FROM RHETORIC TO REALITY

by

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INTRODUCTION AND BACKGROUND

On 12 August 1992, the 'Government Policy for Village Services' was tabled in the National Parliament of Papua New Guinea. In this document, the key challenge of the new policy was outlined:

The Village Services Programme represents the most fundamental shift in our national history. It is a shift in how this government will build a partnership with rural communities (p.1).

In that same policy document, the goals of the programme are clearly delineated:

1. Empower our communities and rekindle their talents through the direct provision of resources, training and information.
2. Harness the crucial role of our elders to work with and guide our young.
3. Ensure cooperation and partnership between the government and the community in the delivery of services.
4. Give the people a voice and a sense of responsibility, and ensure participation by all in the development process.
5. Support extensive local economic development and productivity through access to credit, training and information.

During the first implementation year, following approval of the new policy by National Parliament, a number of key work areas were identified, and advisory committees were assigned to each. Some of these included monitoring and evaluation, information and database development, and training.

The training group met three times between October 1992 and May 1993. Members were drawn from institutions and organisations across the country with an interest in training. After three meetings, the group concluded that a needs assessment study was required to:

- identify the targets of training for village services;
- develop a profile of the learning needs related to village services;
- review literature on training for grassroots development, highlighting lessons which could apply to Papua New Guinean conditions;
- review materials that are in use or are available in Papua New Guinea for training service providers to work with communities, and make recommendations regarding which existing materials would be the most useful;
- review selected training programmes in Papua New Guinea that are attempting to train people for grassroots development work, and draw lessons from the experiences of these groups for the development of village services training;
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- recommend guiding principles and key strategies for implementing training that will be appropriate and effective in facilitating the Village Services Programme implementation process; and
- recommend key organisations and individuals that could be engaged as partners to develop and deliver training for village services.

Accordingly, a study task-force group was formed, comprising Wawa Jose from the Administrative College (Adcol), Elizabeth Kopel, Betty Loval and John Kambual from the Department of Social Work at the University of Papua New Guinea, and Dr. Michael Bopp and Daro Avei from the Division of Education at the National Research Institute. The team members (four Papua New Guineans, one Filipino and a Canadian (3 women and 3 men)) combined over forty years of experience in participatory development training. All members were involved in participatory research activities or in facilitating non-formal training sessions or formal courses related to participatory development at the time of the assessment.

This group became the assessment team. The Department of Village Services and Provincial Affairs provided K21 000 to support the study, which was carried out between June and December 1993.
PART ONE

FOUNDATION ASSUMPTIONS

When the assessment team first assembled, a one and a half day workshop was held, during which the group built a consensus on the basic ideas and assumptions that would underlie the study. It was necessary to define the purpose of the study, as well as the nature of the training problems in relation to the objectives of the Village Services Programme. The following statements summarise the consensus reached on key questions and issues that were relevant to the study.

1. The 'fundamental shift' detailed by the policy is a shift from a top-down service delivery and managerial approach to a bottom-up development promotion and partnership approach.

This latter approach means that:

- people-centred sustainable development is the programme goal;
- the government cannot deliver development (like cargo) to the people, rather, the people have a critical part to play in building development alternatives, in partnership with the government;
- the government's role must change from the provider to the facilitator of development; and
- even when the government is bringing development assistance to communities (such as roads, schools, and funds for economic development), the community must help to decide how the assistance is used, and how its benefits will be distributed and sustained.

2. Overall, this shift implies a commitment to promote and support participatory grassroots development.

Therefore, whatever is implemented by the government, in the name of development, must serve that end. This includes the ways that:

- district services providers function;
- local government councils are organised;
- project funding is made available to local areas;
- technical backup is provided by provincial officers to their district counterparts;
- training programmes and technical assistance services are made available to provincial and district service providers, and to communities; and
- non-government organisations are used, and their capacities strengthened to serve grassroots development needs.

All of these issues must be woven together effectively to serve the development needs of the people, communities and organisations at the grassroots level.
4. From Rhetoric to Reality

3. For this kind of shift to take place in Papua New Guinea, a radical transformation of thinking, attitudes, values, knowledge, skills, ways of working, and policies will be required within the government and within the communities.

Since independence in 1975, much of the top-down system of government inherited from the Australian colonial administration has persisted. Along with it, patterns of corruption and self-serving opportunism have crept into the culture of the bureaucracy.

Currently, much of the vision, attitudes, values, knowledge, skills and ways of working that are needed to make the Village Services Programme a reality are not present in the government at any level. A great deal of capacity building is needed.

Communities also lack many of the fundamental skills and knowledge they require to effectively promote their own development, and to form fruitful partnerships with outside agencies which can assist them. In most parts of Papua New Guinea, communities still lack their own effective organisations, capable of coordinating resources for local development, although many more of these have appeared in the past three to five years. If the goals of the Village Services Programme are to be achieved, capacity building of the grassroots organisations, and training of the grassroots people, is required.

4. Training for village services is fundamentally training for promoting and facilitating participatory grassroots development (people-centred sustainable development).

Although Papua New Guinea is guided by constitutional goals that are related to integral human development, traditional culture, and efforts to safeguard the natural environment, there are many variations on the meaning of 'participatory grassroots development'; that is, 'people-centred sustainable development', as the following two definitions show:

(a) 'development' means the process of improving the quality of life of the people, and the realisation of human potential; and

(b) 'sustainability' refers to the capacity of systems to continue an indefinite process. In the case of sustainable development, it refers to the carrying capacity of various systems (economic, ecological, societal) to continue to develop and support a state of well-being.

Sustainable development is a multidimensional process, because the world in which human beings live is multidimensional. For the purposes of this discussion, the following dimensions combine to form an integrated life support system for people:

• sustainable economy;
• sustainable ecology (relationships between people and the natural world);
• sustainable social systems;
• sustainable equity, social justice and conflict resolution systems;
• sustainable health;
sustainable people’s participation and governance;
sustainable learning; and
sustainable spiritual and cultural systems, including visions, ideals, values, morals, ethics, and beliefs.

Diagram 1: Model for an Integrated, Multidimensional Life Support System for Sustainable Development

This model is a variation on those presented by UNCED (1987), Korten (1990), and Bopp (1994).

Each of these dimensions is interactive with all the others. Progress or crisis in any one dimension affects the whole system. Development efforts aimed at one must be linked to the processes in all of them. Advancements in one of these sectors, that at the same time undermines human well-being in another, cannot be considered to be sustainable development.

Thus, training for village services is fundamentally training for the promotion and facilitation of people-centred sustainable development, and this training must prepare service providers at all levels (community, district, non-government organisation, provincial, or national government) to think and work in an integrative, wholistic, and facilitative manner. People-centred sustainable development must enhance and support the
complex and multidimensional nature of the process that grassroots people are struggling to sustain.

Targets of Training

This section identifies the various categories of learners, for whom specially tailored training will be needed. Before providing a breakdown of categories, however, it is critical to understand the following:

in general, the targets of training should be groups of people who will work together and mutually support one another, after the training to implement what they have learned. The training of individuals, and the training of the natural groups or work teams, of which they are a part, must go hand in hand.

Research has been undertaken on centralised training where individuals are taken out of their normal work and community environment, brought to a central location for training, and then returned to their former environments, where they are often expected to implement new visions, new values, new skills, and new ways of working. However, more often than not, the persons who are trained in this way lapse back into old patterns of thought and action, and are generally unable to implement much of what was learned during the training (Bopp 1986; Oakley et al. 1991).

This is because the people who constitute the trainee's original primary reference group back home (family, community, work group, or organisation) are still operating with the old visions, values, assumptions, habits and behaviour; that is, the culture of the organisation (or group) is not supportive of the new learning, and may systematically block its implementation. Thus, it is critical that the training targets for transformation are the primary reference groups, as well as the individual members.

The following categories of learners will require training for village services:

- community level;
- district level;
- provincial level; and
- national level.

