project for the Settlement Areas in National Capital District</b>
Independent State of Papua New Guinea	

**I. Project Outline**

Background	In Papua New Guinea (PNG), the number of migrants from rural to urban area significantly increased. As of 2004 approximately 100,000 people lived in 70 city slums referred to as “settlements” located in the nation’s capital in Port Moresby. In settlements, opportunities of employment for residents are limited, and in particular, public services such as education and health care services are not provided. Therefore, residents in settlements are isolated both economically and socially. Government agencies such as the Department for Community Development (DFCD) and National Capital District Commission (NCDC) did not have specific policies related to these settlements resulting in these problems been unsolved.				
Objectives of the Project	Through (i) establishing an organizational arrangement for the Integrated Community Development Project (ICDP) management, (ii) having DFCD/NCDC officials and settlement leaders determine and recognize appropriate approaches for community development, (iii) improving planning, monitoring and evaluation capacity of DFCD/NCDC officials, (iv) improving implementation skill of DFCD/NCDC officials, (v) improving accountable community leadership, and (vi) sharing knowledge and information on community development stakeholders, the project is aimed at enhancing the overall capacity of DFCD/NCDC officials and settlement leaders for community development. (Project Purpose), and thereby contributing to the application of ICDP (Integrated Community Development Project) approach in community development initiatives (Overall Goal). The project objectives set forth are as follows:				
	<ol style="list-style-type: none"> <li>Overall Goal: ICDP approach<sup>1</sup> is applied in community development initiatives.</li> <li>Project Purpose: Overall capacity of DFCD/NCDC officials and settlement leaders for community development is enhanced.</li> </ol>				
Activities of the project	<ol style="list-style-type: none"> <li>Project site: 11 settlements in Port Moresby (National Capital District (NCD))</li> <li>Main activities: <ol style="list-style-type: none"> <li>(1) The project team supports the establishment of Joint Implementation Committee (JIC)<sup>2</sup> and Joint Coordinating Committee (JCC) and the performance of their roles and responsibilities; (2) The project team determines appropriate approach for community development and conducts workshop for JIC members and settlement leaders; (3) The project team provides training on Project Cycle Management (PCM, Participatory Planning), conducts Rapid Social Survey (RSS) and participatory workshops for target settlements, and formulate an implementation plan for pilot projects; (4) The project team establishes task force for pilot projects and communication system among JIC, NGO, Technical Support Team (TST) which provides technical support to the pilot projects and settlement leaders for pilot projects, finalizes PDM and PO for pilot projects, procures necessary resources for pilot projects, and implements pilot projects in cooperation with community residents; (5) The project team provides training on PCM (Monitoring and Evaluation), monitors, supervises and evaluates pilot projects, and compiles lessons and suggestions on community development in settlements; (6) The project team supports settlement leaders achieve leadership and accountability to settlement residents through pilot projects and workshops; and (7) The project team conducts awareness activities to disseminate knowledge on community development through workshops, publications and media etc., and studies on establishment of disclosure system of the knowledge.</li> </ol> </li> <li>Inputs (to carry out above activities) <div> <div>Japanese Side</div> <ol style="list-style-type: none"> <li>Experts: 10 persons</li> <li>Training in Japan: 8 persons, Training in Indonesia: 4 persons, Training in Sri Lanka: 4 persons</li> <li>Equipment: computers, printer, video camera etc.</li> <li>Others: Cost for local staff, cost for Third Country Training, cost for pilot projects, cost for local NGO</li> </ol> <div>PNG Side</div> <ol style="list-style-type: none"> <li>Staff allocated: 13 persons</li> <li>Land and facilities: Project office</li> <li>Local cost: pilot projects</li> </ol> </div> </li> </ol>				
Ex-Ante Evaluation	2004	Project Period	April 2005 – March 2008 (Extension period: April 2007 – March 2008)	Project Cost	278 million yen
Implementing Agency	Department for Community Development (DFCD), National Capital District Commission (NCDC)				

**II. Result of the Evaluation****1 Relevance**

<sup>1</sup> Community development through participatory planning, implementation monitoring and evaluation

<sup>2</sup> JIC is a main actor to carry out needs assessment, select pilot areas, build consensus among stakeholders and carry out monitoring and evaluation of pilot projects. Members are staff from DFCD and NCDC, local NGOs and settlement leaders.

