

GoPNG – INGO Partnerships: A Case Study of CARE International in Papua New Guinea

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Acronyms

ATp	Appropriate Technologies Projects
CARE	CARE International
CARE PNG	CARE International in Papua New Guinea
CDA	Community Development Agency
DDA	District Development Authority
DSIP	District Services Improvement Program
EHPDoE	Eastern Highlands Provincial Division of Education
GoPNG	Government of Papua New Guinea
ICDP	Integrated Community Development Project
INGO	International Non Governmental Organisation
LLGSIP	Local Level Government Services Improvement Program
LRSP	Long Range Strategic Plan 2012 – 2017
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MTDP	Medium Term Development Policy
MTDS	Medium Term Development Strategy
NDoE	National Department of Education
NEC	National Executive Council
NGO	Non Governmental Organisation
OLPLLG	Organic Law on Provincial and Local Level Government
PDoE	Eastern Highlands Provincial Division of Education
PPP	Public Private Partnership
PNG	Papua New Guinea
PNGDAP	Papua New Guinea Development Aid Policy
PSIP	Provincial Services Improvement Program
SLIP	School Learning Improvement Plan

1.0 Introduction

Even with a lot of natural resources, benefits from revenues generated from extractive industries are still not felt by many Papua New Guineans. Papua New Guinea is also privileged to have a wide range of stakeholders supporting the government in implementing development initiatives in the country. These stakeholders include development partners, donors, bilateral and multi-lateral organisations, development banks, development managing contractors, faith-based organisations, NGOs – local and international, private sector, social enterprises, foundations, and philanthropic organisations. These development actors have defined niches from managing large development projects on behalf of government or donors, to doing small community development work.

NGOs often have a role as intermediaries or brokers between the government and the people. They are often only around for a short period of time with the aim that, when they leave, the government has fewer challenges in servicing and supporting isolated or disadvantaged communities. International NGOs have a niche in that they often act as a catalyst for development to take place. The government may be concerned more with building roads and bridges, installing communication towers, etc. while NGOs work with the people to help them bring about small changes. These small changes then lead to their further development. NGOs don't exactly fit into the usual public-private partnership mould. Generally government promoted public private partnerships look to high cost infrastructure projects. Most often, these are outside of the ability and interests of NGOs to manage and implement.

In working to improve the development status of the people, all stakeholders aiming at supporting the government need to work in some kind of partnership with different levels of government. The government can provide longer term sustainability of outcomes. Even with varying interests to engage in development work, non-state development actors are critical to a country's development and the state has a responsibility to engage with them in a meaningful way. Recognising this, the NEC endorsed a comprehensive review of the Privatization Policy in August 2002. Come 2003, it was envisaged that Public Private Partnerships (PPP) would become an important part of the Government's strategy for structural reform and improving service delivery. In 2014 the Public Private Partnership Act became effective. PPP however, largely focuses on procuring and delivering infrastructure services through cooperation between a public institution and one or more private enterprises. The objective of PPP is mainly to enhance infrastructure and service delivery by utilising private sector capital, management, innovation, technology and other resources. Partnerships with smaller development players are not adequately captured by this policy.

In addition to the PPP Act, the Organic Law on Provincial and Local Level Government, section 106 of the Government "reform Act" 1997 aims to enable better service delivery to the most remote and disadvantage communities in PNG using a bottom-up planning process. District Development Authorities (DDA) were introduced in 2015 after the review of the Organic Law in 2014. If it works well, the DDA has the potential to become a vehicle for improved support (including service delivery) to communities, and has

powers to enter into development project contracts. Among others in the “private sector” DDAs could enter into successful partnerships with development NGOs.

The PNG Development Aid Policy (PNGDAP)¹ has been recently developed, undergone review, and is due to be finalised in the latter part of 2015. PNGDAP comes about from the need for government to set the development agenda. This is articulated in various national documents including the National Constitution, Vision 2015, the Strategy for Responsible and Sustainable Development, the PNG Development Strategic Plan, the 5 Year Medium Term Development Plans, Sector Plans, and Annual Budgets. The role of development aid is to support and resource inclusive and productive economic growth and human development in PNG. The PNGDAP aims to maximise the impact of strategic alliances with government, ensure value for money from development aid, align efforts with government, and ensures positive development results.

This paper presents a case study of the pilot phase of CARE International in Papua New Guinea’s Integrated Community Development Project (ICDP). It aims to share ICDP’s experience of working with the government of PNG over a six year implementation period. It also aims to give a practical perspective to policy makers who can appropriately incorporate lessons learnt by CARE PNG into policy.