Community Level

Families or Clans

In most parts of Papua New Guinea, the clan (or extended family) is the primary unit of social life. Training which is designed to strengthen the capacity of clans or extended families — as systems of mutual support and agents of development — is fundamental and necessary to the success of grassroots development efforts in the country.
Special Interest Groups

Many communities are organised along the lines of special interest and consensus. Youth groups, women’s associations, cultural societies, sporting clubs, prayer groups, fishermen’s associations, and landowners’ associations are all examples of special interest groups for whom special training could be provided as a catalyst or support to processes of development.

Leaders

At the community level, there are many different kinds of leaders — formal, informal, traditional, political, spiritual, and situational (related to specific activities and pursuits, such as the organisation of festivals). Like all learners, leaders have a primary reference group. A big-man has advisers. Also, representatives to local government councils are subject to the dynamics of each council. Training local leadership to facilitate and support development is a critical dimension of training for village services.

Local Government Councils

While local government councils have already been mentioned in the discussion on leadership, it must be stressed that training for the councils is of particular importance to the success of implementation of village services. The councils are one of the main conduits for resources flowing from the centre to the community. As institutions, local government councils must learn how to support and enhance people-centred sustainable development in their particular areas, otherwise they will become little ‘central governments’ in their own right.

District Level

District Service Providers

At every district office, a group of government workers is expected to bring government services to grassroots people. Unfortunately, district personnel do not generally work as a team, and are not oriented to a participatory development approach.

However, there is a critical need for training at the district level, because that is where a transformation in government procedure for day-to-day affairs is needed.

Local Non-Government Organisations and Voluntary Associations

There are currently hundreds of small non-government organisations and voluntary associations operating in virtually every area of the country, with the aim of promoting some aspect of local development. Some of these groups have a specialised focus (for example, literacy or landowner rights), while others take a more general and integrated approach. Many of the groups are linked to
churches, or larger provincial or national non-government organisation umbrella groups, such as the East Sepik Council of Women or the Papua New Guinea Trust.

These local non-government organisations and voluntary groups will be called upon to play a vital role in the national development process. It is inconceivable that government district, service providers can even begin to meet the training and technical assistance needs of all of the villages in their respective districts without help. Non-government organisations, and grassroots associations formed for purposes of self-help and mutual aid, will have to provide a vital link in the chain. Training, specifically addressed to the capacity building of these groups, must be an essential component of an overall village services training plan.

Provincial Level

Provincial Government Senior Management and Service Personnel

In each province, the key managers, decision makers, and service providers will need assistance in transforming the administrative structure, as well as service delivery patterns, so that optimum support is provided to people-centred, sustainable development at the grassroots level. This will mean a transformation of the (now top-down) organisational culture of provincial government, and a redefinition of the roles of senior managers. Training at this level must focus simultaneously on the problems of organisational development and capacity building. The primary work of provincial administration must shift to providing training, technical support, and resources for district-level development and below.

Provincial and National Non-Government Organisations and Voluntary Associations

The primary work of non-government organisations and voluntary associations at the provincial and national levels is to build the capacity of district and local organisations and key individuals through training, technical assistance, and a network of mutual support. Capacity building of these organisations is the most critical national training need in Papua New Guinea related to the implementation of village services. This is because these organisations, together with their district and local counterparts, are best positioned to actually facilitate development processes, and to provide the sustained support and follow-up that will be needed. The Government in Papua New Guinea is not able to do the work alone, and it probably never will be. For the foreseeable future, the most promising arrangement seems to be a working partnership between government, the voluntary sector (non-government organisations and people’s organisations) and communities. In Papua New Guinea, the voluntary sector is currently young, relatively weak, and in need of capacity building if it is to play its part in the national development process.
**Business**

Another vital partner in the process of promoting people-centred sustainable development is the business sector. In most of Papua New Guinea, small business efforts are scattered, and often disconnected from community development processes.

Big business (for example, forestry and mining) is usually controlled by offshore interests, and Papua New Guinean development concerns are possibly treated as add-ons to a business deal. Papua New Guinea almost completely lacks an informal economy outside the subsistence sector.

No integral development process can be sustained in the absence of a healthy business sector that is appropriately linked to other development sectors, such as environment, health and governance.

Training which is related to the development of entrepreneurial capacity and business management skills, and to the strengthening of business promoting organisations and associations is an important aspect of village services training. Training and supporting business leaders to link business activities to community development will contribute significantly to the implementation of these processes.

**National Government**

**Politicians**

The assessment team believes that the reorientation of Papua New Guinea's political leaders to the role of incorruptable servant-leaders of people-centred sustainable development is both necessary and possible. The current orientation and training programme for elected political leaders in Manus Province, for example, stresses listening to the people, and facilitating people-centred development processes, rather than directing a top-down handout approach, and an attitude of service to the ideals of sustainable development.

Targeting political leaders for training related to 'the most fundamental shift in our national history in how this government will build a partnership with rural communities', seems to be an ambitious, but necessary step.

**National Government Senior Managers and Service Providers**

The senior managers and staff of the line ministerial departments are the primary implementors of national policies and programmes. Village services is both a programme and a national policy. It is the concern of the Department of Village Services and Provincial Affairs as well as all other departments, in that it represents an intended shift in the way that the government does business.
The intersectional nature of an integral human development approach is not well accommodated in the current structure and culture of government departments. Sustained and effective collaboration between departments is a rare exception. There is neither the mechanism nor the orientation to support the integral approach that is required if the village services concept is to be instituted into the fabric of national government. Although the Regional Management Services (RMS) system was an attempt in that direction, and the current Project Coordination and Monitoring Committee (PCMC) seems to embody an wholistic approach to development issues, the shift required has not even begun on a system-wide basis.

Training and technical orientation for organisational development, as well as capacity building to institutionalise the appropriate knowledge, skills, attitudes and values will be required. Otherwise, the development processes arising from the grassroots will collide with the typically disintegrated and top-down central government approach.

The study task force proposes that the place to start training within the national government is in the Department of Village Services and Provincial Affairs, along with key allied programmes in other departments, such as Education (literacy), Home Affairs and Youth (women and youth), and Health (primary health education and health promotion); that is, the aim is to target the friends and natural allies of the village services concept, within the other government departments, to build a core network. This cross-sectoral group can then undertake collaborative projects, and model a new way of working.

Training the Trainers

A final target group for training is the team of trainers who will carry out the training with the other eleven categories of learners. It is essential that this group receives the best training and technical support available, because it is their task to translate the rhetoric of training goals and principles into reality.

Summary

In summary, twelve target groups that are related to the village services implementation process, and for whom training will be needed, have been identified. These groups are:

- clans and extended families (village level);
- special interest groups (village level);
- leaders (village level);
- local government councils (inter-village level);
- district service providers (district level);
- local non-government organisations and voluntary associations (district level);
- provincial government managers and service providers (provincial level);
- non-government organisations and voluntary associations (provincial and national levels);
- business (all levels);
politicians (national level);
- senior managers and staff of national government departments (national level); and
- the trainers.

To determine the specific training needs of each of these levels will require the implementation of a systematic needs assessment involving those people and groups targeted for the training in each distinct category. The following section describes a framework and a set of standards through which such assessments can be made. The framework and standards are based on functional requirements related to the facilitation and support of the grassroots development processes.

The Nature of the Required Training

It has already been established that 'training for village services' is related to building the capacity of the various stakeholders (community, government, and non-government groups) to play their respective parts in promoting people-centred, sustainable development at the grassroots level in Papua New Guinea. It is clear that many of the needs of the different categories of learners will be different. Nevertheless, there is common ground — everyone should be striving to promote and facilitate people-centred, sustainable development at the grassroots level. Whatever policy, strategy, programme, structure, action or resource is deployed, it must serve that end.

Three Primary Data Sources

In order to come to grips with the dynamic requirements of training for people-centred, sustainable development, the research team initially reviewed a wide range of case studies and development literature.

A systematic review of training materials currently in use, or at least available in Papua New Guinea, was subsequently conducted. These materials were selected because they presented training processes that are supposed to prepare people for participatory development work. In addition, some twenty Papua New Guinean based training programmes involved in grassroots development work were reviewed.

Both the review of training materials and training programmes were undertaken in order to better understand:

- the difficulties, realities and needs of grassroots training in Papua New Guinea; and
- the nature of the training resources now available in the country.