<Consistency with the Development Policy of PNG at the time of ex-ante and project completion>

The Integrated Community Development Project for Settlement Areas in NCD is consistent with PNG's development policy objectives for rural development specified in the Medium Term Development Strategy 2003-2007 and 2005-2010. An assessment of PNG Government development policies implemented since 2004 all promoted economic development in rural communities in the areas of agriculture and fisheries. The Government of PNG also prioritized social development programs in health and education particularly in improving water and sanitation in local communities through integrated community development programs. The Integrated Community Development supported by JICA was an important mechanism in achieving economic and social development objectives of PNG Government by providing basic services in the settlements such as water and sanitation and constructing market infrastructure to enable efficient buying and selling of agricultural goods. The project is also consistent with Integrated Community Development Policy enacted in 2007 which aims at promoting voluntary development by communities and strengthening access to opportunities for learning and development.

<Consistency with the Development Needs of PNG at the time of ex-ante and project completion>

An assessment of the relevance of the Integrated Community Development Project for Settlement Areas in NCD both at ex-ante and completion confirmed that the project was generally consistent with Papua New Guinea's development needs. Prior to the commencement of the ICDP Project, DFCD and NCDC were not able to take actions to address issues in the settlement areas. This was due to budget constraints and the lack of sufficient human capacity within these organisations to manage social responsibilities for settlement residents. On the part of settlement residents, they recognized the needs for self-reliant efforts, and thus the participatory approach was very much needed. At the time of project completion, an expansion of ICDP to other regions was planned for the next phase of the Integrated Community Development Project.

<Consistency with Japan's ODA Policy at the time of ex-ante evaluation>At the time of ex-ante evaluation a key aspect of the Government of Japan's ODA policy to Papua New Guinea was social development of PNG in areas including health, education, rural development and social security. The Integrated Community Development Project is consistent with this priority area as it supported basic water facilities, funded small piggery projects as well as constructed community youth halls, police post and mini markets. These pilot projects contributed in reducing poverty in urban areas.

<Evaluation Result> In light of the above, the relevance of the project is considered to be high

## 2 Effectiveness/Impact

<Status of Achievement for Project Purpose at the time of Project Completion>

The project purpose was partially achieved at completion. DFCD/NCDC officials and settlement leaders understood the participatory planning approach, however, there is very little evidence to confirm that focal points in these organization applied what they learnt to community development projects piloted in the settlements. It is partially because the operating environment for the community development pilot projects was not conducive to fully realize positive outcomes for settlement residents. The operating environment in Papua New Guinea is very complex particularly with the expansion of illegal settlements. There are two underlying issues which contribute to the challenge in addressing this emerging urban development issue: (1) Residents of un-authorized settlements cannot afford the high cost of housing in the city and therefore have settled on occupied land in the city (2) Settlement residents understand the need for basic services but for obvious reasons prefer that the government provide services for free due to their under-privileged status (poor and un-employed). In reality these settlement residents have rebelled against the Government, which results in the unfavorable operating environment for donor intervention programs..