The views presented in this paper are solely the authors’ and are in no way representative of the ICDP, CARE PNG, CARE Australia, or the Aid Program of the Australian Government.

1.1 Problem statement

Remote non-resource rich communities in Papua New Guinea often suffer huge disparities in human development indicators and economic empowerment opportunities compared to other parts of Papua New Guinea. These are the target areas of a small number of INGOs. Strong and reliable partnerships of these INGOs with government can enable greater development outcomes for such disadvantaged communities.

1.2 Major research question

How can strong partnerships between government and INGOs be forged to enable improved service delivery and development outcomes for the remote non-resource rich areas that NGOs can target?

1.3 Research method

This paper is based largely on desktop reviews of internal project M&E and End of Project Evaluation data. Many of the views presented are also from a practitioner’s point of view. A few verbal unstructured interviews were conducted with relevant stakeholders to share some experiences of people who have worked with CARE PNG through

¹ (Department of National Planning and Monitoring, 2015)

partnership arrangements. Finally, other literature and GoPNG documents were also consulted for this paper.

2.0 Government Planning and Service Delivery Functions

Papua New Guinea has experienced an unprecedented resource boom over the last decade leading to a rapid rise in government revenue and subsequent increases in public expenditure. In addition, the GoPNG and its donors have implemented major reforms aimed at improving access to basic services across the country. To this effect, the Organic Law on Provincial Governments and Local Level Governments (1995) supports an institutional framework for the development planning process in PNG, and is the foundation for a system of top down-and-bottom-up planning which aims to ensure better delivery of goods and appropriate services to the local people in an efficient manner (Section 106).

Aims of the reform included:

- Improving the delivery of services to rural areas
- Increasing participation in government at community level
- Increasing funding to local governments
- Relocating public servants from urban centers to districts
- Reducing mismanagement or misuse of funds

GoPNG reforms brought significant changes to the powers, structures, and, roles and responsibilities of government at all levels. Local Level Governments' (LLGs) responsibilities include preparing 5 year development plans, annual budgets and ensuring certain services are delivered.