It is not surprising that lessons emerging from the literature review were very similar to those that arose from the field work.
Guiding Principles for Village Services Training

The following principles constitute one important dimension of the findings of this study, and should be used to guide the development of specific training programmes for the implementation of village services.

Some of the principles that are listed refer to content issues (what the training must impart); some refer to process issues (how the process of training must be carried out); and others refer to contextual issues (pertaining to the nature of the venue, and to the cultural, economic, social, or political environment within which the training takes place).

1. To promote learning for empowerment (critical learning)

Facilitators of participatory development need to be able to analyse and understand the psychosocial, political, and economic realities of the people who will be affected by the development process (Levy and Merry 1986; Korten 1990). They must have the conceptual tools (an integrative scheme of thought) and the orientation for critical thinking if they are to carry out effective community-level work (Bhasin 1985; Tandon 1987).

Being able to analyse the life-world of the people (with their guidance and help), so that both the internally rooted and the externally imposed obstacles to authentic development become evident, is a capacity that must be addressed in training (Friere 1970; Fals-Borda and Rahman 1991). Trainers need to learn to 'think for themselves, and to be aware of the complexities of intervention' (Oakley et al. 1991:321). This kind of learning is referred to as learning for empowerment (critical learning), because the process helps learners to develop, within themselves, the capacity to critically 'read' their own lives (the realities, conditions, restrictions, and opportunities) in such a way that the root causes of social and economic problems become clear. By definition, critical learning is oriented to action. One learns in order to be able to act, and one acts in order to be able to transform oneself and the conditions of the world within which he or she lives.

It does not matter which particular target groups of learners the training addresses. Everyone, from villagers to senior managers, needs to develop the capacity to think critically. As trainees develop their own critical capacities, they will directly experience the important role that empowerment plays in development, and will be much more inclined and capable of facilitating learning for empowerment in others.

2. To create and foster a vision of people-centred sustainable development

Unless developing people have an integrative vision of the kind of conditions they are striving to create, and the pathways that lead to the fulfilment of that vision, they will never be able to bring about the needed changes in their own lives, let alone the changes in their communities and organisations. If you cannot 'see' another possibility for yourself, other than the current situation in which you now live, how can you ever create and enter into a new condition (Samuels and Samuels 1975)?
Foundation Assumptions

Facilitators and promoters of grassroots development in Papua New Guinea must be able to address the following questions:

- What vision of development will you promote?
- What kind of a society are you moving towards?
- What do you believe to be a healthy community (politically, economically, socially, and culturally)?
- What is your understanding of the nature and processes of sustainable development (Botkin et al. 1979; Korten 1990)?

This need for an integrative vision of development is just as critical within government departments and non-government organisations, as it is within communities. The process of constructing and articulating an adequate vision of development is an essential prerequisite for both personal and societal transformation at every level (Polak 1973; Botkin et al. 1979). In a country that is trying to make 'the most significant' development shift in its history, such a vision must be the bedrock of all training programmes connected to that effort.

The wholistic nature of 'integral human development', which is called for by the Papua New Guinean National Constitution, implies the inculcation of a vision of interconnectedness and balance of the various sectors of development (health, environment, economy, political development, culture, women's development, and law and order). It also implies internalising a sense of oneself as a developing being, and an awareness that personal growth is interdependent on family and community development, and nation building.

For these reasons, training for village services must impart a vision of what people-centred, sustainable development is, and how it can be promoted.

3. To assist learners to construct a working model (map) of development processes, and understand the practical tools of development

All living things have basic growth requirements. Communities and organizations also have dynamic requirements for positive transformation. Acquiring an adequate understanding of community development principles, facilitation techniques, tools for participatory planning, and reasonable expectations about the potential and the limitations of grassroots processes is a necessary dimension of training for village services (Hope and Timmel 1986).

4. To move the learners towards greater self-reliance, and a commitment of fostering self-reliance in others

Dependency in any form and at any level in the system, is a counterdevelopmental force. Dependency on other people's thinking, and the tendency to wait for outside solutions and resources to solve problems must gradually disappear. Learning to overcome the 'handout' mentality that is so much a part of 'cargo cult' thinking (development pertaining to the acquisition of benefits by benevolent means) presents a major challenge to grassroots communities in Papua New Guinea, as well as to many local, provincial, and national leaders. Through appropriate processes of learning, trainees will gradually become more
willing and able to rely on their own strengths, resources and capacities, and on those of the people whom they serve (Bhasin 1985).

5. To recognise that the selection of the trainees is as important as the training curriculum

It is imperative that those persons who are selected for training possess (to some extent at least) the necessary personal qualities, beliefs, attitudes, and commitment for success. If a person who is selected for training has a track record of abusive relationships with women, a known disrespect for traditional customs and the people who believe in them, a history of alcoholism, or a reputation for dishonesty concerning money which suggests that personal wealth and power are far more important motivating forces in the person's life than anything else, it is unlikely that he or she will miraculously be transformed by a training process (Bhasin 1985; Hope and Timmel 1986).

Some of the characteristics that should be considered when the selection of trainees is being made are:

- belief in the people's capacity to heal, learn, grow and change;
- humility;
- a commitment to service;
- respect for local knowledge and customs;
- willingness to work as a partner, rather than as a boss with grassroots people;
- moral integrity (especially related to alcohol, sexual behaviour, money, power, and control); and
- respect for every human being, regardless of race, culture, religion, gender or class.

Most of these characteristics should have already been demonstrated in the person's record of service (Oakley et al. 1991). These criteria were often reiterated in the task force by non-government organisation representatives who were working as trainers of front-line workers in Papua New Guinea.

6. To address the personal growth and human relations capacities of the learners

Building up the personal traits of trainees, in terms of human development and human relations, is a vital and necessary dimension of training for people-centred development at any level (Hope and Timmel 1986; Bopp et al. 1992). Fostering learners' self-esteem, self-confidence, and self-respect, encouraging programmes of personal self-improvement, and developing adequate human relations skills, will help to address one of the most serious hidden obstacles to development progress in Papua New Guinea — the emotional and social immaturity of many of the key players. Government and non-government organisations are filled with people who are easily absorbed into power conflicts, petty jealousy, backstabbing, mistrust, and manipulation, and who have a general inability to keep promises, sustain agreements, or even to cooperate fruitfully for any long-term process.
It is possible (and necessary) to address personal growth, as well as the software of human relations, through appropriate training. However, this can only be done if the training process effectively gets inside a learner’s mind and heart, challenging him or her to undertake a personal growth and transformation journey. This area must be one of the common threads running through all village services related training.

7. To reinforce a universal code of conduct and development, which promotes values

The personal behaviour, qualities and characteristics of development workers and leaders can have a major positive (or negative) effect on participatory development processes. Qualities such as honesty, humility, respect, caring, and an obvious dedication to a life of service to the people can positively influence development. In contrast, behaviour such as alcohol abuse, dishonesty with money, sexual misconduct, and top-down authoritarianism can virtually destroy trust, and undermine development partnerships.

At every level — from community to national government — workers must be trained to internalise appropriate moral and ethical standards, and to be held accountable for their adherence to those standards. This is not an optional frill. It is a vital necessity, if people-centred, sustainable development is to be achieved in Papua New Guinea. In many cases, for this kind of training to be effective, learners need to undergo personal healing and growth.

8. To develop commitment to the process of working for human and community betterment, and the will to sustain long-term action

The internalisation of commitment and dedication to a life of service to the people, and the ability to persevere through difficult, complex, and prolonged processes of conflict, change and growth depend on trainees gradually shifting their professional centres of balance from an agency to a community approach, and towards a personal commitment to working for human betterment.

Although this commitment translates into different types of actions at different levels, the core attitudes and values of service and dedication are necessary for anyone to effectively promote grassroots development. Experience in training trainers for participatory development work shows that it is quite possible to plant the seeds of life-long commitment in people-centred development if the trainees are well-selected, and if the culture of the organisations in which the trainees work, after training, support such an attitude (Bhasin 1988; Oakley et al. 1991).