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

An evaluation of project activities confirmed that the ICDP focal points were not resourced well to practically demonstrate technical skills for several reasons including budget constraints within PNG Government. Furthermore limited ownership from local settlement residents due to low income generating opportunities coupled with ongoing social and security issues has affected the implementation of pilot projects in the selected settlement areas. After the project completion, regular reporting or communication between DFCD/NCDC and the settlement leaders in the settlements (pilot project sites) were not conducted. Although most of the facilities constructed under the project were completed, ongoing maintenance was a challenge for most pilot project sites. Site inspections were conducted for 4 out of the 10 pilot project sites including Savaka Water Kiosk, Vadavada Community Hall, Erima Youth Centre, Tete Police Post. Most of the pilot projects are not operating with the exception of the Savaka Water Kiosk. The Savaka Water Kiosk is functioning well with good leadership from the water committee chairman; however, the water kiosk is maintained with little or no user fees which is an issue that needs to be addressed. The water project committees did not actively collect contributions from local settlement residents as the project intended. This was due to the income level of the local residents. The Vadavada Community Hall has not been used after the project initiator passed away in 2012. Although the hall is currently managed by the family members of the project initiator, there are disputes over the ownership of the hall. The Erima Youth Centre was in good condition until July 2015, when it was partially burned down as a consequence caused by a fight amongst youths in the area. While the building was used by the youth members to engage in small income earning activities, it was also used as their home, which was not the original intended purpose. The Tete Police Post ceased operations in 2006 after the settlement was demolished by the police due to law and order problems. Results from the project site inspections confirmed that most of the pilot projects are not operating.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The progress towards achieving the overall goal and purpose of the project was slow. It was noted that knowledge and information on the project were disseminated to other staff which is positive however practical implementation of the integrated community approach is still lacking.

<Other Impacts at the time of Ex-post evaluation>

No land acquisition occurred under this project, and no negative impacts on natural environment were observed.

<Evaluation Result>

The project partially achieved the project purpose at the time of completion, as capacities of DFCD/NCDC officials as well as community leaders were enhanced to some extent, however, insufficient budget and institutional weakness affected the continuation of the project effects. Therefore, effectiveness/ impact of the project is fair.

Aim	Indicators	Results
(Project Purpose) Overall capacity of DFCD/NCDC officials and settlement leaders for community development is enhanced.	(Indicator 1) DFCD/NCDC officials become to plan and manage pilot projects by participatory approach.	<u>Status of achievement: Partially achieved at the project completion</u> (Project Completion) Knowledge and technical skills of JIC members improved which confirms that some technical transfer occurred. Some problems were observed among JIC members regarding preparation of PO, procurement and management of equipment/materials and level of understanding level of PCM Monitoring and Evaluation. (Ex-post Evaluation) No additional community development activities were implemented in the National Capital District and others. In other words very little was done after project completion.
	(Indicator 2) DFCD/NCDC officials are able to apply the acquired skill and knowledge for community development.	<u>Status of achievement: Partially achieved at the project completion</u> (Project Completion) Several officials utilized acquired skills and knowledge in other works including projects supported by JICA and other development partners. In the NCDC social work and public health personnel was moved to the Waste Management Division to support JICA Project for solid waste management that rehabilitated the Port Moresby's dump site. (Ex-post Evaluation) Very little opportunity available to demonstrate the skills obtained through the project.
	(Indicator 3) Settlement leaders are able to communicate efficiency with DFCD/NCDC officials and settlement residents	<u>Status of achievement: Partially achieved at the project completion</u> (Project completion) Settlement leaders for Nine Mile and Erima (pilot sites) were replaced as their performance was not rated well. Settlement leaders of Tete and Momokoura were highly evaluated by Japanese experts and Project Manager. However, NGO staff pointed out that participation of settlement leaders in the implementation of the pilot projects was limited due to financial constraints and cooperation and support from settlement residents was lacking. (Ex-post Evaluation) Ongoing monitoring of pilot projects from the DFCD is lacking due to social law and order issues in the settlement areas.
(Overall goal) ICDP approach is applied in community development initiatives.	(Indicator 1) ICDP approach becomes familiar in DFCD/NCDC and utilized in other projects.	<u>Status of achievement: Partially achieved</u> (Ex-post Evaluation) Knowledge and Information on ICDP were disseminated to other staff in DFCD and NCDC.
	(Indicator 2) The Some of community in NCD is able to apply community development to the any donor/aid by their initiatives.	<u>Status of achievement: Not achieved.</u> (Ex-post Evaluation) Almost all the projects supported under the project are no longer operating due to the following reasons: <ol style="list-style-type: none"> <li>1. Budget constraints</li> <li>2. Institutional weaknesses within DFCD and NCDC</li> <li>3. Limited ownership from local residents in settlement areas</li> <li>4. Lack of ongoing monitoring from DFCD</li> </ol> As a result, no additional community development activities were implemented after the project was completed..