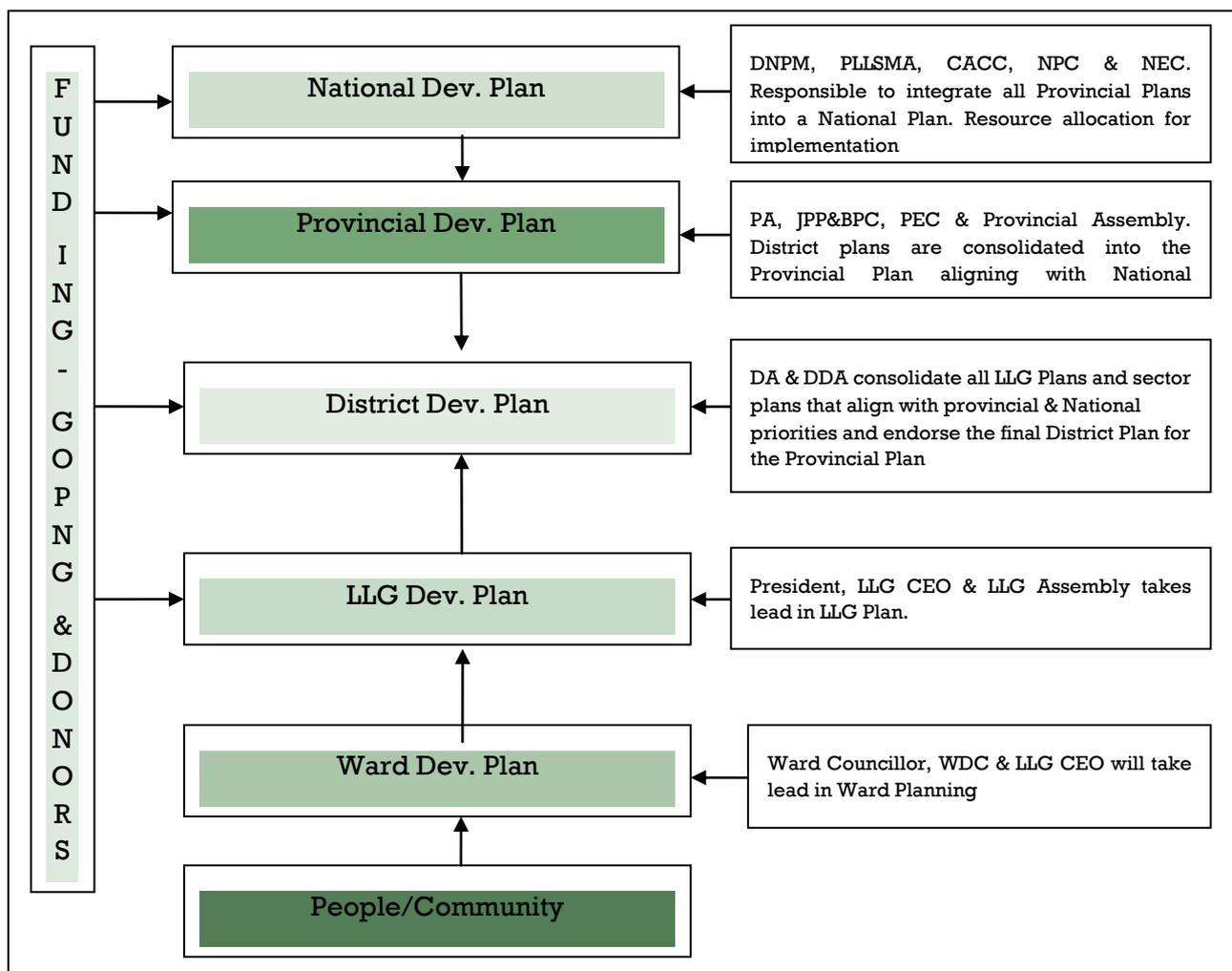


Figure 1: The National Planning System

Since 2002 GoPNG's development budget has significantly increased. PSIP, DSIP, and LLGSIPs were increased with the stated aim of improving and providing more effective service delivery to all Papua New Guineans. Sectoral and development plans should be guided by, and align with, national government plans and policies so that public funds are managed and used prudently.

In February 2014, Parliament amended the Organic Law on Provincial Governments and Local level Governments to remove the Joint District Planning and Budget Priorities Committees and establish a District Development Authority in each district. The DDA Act became effective in January 2015. It is intended to be the vehicle for development implementation. Unlike the JDP&BPC, the DDA can enter into contracts, charge for work done, hire staff, and form companies.

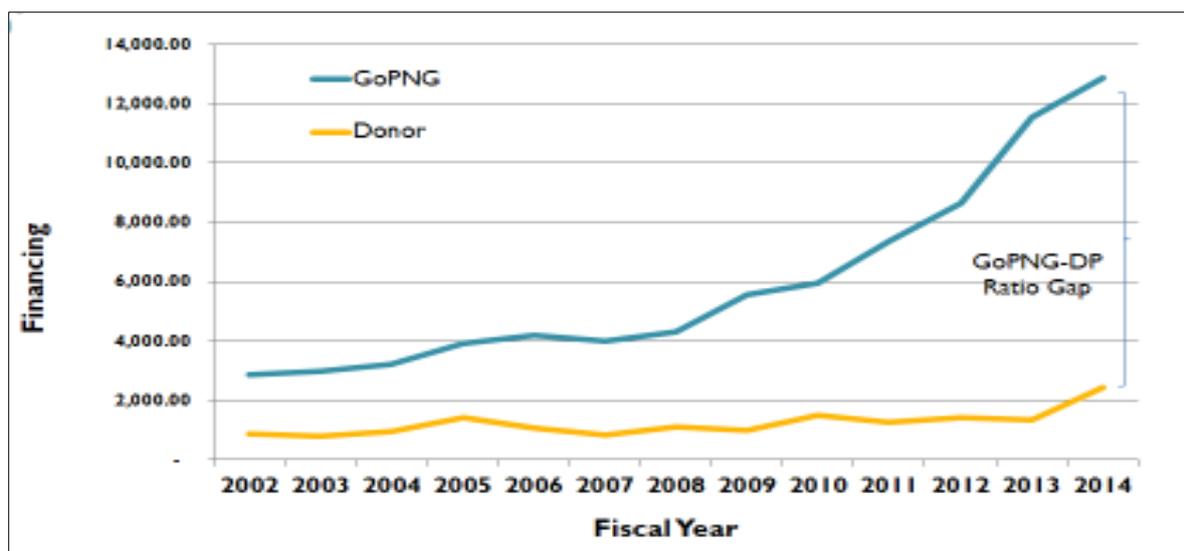


Figure 2: Overseas Development Aid vs GoPNG Development Budget 2002 - 2014

Source: DNPM

With the backdrop of all this positivity, there is still a huge lack in public service capacity to facilitate consultative planning, implementation, monitoring, and evaluation of development projects on top of their recurrent service delivery responsibilities. In the more remote districts, many times there is limited incentive and motivation among public servants to engage with the people. People are sometimes also very hostile towards them because of many years of neglect by the government. The often strong working relationships NGOs have with communities mean that they are able to act as a bridge between the local communities and government, rebuilding workable relationships.