9. To aim training at the organisations in which the trainees work, and particularly towards transforming the culture of those organisations so that they are supportive of authentic participatory development processes

The cultures of most government, and even non-government organisations, agree that support is not always facilitative, because issues of budget, time lines, turf wars, and line authority often get in the way (Benechenou 1991).
literature on grassroots training reveals that the educating of lone 'participatory developers' does not usually work, because they cannot be effective when their bosses and coworkers do not understand or support what they are trying to do (Levy and Merry 1986; Oakley et. al 1991).

The challenge for village services training is to engage not only trainees, but also their organisations in the learning process. For this reason, it is recommended that the targets of village services training should be groups of learners from the same work team, rather than trainees who are the sole representatives of their organisations. It is also recommended that some of the training is carried out 'on the job', with trainer coaches working together with trainees, within the context of the trainees' own organisations.

10. To model the process of the training on the processes of participatory development

'Participatory development requires participatory training' (Bhasin 1991:10). This implies that learners must have meaningful involvement and some measure of control in every phase of the training process — from needs assessments and design, through to the actual training delivery process, evaluation, and beyond. It also implies a modelling of partnership-based working relationships between trainees, and trainers and senior programme staff who are delivering the training.

One of the hallmarks of a truly participatory process is that those persons who facilitate it do not attempt to manipulate or control it. It is basic to training for participatory development that those persons who are being trained may generate outcomes that organisers had not intended, anticipated, or even wanted. It is important to remember that the outcome of this learning process belongs to the learners.

In summary, a relationship of equality needs to be established between trainees and capacity builders — one which models the way that workers should relate to grassroots people.

11. To encourage, build on, and strengthen the process of training community solidarity and cooperative linkages between persons, families and clans, communities, institutions, organisations, and agencies

Disunity is the primary disease of all collective human enterprises. It is the opposite force to community. The building of bonds of unity, trust, forgiveness, solidarity and connectedness is a vital key to success in participatory development work. Trainees need to learn to read community realities, build on current strengths, work towards the healing of old hurts and conflicts, and foster trust and cooperation. The most effective way to learn how to do this is through the process of hands-on community-level experience.

Similarly, the current lack of trust, cooperation and understanding between government and non-government organisations, and also in government between various personalities and departments, leaves the country
severely handicapped in terms of sustainable coordinated action for human betterment.

Village services training needs to provide the vision, time, 'space', mechanisms, and support to enable reconciliation and bridge building to take place. There is a great deal of goodwill in most government departments and non-government organisations, and most Papua New Guineans are ready to put aside petty squabbling, roll up their sleeves, and get to work on the country's problems. What is needed is a process of team building, which village services training can provide.

12. To build on and enhance the local cultural dimension

Participatory development must occur within the framework of local cultures. The protocols and processes of distinct cultural groupings will cause participatory development to acquire very different features in different parts of Papua New Guinea. The challenge of translating universal principles of development into appropriate cultural forms is a sensitive and sometimes difficult one (Bopp 1985; Tandon 1987; Hope and Timmel 1986; Verhelst 1990).

The frameworks, methods, goals, analyses, protocols, and processes of development all need to emerge from the cultural environment that is developing. Trainees need to learn the sensitive art of offering whatever they bring to communities in such a way that the local knowledge base, beliefs, ways of knowing, and technologies remain the primary frames of reference for development planning, action and evaluation.

13. To help learners to contextualise their own development efforts

Within the broader picture of Papua New Guinean history (missionisation, colonisation, bureaucratisation) and the current realities of pan-global political, economic, monetary and monocultural forces, learners need to put their own development efforts into perspective.

It is essential that all trainees acquire at least an elementary understanding of the limits and counterforces affecting grassroots development in Papua New Guinea. Also, an understanding of the role of national and international advocacy work in addressing structural obstacles, and in helping to overcome barriers to people-centred development, is vital for the long-term sustainability of grassroots processes.

14. To develop facilitation skills

One of the most basic practical skills needed at all levels of the system is the ability to facilitate group processes. Educated Papua New Guineans are handicapped in knowing how to manage groups because they have experienced poor role modelling through the authoritarian schooling process. Currently, there are very few Papua New Guineans who are skilled at helping groups of people identify needs, discover solutions, reconcile differences, and reach consensus. Facilitation is a performance art. It must be learned by emulating
competent role models, and by action. It is one of the most fundamental skills of development practice. Fortunately, facilitation skills can be effectively developed through appropriate training, involving hands-on experience and sensitive coaching.

15. Experience-based training

It is important to base training curricula on the learners’ life experiences, relevant case studies, the dynamics of training group interaction, and practical field experiences. Basic training should be followed up by adequate collective reflection and debriefing. Although theories and models are of some use, whatever tools, exercises, or theories, which learners acquire, should be integrated into the practical flow of experience-based learning (Mezerow 1991).

16. To gain an adequate grounding in key Papua New Guinean development issues

A number of fundamental development issues confront Papua New Guinea as the nation approaches 2000. Each issue is complex in its own right, and is also interrelated with many others. Nevertheless, training for village services must provide a minimal introduction to the following four issues:

(a) Gender: the status of women; family violence; sexual abuse; women’s training; strengthening women’s and youth organisations; addressing men’s personal growth needs;

(b) Alcohol abuse;

(c) The environment: the destruction of Papua New Guinea’s fragile ecosystems is a fundamental challenge to long-term sustainable development.

(d) The law and order crisis: an ever-increasing rate of communal violence, crime, gang activity, and terrorism continues to interfere with grassroots development processes throughout Papua New Guinea.

17. To ensure follow-up and linkages

Training is only one element in the total programme. If an adequate system of technical assistance, a mutual support network, and continued on-the-job training are not built into the village services training plan from the beginning, much of the learning will have been wasted. A system of regional and national training, and networking conferences for development practitioners will allow participants to share problems and successes, revitalise visions and enthusiasm, and nurture the process of life-long learning and continuous improvement. Unless proper follow-up is provided as an integral part of the training package, there is little use in organising the initial training, because:

(a) the learning required to become effective is acquired over a number of years; and
(b) the training is for a greater purpose (to promote people-centred sustainable development), whereby the requirements of that fundamental process must also be met and linked to the training effort.

Training for village services should not be viewed as an event, or series of events, but rather as a long-term (three to five years) process that is organically linked to the larger processes of development, including planning, monitoring and evaluation, and programme design and implementation.

Workshops which bring trainees together are only part of the answer. Other necessary ingredients include:

- adequate role models which the learners can observe;
- on-the-job coaching and supervision;
- peer support groups;
- adequate materials;
- organisational support; and
- a reward system for high quality performance (Bopp et al. 1991; Oakley et al. 1992)
PART TWO

A REVIEW OF SELECTED TRAINING PROGRAMMES

Introduction

One of the primary tasks of this study was to review training programmes that are used to prepare people for grassroots development work in Papua New Guinea. Seventeen rapid programme reviews were conducted with programme staff and key informants in order to:

- obtain an accurate picture of the scope and limitations of the training which is available in Papua New Guinea;
- identify the potential capacity of various organisations to undertake training for village services; and
- draw lessons from the experiences of existing programmes which could be applied to village services training.

It is important to note that the rapid programme review was not an evaluation of the programmes. The review identified those materials that could be used to assist the Village Services Programme in mounting an effective training programme. A thorough evaluation of each programme would have taken much more time.

The seventeen programmes that were reviewed are fairly representative of the types and levels of training which are available in Papua New Guinea. Although other programmes could have been reviewed, the selection was made because of time and costs, or because certain programmes have a reputation for excellence in a particular field of training.

Training Institutions

These are organisations, such as universities and colleges, which have been set up to conduct formal education and training programmes. The programmes and courses that were reviewed are:

- the University of Papua New Guinea's Social Work Diploma programmes;
- the Administrative College of Papua New Guinea's (Southern Regional Training Centre) Integrated Village Development course; and
Non-Government Organisations Arising out of or Serving Grassroots Initiatives

These non-government organisations carry out training as part of a broader, integrated effort to support grassroots development. They have grown out of grassroots processes, or developed in response to them, and are dedicated to serving bottom-up development needs.

The programmes and courses that were reviewed are conducted by:

- Papua New Guinea Trust;
- the East Sepik Council of Women (ESCOW);
- Ideas;
- the National Volunteer Service;
- the East New Britain Council of Women; and
- Business Enterprise Support Team (BEST) (Madang).