Source : JICA internal documents, questionnaire survey and interviews with counterparts

### 3 Efficiency

Both project cost and project period exceeded the plan (ratio against the plan: 146%, 150%). Project cost exceeded the plan mainly due to design changes of facilities of pilot projects. Project was extended mainly because (1) the number of pilot projects increased, (2) the participatory planning process took longer time than expected, (3) NCDC staff withdrew from the project for six months<sup>3</sup>. Therefore, efficiency of the project is fair.

### 4 Sustainability

The sustainability of the Integrated Community Development Project in Settlement Areas was assessed in terms of the likeliness of the continuation of the project benefits after completion and factors that affected the ongoing benefits of the project. The assessment of project sustainability looked at four important aspects critical to ensuring sustainability:

1. **Policy Aspects:** It is positive to note that rural and social development is still a priority of the PNG Government under the Medium Term Development Strategy 2011-2015 and Development Strategic Plan 2010-2030. If Government policies support this initiative then the project will more likely be sustainable in the long term.
2. **Institutional Aspects:** The organizational structure of DFCD and NCDC are appropriate for the implementation of the integrated community development approach. However, staff allocation is not sufficient for each organization. The DFCD and NCDC negotiate with the Department of Personnel and Department of Finance for further staff allocation, however these agencies are not allowed to recruit additional staff unless approval is granted through the normal budget process at the national level. Furthermore, financial and social constraints of local communities hinder institutional sustainability.
3. **Technical Aspects:** Technical capacity of officials from the DFCD and NCDC were enhanced through ongoing capacity

<sup>3</sup> Reasons for the withdrawal of NCDC staff from the project; (1) reporting on the project to the City Manager of NCDC (Deputy Project Director of the project) was not conducted properly; (2) communication within NCDC was insufficient; (3) human resources within NCDC that were capable to handle the work volume required in the project were insufficient; and (4) NCDC's commitment to the project was weak.

development activities facilitated by the project team, however practical demonstration of these skills in implementing further development activities is lacking because of budget constraints within PNG Government, limited ownership from local settlement residents due to social and financial problems and on-going security issues. Some technical transfer to other staff members was observed but the internal monitoring and training systems in DFCD and NCDC are generally in-effective to verify the results.

4. **Financial Aspects:** DFCD and NCDC did not secure sufficient budget to promote the Integrated Community Development approach. It is unlikely that increased amounts of funding from PNG national budget will be allocated to support this project unless there is ownership from local communities. A key issue for Papua New Guinea is that its overall budget envelope is not substantial to address a wide range of social issues. As a result, some key sector programs lack sufficient budget from the Government. Unfortunately, community development has been one of those sectors that have lacked Government funding.

The main contributing factors that affected the sustainability of the project effects include budget constraints and limited ownership from local communities in the settlements. Project sustainability is considered to be low.

#### 5 Summary of the Evaluation

The project goal and purpose were partially achieved at completion with some level of technical transfer observed in officials at DFCD and NCDC. The overall implementation of the project was affected by budget constraints within PNG Government, institutional weaknesses within DFCD and NCDC and limited ownership from local communities, particularly from the settlements areas where the pilot projects were implemented. Project sustainability was rated low mainly due to financial and institutional aspects. In terms of project efficiency, both project cost and project period exceeded the plan. As a result, the overall rating of the Integrated Community Development Project is “unsatisfactory”

### III. Recommendations & Lessons Learned

Lessons learned for JICA

1. Ongoing security and social law and order problems in the settlements is a big challenge both for JICA and PNG Government. The Tete police post at Gerehu and Erima Youth Center are good examples of this. Future design of pilot projects for community development must consider the ongoing security challenges faced at the settlements in NCD as well other issues including land ownership and social issues which are only best understood by Papua New Guineans
2. JICA's future investment for community development must consider the political economy of PNG Government. For example, the PNG Government were reluctant to support settlement areas in NCD. JICA decided to invest but strongly demanded PNG Government for ownership which did not work positively for JICA. For future project implementation, sufficient level of local ownership from PNG Government must be ensured and guaranteed before any commitment from the Government of Japan is made.



Erima Youth Centre Before the July Incident



Erima Youth Centre After the July Incident