3.0 Types of INGO – GoPNG Partnerships

By pooling skills and other resources partnerships aim to achieve something that cannot be done alone. In order for strong partnerships to be forged, there needs to be shared goals, and a way of working together which realises these goals.

Partnerships take different forms, ranging from informal to formal and structured. With partnerships, ongoing and regular dialogue is supported such that regular sharing of information, ideas and experiences takes place. Formal and structured partnerships are often highly organized, collaborative relationships which start from feasibility of projects to project design, planning, implementation and monitoring and evaluation in targeted areas.

Most often, International NGOs are well staffed and have more technical capacity in community development work, planning, and monitoring and evaluation. They also have a strong culture of learning and improvement and as best they can, align their work to development priority areas of the country. Civil society in PNG is also still young and undeveloped. Donors fund larger projects with INGOs compared with national NGOs.

INGOs are able to work in one or more of the following partnership arrangements with government:

- Counter-part funding
- Joint Implementation of activities
- Technical assistance
- NGO manage GoPNG funding for project implementation
- Jointly doing project design, planning, and monitoring and evaluation of projects

4.0 The CARE PNG Experience

CARE International is a development and humanitarian NGO that has been working in PNG for more than 22 years. In 2006, the CARE PNG country office (main office) was established in Goroka, Eastern Highlands Province. Two years later, CARE PNG expanded by opening an office in Buka, in the Autonomous Region of Bougainville. In 2012, it further established small field offices in Menyamya District in Morobe Province, and in Awara in Central Bougainville.

CARE PNG is unique in that it targets the most remote and disadvantaged communities in the country. The organisation aims to help bring about significant, positive, and lasting change in remote, rural communities in PNG. To achieve this, CARE PNG focuses on women's empowerment and gender equality; and on working through effective partnerships. CARE PNG has learned that the challenges facing remote, rural communities in PNG are large. This is why it partners with the government, local development organizations, and communities. By working in partnership, there is a greater chance that it can address the challenges and help poorer or more disadvantaged people achieve real improvements in their lives.

4.1 CARE and the Government of PNG

CARE PNG recognizes and supports the role that the Government of PNG has in the development of the country. CARE PNG works with government authorities and within government structures in the implementation of its programs. CARE PNG assists by working to improve the government's capacity to implement its development programs and strategies and deliver results to improve the lives of its people.

CARE PNG has worked with the political, administrative and service delivery arms of Government. At the provincial and district levels, MoUs are developed and signed and outline the terms of the partnership arrangement. At the community level, an agreement or *wanbel* is signed between community leaders and members, CARE PNG and LLG representatives. Again, this agreement outlines the terms and conditions for CARE PNG working in the community.

In working with the various levels and agencies of government, CARE PNG has facilitated government engagement in the communities, and enabled GoPNG to meet more of its obligations to remote rural communities. The following section of this paper narrows down on CARE PNG's Integrated Community Development Project (ICDP) and tries to

demonstrate the advantages, challenges and risks INGOs face in implementing projects with a deliberate focus on working in partnership with government.

4.2 A focus on the Integrated Community Development Project

CARE PNG's Integrated Community Development project started in 2009 with a 5 year pilot phase which ended in June 2014. At present, it is undergoing a one year transition phase with lessons learnt feeding into the redesign for phase two which starts on July 1st 2015. The ICDP pilot was intended to test different approaches to facilitate integrated community development thus much of its 5 years of implementation was focused on trialing different models and approaches, learning from them and improving approaches and processes.

ICDP aims to work in the most marginalized, rural and remote communities to strengthen governance, improve access to basic services, and enhance livelihoods. A large part of the original design of ICDP focussed on working closely with Government and civil society to kick start and or improve rural service delivery through building bottom-up planning capacity. Among other things, the pilot design of ICDP also had an aim to leverage complementary GoPNG funds to implement its related interventions.

ICDP has worked with different levels of government since June 2010. The first district ICDP implemented activities in was Obura Wonenara in the Eastern Highlands Province where it still currently works. A huge focus of ICDP was on building capacity within the district and LLG administrations to implement the bottom-up planning process that is mandated under the OLPLLG. In addition, ICDP has worked with government service delivery agencies and local NGO partners to implement activities that largely respond to priorities identified through bottom-up planning. Some of ICDP's greatest successes have been in its education and law and justice programming. This project has also facilitated the building of four footbridges in the Obura Wonenara District using PSIP and DSIP funding. What follows are accounts of various partnership approaches that ICDP has piloted across the three districts it works in and related successes and challenges encountered.