Church-Based Organisations

Some churches make a very useful contribution to development training in Papua New Guinea. Many of these programmes have a training component, and are sponsored by or receive their primary funding from churches.

The programmes that were reviewed are conducted by:

- the Catholic Commission for Justice, Peace, and Development;
- the Lutheran Development Service; and
- the Catholic Diocese of Wewak (Antioch programme).

Community-Based Integral Development Programmes

These are not training programmes. They are integrated community development programmes that have been initiated and carried out at the community level. These programmes provide useful case studies and natural laboratories for development training.

The programmes that were reviewed are:

- the Numambuku Clan Development Project (Simbu Province); and
- the Boera Village Development Needs Assessment and Planning Process (Central Province).

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1 We categorise Ideas as a non-government organisation, even though it is also a church-based organisation, because of its vigorous participation in non-government organisation partnership arrangements.
Government Projects and International Agency Initiatives

There are many programmes in Papua New Guinea that have been initiated by government or international agencies, and which have a training component to serve grassroots development interests.

The programmes that were reviewed are:

- the Foundation for the People of the South Pacific (FSP);
- the awareness component of the North Simbu Rural Development Project; and
- the East New Britain Provincial Government’s Local-Level Planning course.

Summary

All of these programmes are in some way committed to a people development approach, but many are working only on a small part of the whole approach. Some of the programmes that were reviewed are not even training programmes per se. They were selected because exposure to the ongoing processes of the programme activities constitutes a kind of training which the task force feels is valuable for preparation that is related to village services.

The following section provides a brief description of each of the programmes that were reviewed.2

Project Descriptions

University of Papua New Guinea, Department of Social Work: Diploma Programme in Social Administration

The Department of Social Work offers a twenty-eight week post-high school course which is designed to prepare programme leaders who are working in the field of social development. The programme is directed at service providers who have been working in social development for a minimum of two years. The content of the training includes community development planning, the theory and practice of development work, policy development, special programme issues (such as youth or women), the programme development cycle (needs assessment, design, implementation, and evaluation), and other planning related topics. The programme has a practical field component (approximately one-third of the course) which places learners in work groups that simulate programme team dynamics. Theory is linked to collective reflection of students’ experiences in the field, as well as to case studies.

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2 It is recommended that a training resource database be developed and maintained by the Department of Village Services and Provincial Affairs. The province-by-province survey and interview work required to establish such a database was beyond the scope of this study.
This programme can be modularised, and can be offered in any university centre in the country. It is also tied to a Bachelors Degree programme in social work.

Contact:  
Dr. Bruce Yeates, Director  
Department of Sociology and Anthropology  
(Social Work Programme)  
University of Papua New Guinea

The Papua New Guinea Trust (The Papua New Guinea Integral Human Development Trust)

The Papua New Guinea Trust is a national non-government organisation serving twenty-three member organisations throughout the country. When all of the members' programmes are counted up, the Trust network is responsible for more than four hundred programmes. The national office team consists of a group of trainers who provide training and technical assistance to member organisations and their constituents.

The Papua New Guinea Trust programme areas include literacy and awareness training for trainers, AIDS prevention education, environmental awareness education, women's development, and the development of adult non-formal learning materials. The Trust provides direct help to local organisations and communities in areas related to their training programmes. The Papua New Guinea Trust stipulates that developing critical awareness is the primary goal of all training, regardless of the topic of the training. Within the framework of dialogue with grassroots people, the trainers seek to bring participants to the point of mobilisation for development.

The actual format of the organisation's training varies widely, depending on learner needs and circumstances. The Literacy and Awareness Teacher Training Programme is a six week course. Many workshops run for five to seven days only. In general, Trust staff strive to accommodate learner needs.

Contact:  
Vincent Manukayasi, Director  
PNG Trust (Inc.)  
P. O. Box 279  
University. NCD

Administrative College of Papua New Guinea (Waigani), Southern Regional Training Centre: Integrated Village Development Extension Officer Training Course

Adcol offers a six-month certificate programme to train government officers in participatory community development programming. The programme is divided into two blocks, each of three months. The first block consists of classroom exercises carried out in a workshop format which models good community training methodology; the second block consists of a three month supervised practical field component. The first block ends with a fourteen day class project assisting a rural village in development needs assessment and
planning. The second block culminates in a written report by each student on their individual field projects.

Course topics include community development needs assessment, participatory research, planning and evaluation, facilitation and leadership skill development, critical awareness development, and the acquisition of a variety of practical skills and tools which are useful in front-line development work.

The course philosophy emphasises a people-centred, participatory, and integrative (or wholistic) approach to development work. It is designed to redirect learners from a top-down approach to a bottom-up approach, and to instil in them a life-long commitment to service to the people.

The Adcol programme is still in a developmental stage, and is committed to continuous programme improvement. The programme can be easily transported to almost any provincial or district-level venue that is capable of providing the required logistical support (classrooms and accommodation).

Contact: Ms. Wawa Jose
Southern Regional Training Centre
Adcol (Waigani Campus)
P. O. Box 1216
Boroko. NCD

East Sepik Council of Women (ESCOW)

The East Sepik Council of Women is a provincial non-government organisation linking more than 200 women's organisations throughout East Sepik Province in a network of mutual support. The council is now the umbrella organisation for many different kinds of grassroots programme work — much of which is carried out by men as well as women. The Women's Resource Centre in Wewak provides a home office for the council, as well as training facilities and meeting space.

The council network is organised into district councils, several of which are strong enough to be totally independent. For example, the Maprik District Council supports more than 150 local literacy programmes, and some 100 primary health care programmes.

The Angoram District Council runs an agriculture and nutrition training programme, a family planning education programme, youth leadership training, extension officer training, and literacy and awareness teacher training.

The East Sepik Council of Women has been operating since the late 1970s, and has developed an extensive, volunteer network throughout the province, which is dedicated to grassroots development work. Many key players in the network have received extensive training in non-formal education from resources such as Elizabeth Cox, the Gaviem Centre (now closed), and the Papua New Guinea Trust. Many have ten years or more of field experience.
The council's way of working with communities is oriented towards people-centred, sustainable development. A participatory and wholistic approach stresses self-reliance, environmental concerns, cultural foundations, while personal growth and human relations are also addressed.

The council has recently experienced a restructuring and evaluation exercise in order to re-establish the supremacy of consensus decision making, and to rededicate itself to an organisational culture of continuous improvement.

Contact: Ms Lucy Goro, President
East Sepik Council of Women
P. O. Box 75
Wewak. ESP

**Integral Development Education Action Services (IDEAS) Duru/Kiunga**

The Ideas Centre is a provincial-level non-government organisation dedicated to providing training and technical assistance to grassroots development in Western Province. The Ideas Centre is sponsored by the Catholic Church, and it works primarily, though not exclusively, through the Catholic parish network.

The centre concentrates training efforts on provincial and local organisational leaders. Training is augmented by a network of mutual support run by the trainees themselves. This self-help network of support organisations provides a framework for long-term interaction among learners, and between the centre and their community partners.

Training topics offered by the centre include literacy and awareness, women's development, youth development, and special topics of interest, such as community development, women's rights, land rights, and leadership training.

The philosophy of the Ideas Centre is oriented towards integral human and community development based on a participative and wholistic approach to critical learning, spiritual and moral values, and the transformation of individual human beings, and the social, political and economic structures within which they live.

The Ideas Centre works with relevant non-government organisations as partners in carrying out many of its activities including the Papua New Guinea Trust for literacy, and the Individual and Community Rights Advocacy Forum (ICRAF) for the environment. The practical training strategy of the centre is to always start with the people's own analysis of their situation (relevant to the training), and then to gradually build upon that base. The learning process does not terminate with the end of the workshop, but is further developed and consolidated through the learner-run support organisations. The process of struggling, and learning to cope with leadership and organisational growing pains within this network, is very much part of the Ideas Centre's curriculum for development learning.
The Ideas Centre is self-critical, and is committed to the continuous improvement of its own development practices. In early 1994, the centre was awarded the contract for coordinating the new computer-based Learning Materials Production Centre (a gift from the Japanese government) for Western Province in collaboration with the National Literacy and Awareness Secretariat of the National Department of Education.

Contact: Joe Regis, Director
Ideas Centre
P. O. Box 42
Kiunga. WP

The North Simbu Rural Development Programme: Awareness Component

This short-term programme segment was part of the start-up phase of the AIDAB-funded North Simbu Rural Development Project (NSRDP) between January and August 1993. The purpose of the awareness phase was to reorient both community and government personnel to a new way of approaching development programming. This called for the same sort of 'shift' that the government is trying to instil via village services, towards a bottom-up, people-centred approach.

The awareness programme was selected for review because it presents a working model of how this kind of shift can be developed through training.

Under the guidance of Wewak consultant, Elizabeth Cox, an awareness team was organised, consisting of local non-government organisation staff from the Kundiawa Human Resource Development Foundation who were under the administrative leadership of the Kundiawa Women's Resource Centre.

The goals of the programme included:

- preparing villages for the NSRD projects;
- training village leaders to facilitate a community needs assessment process, and to identify development solutions;
- preparing district government workers to listen to communities;
- training village leaders to express their views effectively to government and other outside helpers;
- building bridges between community needs and government services; and
- establishing a long-term relationship of support between the training team — the NSRD project — and the communities so that community initiatives can guide North Simbu Rural Development Project efforts, and the project can support community efforts.

The training involved team visits to communities for initial introductory meetings, followed by a series of discussions about community needs, realities and conditions. Community leaders were encouraged to discuss community problems and needs, in a way that allowed for government officers to make a reasonable response.
The next step was a district-level workshop with government officers, which addressed issues such as people's participation, the role of government officers in the development process, effective versus ineffective ways of working with the people, and the goals of the NSRDP. Special attention was paid to preparing government officers to listen effectively to community leaders.

The final training phase brought community leaders together with government officers in a three day workshop, during which community leaders shared their needs and plans, and government officers explained how they thought they could fit into the communities' plans. During this phase, community leaders learned which government officers to approach for which kinds of problems, and what sort of expectations they should have of the services that government workers could or could not provide.

Contact: Elizabeth Cox  
C/- F. O. Box 63  
Wewak. ESP

The Foundation for the People of the South Pacific (FSP)

The Foundation for the People of the South Pacific (FSP) is an international non-government organisation with an independent affiliate office in Papua New Guinea. It is registered in Papua New Guinea as a non-profit, non-government organisation. The FSP network consist of four metropolitan member countries -- Australia, Canada, the United States and the United Kingdom -- which provide services for South Pacific affiliates in Fiji, Kiribati, Papua New Guinea, Solomon Islands, Tonga, Western Samoa, and Vanuatu.

FSP in Papua New Guinea provides project management services, and technical support to rural communities and organisations related (primarily) to the environment and development. Projects in such areas as fisheries, agriculture, renewable energy, environmental protection, sustainable forestry, and small-scale village industries have been carried out in Papua New Guinea since 1965.

FSP has demonstrated a strong ability to attract international funding to Papua New Guinea for project management, and for advice and support in the technical and scientific fields related to their work.

The organisation is currently struggling to learn participatory approaches to working with grassroots people. FSP recognises that they will soon need other non-government organisations as partners in order to assist them to more effectively develop their programming in local community processes. FSP brings much needed technical expertise and managerial competence to the process of people-centred development — skills which are often lacking in many other Papua New Guinean non-government organisations.

Contact: The Foundation for the People of the South Pacific  
P. O. Box 1119  
Boroko. NCD
The National Volunteer Service (NVS)

The National Volunteer Service (NVS) is an indigenous, non-profit statutory body dedicated to the promotion of people-centred sustainable development at the grassroots level in Papua New Guinea. It fosters volunteer services for community training, technical assistance, and public education which support and enhance human capacity for development services.

NVS began operations in 1991, with an indigenous volunteer placement programme which now has thirty volunteers in eight provinces throughout Papua New Guinea. The volunteer placement programme is only one of several strategies that NVS uses to pursue its objectives.

Other strategies include:

- extended partnership programmes with other non-government organisations;
- the operation of a resource and development technical assistance centre for the National Capital District;
- the publication of a non-government organisation directory; and
- public education efforts about the nature and importance of voluntary service to the development aims of the country.

The National Volunteer Service regards its staff as a sort of 'living curriculum', in that volunteers are selected for their years of experience in development-related work, and are placed with great care to maximise their influence on development processes with whom ever they work. The service prepares its volunteer staff for their two-year placements through an intensive retreat-style training programme focusing on personal growth, human relations, communication skills, community development, and specific Papua New Guinean special needs and issues. After they are placed, volunteers are supported through visits, letters, phone calls, a newsletter, support groups, and follow-up training conferences.

The NVS philosophy of development (reflected in their training) is oriented to integral human development which is participatory, sustainable, includes a spiritual and moral dimension, promotes self-reliance, is attentive to the environment, balances gender, and employs a partnership approach to working with other groups. The NVS training begins with the learners' experiences and builds on them, concentrating on developing critical analysis skills, integrating the personal, social, and technical dimensions of development practice, and emphasising the 'training' process, as being continual throughout the entire two-year placement period.

The National Volunteer Service is committed to an organisational culture of continuous self-assessment, adjustment and improvement.

Contact: Joe Ogaie, Director
National Volunteer Service
P. O. Box 4073
Boroko. NCD
Catholic Diocese of Wewak, Catholic Commission for Justice, Peace, and Development — Integral Human Development Programme

The Catholic Commission for Justice, Peace, and Development (CCJPD) in Wewak offers this training programme throughout Papua New Guinea. The course offers an extensive training programme aimed at building up the individual person for service in the development process. The commission offers leadership development and training of trainers courses for community leaders, elders, women's groups, youth groups, and key staff of non-government organisations and government departments.

The aim of the training is the development of the whole person for service to oneself and others. In addition to the personal development process which is emphasised in the courses (with particular attention to spiritual and moral dimensions), participants receive awareness training related to many economic, political and social issues affecting Papua New Guinean life.

The CCJPD has an extensive network of field coordinators and support groups which facilitates follow-up learning processes, and provides a framework for continued growth and development. The CCJPD training programme emphasises the importance of putting learning into action through role model examples and service to the community.

Contact: George Pikora, Secretary
The Catholic Commission for Justice, Peace and Development
P. O. Box 107
Wewak. ESP

Catholic Diocese of Wewak — Antioch Catholic Youth Movement

The Antioch Catholic Youth Movement is a spiritual growth and personal development programme aimed at the youth of East Sepik Province.

The programme focuses on school leavers, the unemployed, and rascals, as well as students and employed young people. The Antioch programme uses role model youths to reach other youths. Its primary focus is on personal transformation. Youths are trained to:

- open themselves to intimacy, trust and communication;
- unburden themselves of hurts, fears, frustrations, doubts and their consciences;
- work in cooperation with others as part of a caring and sharing community; and
- feel responsible for the well-being of others as well as themselves.

The programme is totally self-funded by youth fundraising activities and contributions. The primary guides of the programme are volunteer couples called 'spiritual parents', who volunteer large blocks of time to being with the youths through intensive retreat weekends and weekly meetings.
The development of a spiritual life is very central to the Antioch programme. Bible study, prayer meetings and spiritual discussion concerning the purpose of life, and how to be a moral person, are inherent parts of the programme, as are meetings filled with song and loving fellowship. The sort of personal transformation found at the heart of a religious experience represents the Antioch success story.

Youths who have gone through the programme report that they have learned confidence in themselves, how to express their ideas and feelings, how to be a responsible part of a family group or community, and what their purpose is in life. After training, (programme organisers report) 'hard cases come in on Friday like rocks, full of fear, anger and hopelessness, and come out on Sunday like flowers, open and blooming'.

Because of the careful attention to follow-up support, additional training opportunities, group fellowship, and delegation of leadership responsibilities to youths, the Antioch programme reports a very high rate of success in keeping youth on a positive track, and ready and able to participate in the development of their communities.

This programme was selected for review because it provides an example of a unique approach to addressing an area of development training which is generally neglected, but is badly needed in Papua New Guinea.