4.2.1 Obura Wonenara

In the Obura Wonenara district, ICDP led project implementation and at the same time did capacity building of LLG and District officers in bottom-up planning. As the communities made their development priorities known through the ward planning process, ICDP facilitated the delivery of a number of interventions to meet their needs. Programming areas included education, literacy, inland-fisheries, potato farming, coffee rehabilitation and marketing, village health volunteer training, climate change resilient agriculture, and law and justice work. GoPNG partners involved in project implementation included the Eastern Highlands Provincial Division of Education, the Provincial District and LLG Administrations; the Village Courts and Lands mediation Secretariat, the open member, the governor, the facility health staff, the Goroka General Hospital, and the National Agricultural Research Institute. ICDP's experience working in

this district has been that engaged district and LLG administrations, active service delivery arms of government, and willingness of political members to engage with NGOs were key to achieving shared goals. There were major challenges to be overcome and not all were, but up to now, this district has provided a successful demonstration of the things that can be achieved with strong commitment to partnership by Government. Successful sectoral partnerships are further presented below.

4.2.1.1 Education

Following the ward development planning exercise and a baseline study in Yelia LLG (the most remote of the three LLGs in Obura Wonenara), it was established that the education status of the Yelia and Lamari areas of the Obura Wonenara district was very low. There was very low enrolment and retention in schools and a minority of girls actually attended school. Further enquiry also found a huge training and certification gap for teachers with untrained and partly qualified teachers teaching in schools.

The remoteness of the schools also contributed to teachers not teaching the full academic year or simply leaving. This led to schools facing shortfalls in teaching staff, as well as to the premature closing of the academic year. These remote communities needed operational primary schools, and literacy programs to teach literacy and numeracy to the generations that grew up without the opportunity to go to school. Current elementary school aged children also couldn't attend school because of the absence of elementary schools and the great distances to primary schools. This problem necessitated the implementation of a child literacy program, along with an adult literacy program and support to the formal education system. Not surprisingly, establishment of early child literacy schools and elementary schools were repeatedly prioritised by the people through the ward planning process. Implementation of the PNG's own education policy and plans were not evident in the Yelia and Lamari LLGs of Obura Wonenara District.

Universal Basic Education (UBE) advocates for quality teaching and learning, maintenance, retention, and making basic education accessible for all Papua New Guineans and has three components:

- **Access** - All children should enter school at a specific age – they should enter elementary prep at the age of 6 years;
- **Retention** - All children should complete the elementary and primary cycles of education that constitute a basic education – this is nine years of basic education (prep to year eight);
- **Quality** - All children should reach a required standard of literacy and numeracy at the end of these nine years

Most remote communities in PNG don't have the advantage of all three components and the Yelia and Lamari LLGs were a case in point.

Table 1: Distribution of Schools by LLG in Obura Wonenara District in 2010 and 2015

	Yelia LLG		Lamari LLG		Tairora Gadsup LLG	
	2010	2015	2010	2015	2010	2015
Elementary	10	14	4	4	30	37
Community	3	1	2	3	5	0
Primary	3	7	2	3	15	20
High School	0	0	0	0	1	1
Secondary School	0	0	0	0	1	1
Rural FODE	0	1	0	0	0	0
Closed/Suspended School	2	0	2	1	3	1

The PNG education system was divided into three stages; elementary, primary, and secondary but even with 81 Wards, three LLGs, and a population of 78, 000, the Obura Wonenara district still had 10 Community schools and a high school. Although not upgraded to Primary schools, many Community schools didn't take in grades 1 and 2. Elementary schools were meant to be built within the community to cater for 6-9 year old children. There was therefore a gap that needed filling. In 2012, ICDP refocused its programming to include support to the formal education system.

Partnership arrangements with GoPNG for the implementation of education and literacy programmes were formalised with a MoU between CARE PNG and the Eastern Highlands Provincial Division of Education. Under the agreement, knowledge and skills of elementary teachers are being improved. ICDP provides logistical support to the EHPDoE to conduct in-service workshops and supervisory teaching activities for teachers. In addition, the EHPDoE conducts scoping exercises to identify locations for future elementary schools, and to prepare reports and submit to the National Department of Education (NDoE) for the registration of new elementary schools. At the same time, established Early Child Literacy Schools are being supported to transition into registered elementary schools.