Contact: Gabriel Kavin or Peter Sinde
Antioch Catholic Youth Movement
P.O. Box 107
Wewak. ESP

Lutheran Development Service

The Lutheran Development Service is based in Lae and provides training and technical assistance to local communities and organisations. The training is aimed at whole person development and community improvement. With more than a decade of experience in grassroots training in Papua New Guinea, the Lutheran Development Service has evolved an approach which emphasises self-reliance, participation, sustainability, personal growth, spiritual balance, and practical technical competence.

Training topics that are offered include training for trainers and didimen, the training of grassroots development facilitators, health and nutrition, spiritual growth, infrastructure (bridges and water systems), and environmental awareness. Practical skill development is emphasised in all the courses. Most of the training programmes can be attended by any interested person, but participants (or their village) must pay fifty percent of the costs. This is done so that training is valued, and also to avoid the mental barrier of charity handouts. Priority is given to students from Lutheran villagers. Graduates become field motivators in the Lutheran Development Service network. Most courses run for eleven months, with systematic follow-up visits and meetings for several years after training.
Contact: Pua Singin, Assistant Secretary
         Lutheran Development Service
         P. O. Box 291
         Lae. MP

East New Britain Council of Women (ENBCOW)

The East New Britain Council of Women (ENBCOW) works closely with
other non-government organisations in offering a variety of training which will
assist in strengthening development capacity at the grassroots level. While
programmes focus primarily on women in rural areas, they also serve general
community learning needs, where possible.

Training topics (usually delivered in seven to fourteen day workshop
modules at community level) include income generation, primary health, literacy
and awareness, women’s development, family violence, environmental
awareness, and development. Most council efforts focus on awareness, and
initial mobilisation.

The council has a fairly extensive network of local women’s organisations
throughout the province, as well as a solid core group of leaders to draw upon.

Contact: Ms Angela Bata, President
         Ms Doris Tovue, Executive Officer
         East New Britain Council of Women
         P. O. Box 197
         Rabaul. ENBP

East New Britain Provincial Government Local-Level Project Planning and
Management Training Course

Provincial, district and local community planners are targeted for training in
this six module accredited course which is jointly taught by the University of
Papua New Guinea and the United Nations Centre for Regional Development.
The aim of the course is to increase the capacity of participants to undertake
bottom-up planning and participatory management of community-based
programmes.

The course addresses participatory needs assessment and programme
development, analysis of local conditions, setting of local objectives and targets,
the planning process for local projects, and implementation strategies. The
primary philosophy of the course is that planners should be planning with
people, and not for them.

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3 This programme was developed in conjunction with Dr. Bruce Yeates, Department of
Social Work, UPNG, and Johann Ramm, United Nations Centre for Regional Development,
Nagoya, Japan. See UNCD Working Paper No. 91-1, which is a manual for the course.
The course bases much of its content on case studies and reflective dialogue, and provides participants with practical tools and models which they can use in programme development work.

This same course was also offered in Madang and Rabaul in 1992. Its major strength seems to be that it is oriented to the needs of those working in the government service, and seeks to reorient thinking within the constrained patterns that government employees experience in their work life.

Contact: Maran Nataleo
Provincial Planner
P.O. Box 764
Rabaul. ENBP

**Business Enterprise Support Team (BEST)**

The Madang based Business Enterprise Support Team (better known as BEST) provides small business education and technical support which is focused mostly on women's groups. BEST provides direct training to rural groups that are interested in developing their communities through small business activities.

In addition to technical expertise, BEST concentrates on building up personal traits (self-confidence and self-esteem), as well as fostering social and communication skills, leadership development, community development leadership capacity, and facilitation and counselling skills. This human development stream within BEST's training programmes is offered in recognition of the principle that business is by, and for, people, and that people are the primary resource to be developed in economic development.

BEST has established a positive working relationship and a reputation for excellence with many national and international non-government organisations and government bodies.

Training and other services are specially tailored to the needs of learners and their communities, delivered where they are needed, and are consciously based on what learners already know and can do. BEST believes in an wholistic or integrative approach to development, which views business development as an integral part of a larger development picture, which is based on self-reliance, critical awareness, and a sustainable relationship with the environment.

Contact: Ms Flavia Arnold, Coordinator
BEST
P. O. Box 726
Madang. MP
Divine Word Institute (Madang): Applied Communications Certificate Programme

The Divine Word Institute is based in Madang and offers a ten-month accredited programme to train participants in information packaging and the use of various media to meet grassroots information needs. The course teaches the basic skills of collecting, organising, and disseminating information. Information officers and outreach workers from many departments and organisations take the course from such fields as health, education, extension studies, and the police. The primary orientation of the programme is to teach the ways and means of effectively reaching grassroots people with information.

The Institute is also starting up a new programme focusing on Papua New Guinean development issues, and is geared to creating a 'new kind of social worker' who is more sensitive to grassroots' needs. These programmes have been included in this review because they address important areas of development work not effectively incorporated into most other programmes in Papua New Guinea.

Contact: Fr. Centurian, Coordinator
Divine Word Institute
Applied Communications Certificate Programme
P.O. Box 483
Madang, MP

Numambuku Clan Development Project (Simbu)

The Numambuku Clan Development Project is a locally initiated effort that demonstrates what can be achieved when the principles of people-centred sustainable development are systematically applied.

The Numambuku clan lives approximately one hour's drive from Kundiawa. Some three years ago, a volunteer non-government organisation worker, Merewe Degembe, began dialogue with clan members about their lives and development conditions. Clan members identified many issues and problems. However, Degembe did not attempt to solve these problems. Instead, he kept asking questions about what the people thought was needed, where the knowledge and resource gaps were, and what actions the people could take on their own behalf. Sometimes, he gave them information when they directly asked for it, and occasionally he connected clan representatives with other resource contacts.

Among the problems identified by the clan were:

- the loss of their youth who had gone to Lae or Port Moresby (many had become rascals);
- high levels of illiteracy and ignorance about health;
- basic lack of seed capital to finance enterprise development (reaccess to credit);
- poor housing, water and sanitation; and
- low levels of clan cooperation and solidarity.
Three years later, the Numambuku clan has experienced a profound transformation of their development conditions and prospects.

After repeated attempts to obtain government money for enterprise development, the clan decided to start their own savings and loans fund. They did this by taxing themselves with a levy of K25 per male, K10 per female, and K5 per child. The initial pool of money was loaned out to borrower groups with concrete enterprise development plans.

By October 1992, when the assessment team visited the project:

- seven businesses were successfully operating (two had failed);
- seven more were proposed;
- most youths had returned and were employed in one or other of the projects as managers, bookkeepers or coordinators;
- the clan had forced nine families to destroy unsuitable housing, and then helped them to build new homes;
- a new water system had been installed (and a hydro-electric system is planned for 1994);
- a Tok Ples Skul was started;
- a women's literacy programme had been commenced; and
- a homemaker's improvement club now inspects one home a week helping women with nutrition, sanitation and other household concerns.

In short, the Numambuku clan 'took off' and has never looked back. Now they have thousands of kina in their fund, which is the profit and returns from clan enterprises.

Degembe was supportive of the people through the entire process while never taking it over and never taking benefits for himself. There were many ups and downs, and many tense moments, but the process of continual dialogue and support carried the people through.

The Numambuku people are extremely proud of what they have achieved, and are now at a stage where they are ready to share their experiences with others.

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*The Boera Community Needs Assessment Project*

The Motu Village of Boera (forty-five minutes from Port Moresby by road) undertook an extensive self-assessment project over a four-month period in 1993 with technical support from The National Research Institute and the Southern Regional Training Centre (Adcol).
The process involved the formation of a Village Development Research Committee, consisting of representatives from some thirty-five village organisations and groups.

During a series of six, one-day workshops, the committee analysed community conditions, problems, needs, and opportunities. From standpoints in the past (how it used to be), the present (what it is like now), and the future (what it will be like in the desired future), the committee examined the lives of children, youths, women, men and elders, as well as the political, economic, social, and cultural dimensions of life.

The entire analysis was written up (in English and Motu), and circulated to every household in Boera. Following this, a general community meeting was held to further refine the analysis, and to identify specific starting points for development action.

Action committees were formed for each major area, and in small group meetings, over a two-week period, plans were made for specific activities.