Under this partnership arrangement, the EHPDoE has been able to do above and beyond the scope of the signed MoU. Logistics had been the biggest obstacle to the EHPDoE carrying out its functions effectively. With CARE PNG enabling the EHPDoE to visit these remote locations, appropriate staff were able to provide support due to teachers in both primary and elementary schools. In addition to conducting elementary school scoping and in-service training and supervised teaching for elementary teachers, they were able to visit primary schools, do supervision and appraisal of teachers and mobilise the communities to work with community school administrations to build infrastructure and recommend upgrading of these schools to primary schools. Closed schools have also been re-opened. The non-formal education learners are transitioning well into the formal education system as well. A lot of success has therefore been seen through this partnership.

Annual CARE and stakeholder reflections and planning workshops have meant that they have fed into project and organisational learning and improvement and informed the

planning and directions of program implementation. Support to the establishment of FODE centres to assist volunteer literacy teachers to upgrade their marks and become eligible for elementary teacher training has also been a result of engaging the relevant education authorities in the reflections and planning workshops.

Training support to school head teachers and board members to enable them to facilitate the development of School Learning Improvement Plans have also been a success of this program. Initially not included in the MoU and CARE's Education program, the need for this was realised as CARE worked closely with the EHPDoE and therefore supported this exercise. A second step to this has now been in supporting internal SLIP reviews – in particular improving processes for social accountability. In addition, there is now the possibility of LLGSIP being committed to counter-funding infrastructure needs for schools in the district identified through the SLIP process.

Under the elementary program, 42 teachers (29M, 13F) benefited from Curriculum Cluster workshops, and nine teachers (3F, 6M) benefitted from supervised teaching. Two local volunteers completed their Certificate in Elementary Teacher training at the PNG Education Institute in Port Moresby in 2012 and four Early Child Literacy volunteer teachers are currently undergoing the same training there. From the elementary school scoping activities, a total of 76 potential school locations were submitted for consideration to register between 2011 and 2014. Of these, 36 new elementary schools have been registered and given school codes. 36 new teaching positions were created for elementary and primary schools in the Obura Wonenara District. And with logistical support from ICDP, EHPDoE were able to visit schools, elevate eight Community schools to Primary schools and re-open five suspended schools. In 2015, this has meant that 791 students (433M, 358F) including married adults and youth are now in school. Bridging the formal and non-formal education systems has also enabled 16 married adults (15M, 1F) to progress beyond grade 8 level education and 12 married adults (7M, 5F) are now enrolled in primary school.

Under ICDP, an estimated additional K633, 600.00 has been leveraged from GoPNG for the district under the Tuition Free Fee Policy for 4 newly registered and operational elementary schools; K65, 520 has been paid as salaries over four years for nine new elementary teachers; and K45, 708.00 paid as salaries for two primary school teachers who were posted to a re-opened school.

4.2.1.2 Infrastructure

An innovative partnership for identifying local priority infrastructure needs, footbridge feasibility, and construction was initiated by the Eastern Highlands Provincial Government after witnessing the completion of the footbridge funded by CARE PNG in Andakombi (Yelia LLG). The footbridge in Andakombi was identified by people in Andakombi through Ward Development Plans. After officiating at the opening of the footbridge, the Lady Governor of the Eastern Highlands approached CARE PNG to build more footbridges identified through people's ward plans. The partnership arrangement became concrete after additional discussions with Obura Wonenara District

Administration and local Member of Parliament, the EHP Provincial Administration and Governor of Eastern Highlands Province, Australian Aid, and CARE PNG.

As a result, CARE PNG together with the Obura Wonenara District Administration awarded a contract to undertake feasibility studies for footbridges to be constructed in the Yelia and Lamari LLGs of Obura Wonenara District of Eastern Highlands Province. The feasibility study was funded by Australian Aid through CARE PNG's ICDP. Overall a total project of 1.5 million kina was used to build 6 footbridges – four of them fully funded through contributions by Eastern Highlands Provincial Services Improvement Project (PSIP) and Obura Wonenara District Services Implementation Project (DSIP). Funding agreements were signed by CARE PNG with Eastern Highlands Provincial Administration and Obura Wonenara District Administration. As well, all partners including CARE signed a joint MOU publically at the launch of the project and CARE PNG managed the Ward Planning Priority Footbridge Project.

The construction of the footbridges was contracted to a local company; Appropriate Technology Projects (ATp) through a transparent tender process. ATp constructed the footbridges while CARE PNG (ICDP) maintained oversight of the project. CARE PNG was responsible for community mobilisation, organisation, and for daily management of the project and timely reporting to Eastern Highlands Provincial Administration and Obura Wonenara District Administration. Community members contributed sand to the making of cement for footbridge footings as well as garden food to add to the food ration provided by CARE and ATp team at the footbridge site.