One major outcome of this process, in addition to the development activities that were initiated, was the identification of the need for a Village Development Learning Centre (VDLC). The VDLC would be coordinated by a trained non-formal educator to assist community groups to assess what they need in order to sustain effective development action.4

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Programme Overview, Observations, and Analysis

There are many capable training resources in Papua New Guinea which could be developed for various aspects of village services training. Only a small representative sample has been reviewed, covering the sorts of organisations and programmes that could be utilised.

While there are many potential training resources in Papua New Guinea, only a very few of them are capable of providing anything close to the complete, well-rounded training that is recommended, and which is needed for the implementation of people-centred, sustainable development at the various levels of village services. Most programmes concentrate on a much narrower spectrum, and do not have the requisite knowledge, skills and experience to lead grassroots processes beyond the point of initial awareness.

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4 The Boera case study is being written up by Daro Avel, and is scheduled for publication by The National Research Institute in 1994.
It is therefore recommended that a national capacity building team be formed to work with relevant non-government organisations and government groups to develop capacity for people-centred, sustainable development.

Considering the content, process, and contextual issues of training, the institute programmes that were reviewed and which are most useful for comprehensive training at any level (village, district or general programme level), with only limited technical support from others, are:

- the Administrative College of Papua New Guinea, Southern Regional Training Centre;
- a consortium of non-government organisation specialists coordinated jointly by the Papua New Guinea Trust, and the Ideas Centre; and

However, that even these programmes will require additional technical support and capacity building to maximise their effectiveness.

All of these programmes have notable strengths, but they all lack the extensive grassroots network which is necessary to sustain an effective training process (except in the areas where they are already working). In order to become a national training resource, these programmes should be integrated with groups, such as the East Sepik Council of Women, which have developed and maintained fruitful connections with hundreds of grassroots communities and programmes over many years. This type of partnership arrangement would be mutually beneficial to all organisations, and would generally contribute to non-government organisations' capacity building in Papua New Guinea.

All of the other groups that were reviewed have some important contribution to make to village services training in Papua New Guinea. Some have developed a unique and vital specialisation (Antioch in Wewak, and Divine Word in Madang), while others have piloted a kind of training experience that is badly needed, but not yet generally available in Papua New Guinea (North Simbu Rural Development Awareness Programme, University of Papua New Guinea, and the National Volunteer Service). Others provide a living laboratory for learning about grassroots development approaches (Numambuku Clan and Boera Village).

The non-government organisation movement in Papua New Guinea is young. It is relatively disunified in Port Moresby, but is extremely vital in the field throughout the country. Village services training will require that workable partnerships are established between various non-government organisations and government departments. Cultivating and protecting this partnership-building process is the next necessary step, and presents a critical challenge to the people of Papua New Guinea. It will cost time, money, and mended fences, but it is a process that, if ignored, will sow the seeds of failure for village services training.
PART THREE

AN IMPLEMENTATION STRATEGY

Introduction

There have been several attempts in Papua New Guinea to look at the country’s needs in regard to non-formal education and training for grassroots development, and then to recommend a course of action (Bray 1983; Croft 1985; Cox 1986 and 1990; National Department of Education 1991; AIDAB 1993; Ahai and Bopp 1993). However, these efforts seem to have produced no visible results. Papua New Guinea still needs a strategy for developing capacity in this important area.

The following proposed strategy is for developing natural capacity in training for bottom-up development. Although not exclusively designed for the village services programme, it has been conceived with the goals and objectives of the programme clearly in view.

The intention is to prepare a strategy that is cost effective, achievable within a reasonable time frame, and sustainable. The process of conducting this study aroused a great deal of interest and commitment among those already working in the grassroots training area. There is already considerable commitment among this group to see the principles and recommendations of the report developed into a programme which can serve as a national resource in the training area.

The grassroots developers are obviously willing to commit themselves to capacity building and the continuous improvement of their practice. Through a newsletter, several modularised regional workshops, national training conferences, and constant partnership project collaboration between organisations that are working in the field, this network will become the primary implementor of the training programmes which are developed.

The Implementation

Three groups (the core technical team, the national action committee, and the national coalition of organisations) will carry out the following programme:

- the development of a core training programme for the trainers’ curriculum package, which can be adjusted for the various target groups that require training (see Part One); and
- the refining of the core curriculum into three learning packages, aimed at three categories of learner-trainers.
The Strategy

This is a strategy to develop a non-formal education, training and technical assistance network in Papua New Guinea. This network will consist of:

- a core technical team;
- a National Action Committee; and
- a coalition of organisations that will work in the grassroots development area.

The Core Technical Team will consist of a small select group of highly skilled national and international specialists who will provide initial training and technical support to the capacity building process. This team will be needed for at least the first three years of the project.

The National Action Committee will consist of dedicated and experienced Papua New Guineans who will work in the grassroots training area. The team will be drawn from key organisations throughout the country, will have some twenty-five people, and will be the primary developers and implementors of the training curriculum, and the training of trainers programmes.

The Coalition of Organisations will consist of non-government organisations, churches, government organisations, and others working in:

**Category A:** Community-based organisations, and those organisations that work directly with communities. This category consists mostly of village people and small non-government organisations operating at the district level and below.

**Category B:** Service providers primarily at the district and provincial levels that work with grassroots organisations, and directly with communities. This category includes government and non-government personnel.

**Category C:** Training institutions, national and provincial government political and programme leaders, and national non-government organisations and church leaders, concerned with programme delivery related to grassroots development.

The twelve kinds of learners who were identified in Part One of this study will fit into one of these three general categories.

Sponsoring Mechanisms

There are already many existing mechanisms through which the various categories of training could be channelled. Therefore, there would be no need to set up new facilities or delivery mechanisms in the provinces.

Nevertheless, we propose that the village services programme provide consideration for this training delivery process by setting up a Non-Formal Education Division.
Actual training programmes can be delivered through mechanisms such as:

- the Department of Personnel Management's Public Sector Training Programme;
- the National Training Council;
- the Department of Finance and Planning (OIDA)-UNDP National Capacity Building Programme;
- the National Association of Non-Government Organizations;
- the National Department of Education’s Provincial Learning Resource Centres;
- the University of Papua New Guinea’s University Centre System;
- national and provincial non-government organisations;
- church networks;
- teachers’ colleges (off season); and
- national high schools (off season).

Pilot Areas

The following four areas should be considered for the pilot implementation of the training programme:

North Simbu: North Simbu Rural Development Project

This project will provide the opportunity to develop processes for working with a wide range of learners and problems, within a programme that has assured funding and is committed to integral, bottom-up development.

Bougainville: North Solomons Social Development Authority (Department of North Solomons)

Extensive planning work has already been carried out and the military government officials at all levels, traditional leaders, churches and communities have agreed to the social development process. The missing link is training for bottom-up development.

East Sepik Province: East Sepik Council of Women (ESCOW)

Both the province and the council are poised for real progress in grassroots development work. The network is strong and the ESCOW organisation has recently gone through an evaluation and renewal process, and the human resources are in place.

Western Province: Ideas Centre

Like the East Sepik project, the extensive Ideas Centre network is in a state of readiness, and training is the key to substantial development progress.
All proposed pilot areas have been recommended because of their potential for success. In the building up of a national programme, it will be important to build on previous efforts, and to start where there will be a high chance of success.

**Indicators of Success: The Vital Role of Monitoring**

The real indicators of success are the positive changes in the lives of grassroots people. However, the kinds of results called for by the concept of **people-centred, sustainable development** will not happen overnight. It will be very important to establish interim indicators which will show that the development is moving in the right direction. Although this must be for every training target group, it is imperative that action processes must reflect bottom-up development. One of these is people's participation. The quality and effectiveness of participation can be measured (Bopp 1994). The presence of community-driven, social and economic development plans and programmes is certainly another indication, as is the collaboration of programme efforts between groups and organisations that previously did not work together.

The key implementation point is that monitoring and evaluation must be an integral component of the implementation strategy, and that it must begin when the process of implementation itself begins, and not as an afterthought. Otherwise, there will be no way of telling if the training is really leading to the desired kind of outcome, or if it is leading somewhere else.
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