The Yelia footbridge inspections were done by Provincial Works Division Eastern Highlands whilst the Lamari footbridges were inspected by District inspectors. In December 2014, the Ward Planning Priority Footbridge project saw the completion of seven footbridges in remote regions of Obura Wonenara and the provision of safe and reliable access to services and economic opportunities for men, women, boys and girls living in remote, disadvantaged communities². Two different official opening ceremonies eventuated to mark the opening of these footbridges and other major impact projects in the District. The Yelia footbridges were officially opened by Prime Minister Peter O'Neil and The Lamari footbridges were opened by MP for Obura Wonenara Honourable Merrha Minne Kipefa.

The footbridges project under ICDP reflects the brokering benefits of engaging an NGO (CARE International in PNG) to mobilise communities to help implement locally identified ward priorities through external funding (Australian aid and SIP) and construction expertise (ATp). Successful implementation also provided a strong demonstration of the benefits of working with the District Administration to continue supporting ward development planning. The success of this project also required a mutual agreement between the Obura Wonenara District Administration, Eastern Highlands Provincial Government and CARE PNG who enabled the timely completion of the activities.

In this example, CARE provided an avenue for largely politically controlled development funds to be allocated where local priorities and feasibility were the primary criteria.

² The completed footbridges are Simbari and Simogu in the Yelia LLG, and Motokara, Atakara, Sobara and Owena in the Lamari LLG of the Obura Wonenara District.

Political factors such as voter bases and political alliances did not play into decisions over the allocation of funding. CARE's brokering role allowed the usual political drivers of SIP spending to be removed from the implementation process.

4.2.1.3 Law and Justice

Law and justice is a serious concern for Obura Wonenara District where the breakdown of law and order reflects complex and social and economic issues. It impacts on people's security and quality of life. This was revealed in the Yelia baseline study conducted by CARE PNG in 2012. It was found that women and children are the main victims of law and order problems in the community; they are insecure in their communities and home; the making of home-made guns is increasing; production of homebrew is prevalent among some male youths as well as consumption of illicit drugs, mainly marijuana. Local people were concerned with the breakdown of traditional authority and lack of a state legal justice system.

The law and justice activities of the Integrated Community Development Project are provided through a partnership with the Village Court and Lands Mediation Secretariat (VCLMS) at the Provincial level and the Obura Wonenara Administration at the district level. The Law and Justice sector of the ICDP project was identified through the ward development planning process. Again this draws from the Organic Law on Provincial and Local Level Governments (1995). The partnership enables the VCLMS to identify, register and then facilitate training of village court officials. In Obura Wonenara this has enabled the establishment of eight village courts. They have received training in good governance, leadership, conflict resolution, peace and mediation in their communities as well as the correct application of the Law.

Apart from the trainings, inspections of the village courts are also conducted. As part of this exercise, awareness is carried out to the communities and support for the work of village court officials. It also provides the opportunity for village court officials to talk to village court inspectors on law and order issues affecting their communities and how this might be addressed. In addition inspectors provide support to the officials on court returns and assist where possible in filling out court documents correctly; identify and correct irregularities in village court forms; assess court processes and procedures; audit court fees and fines; assess and observe performances and operation of village courts; and lastly, provide recommendations on areas of improvement as well as collect and compiled data and statistics.

The outcome of the training and inspection program has been the successful establishment of eight village court networks in Yelia and Lamari LLGs (Marawaka, Sindeni, Simbari, Simogu and Wonenara). These locations had never had formal justice systems previously. The new village courts took on roles and responsibilities required under VCLMS including the stipulation that at least one village magistrate on each village court must be a woman. Women can also nominate for other positions from peace officer to clerks, chair person and magistrates.

4.2.2 Menyamya

In 2012, the ICDP trialled a different approach to that used in Obura Wonenara in Menyamya district. It was envisaged that the District and LLG administrations would drive the bottom-up planning process after receiving necessary capacity building training from CARE. Before entering the district, the Morobe Provincial Government was consulted and told of CARE's intention. The support given for this work by the then Provincial Administrator resulted in an MoU covering a tripartite partnership being developed and signed between the MPG, Menyamya District Administration, and CARE PNG. Under the direction of the province, the district administration provided office space and staff accommodation at the district, a field office was opened and staffed and the program started there. To this point ward plans have been completed in most wards and LLG consolidated plans are near completion. Although ICDP had only intended to support the government to lead the ward planning process, limited buy-in from the district and absence senior staff has meant that ICDP has led the ward development planning process.

4.2.3 Gumine

ICDP also trialled a Local NGO led approach to implementing ward development planning in 2012. The identification and selection of the local NGO to partner with was done through a formal selection process. Expressions of Interest were called for, with applicants shortlisted and interviewed. The Community Development Agency (CDA), a local NGO from Gumine district in Chimbu Province working in the Gumine District was selected. Gumine district itself didn't fit the category of remote and disadvantaged but programming was undertaken there as it was CDA's target district. To work in Gumine, a MoU was signed between CARE PNG, CDA, the Simbu Provincial Government, and Gumine District Administration. So far, CDA has received support to train ward development committees to facilitate the ward planning process and has also partnered with the Simbu Provincial Government to conduct induction training for all elected LLG presidents in the province. The partnership has also been supported by the district allocating office space and accommodation to CDA to live and work from the government station.

5.0 Conclusions and Recommendations

Partnerships between International NGOs and the Government of PNG create many opportunities, but also have challenges and risks to them. The following conclusions and recommendations are based on ICDP's experience.

5.1 Advantages of GoPNG-INGO partnerships

- Decreases risks and costs associated with development to the government as well as the INGO
- Enables more certain and effective development outcomes for remote districts in PNG, where the cost of development can very be high
- Enables sharing of ideas and resources towards common goals
- Facilitates access to the skills of others

- Enables mutual support to each other to maintain enthusiasm and commitment to development goals which seem too difficult to achieve alone
- Facilitates learning from seeing differently through others' eyes
- Ensures equitable development
- Reduces conflict of interest scenarios
- Facilitates mutually agreed short-term solutions while developing long-term solutions for shared problems
- INGOs are a neutral partner to government
- INGOs don't have a money making agenda
- Development NGOs have a niche in the social aspects of development and bring that to the partnership

5.2 Challenges and Risks of INGO – GoPNG Partnerships

- INGOs often have short time span of projects and cannot work beyond the funding period
- INGOs often cannot undertake medium to large scale infrastructure projects which the government oftentimes prioritises
- INGOs often have a different financial year to Government making collaborative and counterpart funding work difficult
- INGOs cannot do everything and must adhere to the strategic goals of the organisation
- Government funds disbursement and payment processes tend to be lengthy and can significantly affect scheduling and implementation of planned collaborative activities
- Differing field work allowances of INGOs and GoPNG can be a disincentive for public servants to engage with INGOs unless they can access their own allowance funding
- Donor requirements for activity plans, budgets and implementation mean that INGOs are always working towards meeting set deadlines and cannot easily wait on GoPNG to come good on their commitment before implementing activities.
- Pressures to meet deadlines and go ahead without meaningful government contributions have the potential to undermine the effectiveness of partnerships.
- Partnership coordination by GoPNG tends to be lacking - INGOs don't have a committed office or officer to work with.

5.3 Successful partnership enablers

In order to work well and achieve the anticipated levels of success, a number of conditions must be met. In the short six years that the ICDP has been trying to create successful partnerships with GoPNG, it has found the following to be key enablers to successful partnerships.

- Willingness of political, administrative, and service delivery arms of government to partner with and meaningfully engage with INGOs
- Regular reporting from INGOs to Government
- Regular and consistent annual reflections and planning with Government

- Staffed and operational administrative as well as service delivery agencies of government will enable easier engagement with and collaboration on the full project cycle of INGOs.

CARE International in PNG may be one of very few - if not the only INGO in Papua New Guinea - with a strong focus on working in partnership with all levels and structures of government. ICDP's experience shows that developing strong partnerships can work if the incentives are great and management as well as implementing officers are fully supportive of them. INGO – GoPNG partnerships could also work better if there is a coordination mechanism at the provincial level to help with establishing and or strengthening partnership between state and non-state actors.

ICDP experienced the most success with its education, law and justice, and governance programmes in Obura Wonenara District because of a committed Provincial Education Division, an active Village Courts and Land Mediation Secretariat, and political heads that were willing to entrust public funds to an INGO to manage. CARE continues to be committed to developing effective partnerships even though many challenges were and continue to be faced. Finally, in line with the problem looked at and the related research question for this paper; the Government of PNG can partner with International NGOs in various ways that include; Counter-part funding; joint implementation of activities; technical assistance; NGO manage GoPNG funding for project implementation; and jointly doing project design, planning, and monitoring and evaluation of projects. Partnerships can be formalised through MoUs that detail each stakeholders' roles and responsibilities and also include a shared MoU monitoring responsibility.

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